

NATIONAL PARKS OF CALIFORNIA

HEARING

BEFORE THE

SUBCOMMITTEE ON CRIMINAL JUSTICE,
DRUG POLICY, AND HUMAN RESOURCES

OF THE

COMMITTEE ON
GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

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NATIONAL PARKS OF CALIFORNIA

MONDAY, NOVEMBER 28, 2005

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY,
AND HUMAN RESOURCES,
COMMITTEE ON GOVERNMENT REFORM,
San Francisco, CA.

The subcommittee met, pursuant to notice, at 3:40 p.m., at the Hawthorne Room, Golden Gate Club, 135 Fisher Loop, San Francisco, CA, Hon. Mark E. Souder (chairman of the subcommittee) presiding.

Present: Representative Souder.

Staff present: Marc Wheat, staff director; Jim Kaiser, counsel; and Mark Pfundstein, professional staff member.

Mr. SOUDER. I apologize for the delay. I had to switch airports this morning. Fortunately, Northwest Airlines got me a ticket after Chicago bogged down to go through Detroit. So I appreciate your patience. I look forward to this hearing.

Let me sort out my opening statement here. Good afternoon. I thank you all for joining us. This is the sixth in a series of hearings on the critical issues facing the National Park Service.

This hearing will focus on the Parks of California. California is the home to many of our Nation's most famous parks. Yosemite, Golden Gate, Redwood, Death Valley are immediately recognized by Americans wherever they live.

The National Park Service is facing many challenges and problems. The units of California are no exception. Ever growing crowds at many of our most popular parks continue to put pressure on park resources. Golden Gate National Recreation Area is one of the most popular parks in the park system. As an unusual urban unit, Golden Gate and similar parks face some of the same problems as many other parks, but also unique challenges unlike any other. This hearing will examine how this park unit fits into the system as a whole.

California is also the home of some Federal and State park partnerships. Most notable are the partnership at Redwood National Park and the newest partnership at Angel Island Immigration Station. At Redwood National Park, three California State parks and the National Park Service unit represent a cooperative management effort of the National Park Service and California Department of Parks and Recreation.

Angel Island opens a new chapter in State and Federal partnerships. Although a California State park, new legislation, soon to be signed by President George Bush, would authorize Federal funds

for the restoration of the Angel Island Immigration station. Through State and Federal coordination, Angel Island, the “Ellis Island of the West,” and an important site in American history, will help to complete the story of immigration to the United States. I am scheduled to visit Angel Island tomorrow with the Coast Guard and Park Service.

On our first panel we welcome Brian O’Neill, the General Superintendent of the Golden Gate National Recreation Area. He will be testifying on behalf of the National Park Service. He will be joined during the question time by Don Neubacher, the Superintendent of Point Reyes National Seashore; Bill Pierce, the Superintendent of Redwood National Park; and Michael Tollefson, the Superintendent of Yosemite National Park.

Our second panel will be Theodore Jackson, the Deputy Director for Park Operations of the California State Parks; Gene Sykes, representing the National Parks Conservation Association; Greg Moore of the Golden Gate Conservancy; and Daphne Kwok of the Angel Island Immigration Station Foundation. I welcome you all.

First, I’m going to do a couple of procedural matters and then give a little bit of explanation of what we’re doing with the hearings beyond that. Before we hear testimony, we need to take care of some procedural matters. I first ask unanimous consent that all Members have 5 legislative days to submit written statements and questions for the hearing record and any answers to written questions provided by the witnesses also be included in the record. Without objection, it is so ordered.

Second, I ask unanimous consent that all exhibits, documents and other materials referred to by Members and witnesses may be included in the hearing record, that all Members be permitted to revise and extend their remarks. Without objection, so ordered.

Finally, I ask unanimous consent that all Members present be permitted to participate in the hearing and if any other Members show up today from the California delegation, without objection, it is so ordered.

This is part of a series of hearings we’re doing. Let me briefly describe our subcommittee. It’s part of the Government Reform Committee. Normally, parks hearings and other hearings are conducted through the Resources Committee. If you briefly look at how Congress is structured, you have an authorizing committee such as the Resources Committee that would set policy and any legislation. So for example, my legislation that relates to national parks would go through the Resources Committee. We have an Appropriations Committee that then decides how to fund inside the authorizing committee and the Government Reform Committee then makes sure that what has been authorized and funded is being implemented the way that Congress intended by the executive branch.

Every time we hold hearings and this series has been no different, other committees holler, “hey, how did you get in this jurisdiction? Why are you doing a national parks hearing? You’re not the Resources Committee. You’re not the Appropriations Committee.” But in fact, the oversight committee of Congress existed before the authorizing committee. There was Government Reform oversight over the Park Service and Resources prior to there ever being a Resources Committee in congressional history.

We go into whatever basic areas that the subcommittee chairman and the committee chairman working with the ranking members of the other party choose to do, so probably the most famous recent event in this year, at least, was your testimony today and you can remember what Raphael Palmeiro forgot and that is, you're under oath. Mark McGuire had an absent memory and we hope none of you will have an absent memory, but you've joined that.

We also did a variety of oversight, particularly during the Clinton years, there was a lot of oversight. We had Waco, White Water, all those type of things. We also just did oversight on the bird flu.

My subcommittee spends about half its time on narcotics, but our jurisdiction, which you do swapping among the chairmen and so on, includes the Department of Justice, HHS, Education, HUD, and we have one other. And then we have a whole series of smaller things. I traded Commerce to get National Parks and we have faith-based, National Endowment for the Arts [NEA]. But we spend about 50 percent of our time on narcotics. Every cycle I pick a subject that we want to focus on and this time it was parks.

As many of you know, I've been an advocate. I've tried to get out to as many parks as possible. And I wanted to kind of get a comprehensive view working with NPCA, working with the Park Service, working with the private groups in each area, to get kind of a comprehensive overview that we'll do not only each of these hearings, but there will be an individual book and hearing report, but also then we'll do a 2-year summary of the process that we've done as we've done regional field hearings around the country, raised awareness around the country, identified the different problems.

Now just like we did a few years ago and we did on the Southwest border, much of what happened in the White House Faith-based Office, many changes occurred during the process and obviously, it's a symbiotic relationship. Ideally, some of the concerns that we want raised in the hearings will already have been addressed inside the Park Service because by calling attention to something and working internally, you do that. Some of these are really fundamental questions of how you prioritize funding in a difficult era.

One of the things we're going to be looking at today are things that are ways with the State and Federal cooperation and the Golden Gate National Recreation Area of really kind of some of the early challenges that the Park Service felt in accommodating some of that.

And the question is is how are we going to deal with this long term? How much can the California model be replicated? And really looking toward the 100th birthday of the Park Service and say where are we headed as a vision? How do we analyze, given the pressures of limited dollars, combined with the tradeoffs that we're making?

I was just talking on the airplane with a man who actually has some land in West Virginia that they would like to add to the New River area and part of our constant tradeoff is his debate as executor of an estate is does he—he has offers for double what the National Park Service is offering for the land. He would rather give it to the Park Service, so in the New River Gorge, you can canoe

and not see development, but he has a fiduciary responsibility to his estate.

How much do we say we're going to put it in land? How much do we say we're going to put it into services? How much do we say we're going to put it in trying to keep as much staff as possible? And how do you do these tradeoffs? And where is the money going to come from? And to do that we need as many creative ideas as we can. We need to look at the system as a whole, get the data in.

What we tend to find, as Congressmen, is that it comes to us as a done deal and we really need to be looking at what tradeoffs we're making, so as the elected officials, we can—good chance, we may agree with some of it and may not agree with some of it, but a lot of times we don't even realize what's happening internally and this is our attempt to do so.

You could also tell from my reading the statement that we've done this in a pretty bipartisan way, at a time when the minority party and the majority party have to both sign off on hearings and can object. My Ranking Member Elijah Cummings, who was originally planning to be here today, has been very cooperative and supporting of this as has Mr. Waxman at the full committee level and Chairman Davis. Some preferred we didn't have the hearings.

And I think it's important on an issue like national parks, while we may have nuance differences, that we try to do this as much in a bipartisan way and have the National Park Service continue with its popularity among the general public, but also try not to get as heavily caught up in some of the Washington fights that we have, will have and will always have and try to look at a broader vision of where do we want our National Park Service to go.

Now as I mentioned our first panel, we'll take the official testimony from Brian O'Neill, General Superintendent of Golden Gate National Recreation Area. He's accompanied by Don Neubacher and Bill Pierce and Michael Tollefson.

Now since I'm going to ask questions, I am going to administer the oath to all of you as an oversight panel, all witnesses testify under oath, so if you'll each stand and raise your right hands.

[Witnesses sworn.]

Mr. SOUDER. Let the record show that each of the witnesses responded in the affirmative.

So we'll start with Mr. O'Neill. Thank you.

[The prepared statement of Hon. Mark E. Souder follows:]

**Opening Statement
Chairman Mark Souder**

“National Parks of California”

**Subcommittee on Criminal Justice, Drug Policy,
and Human Resources
Committee on Government Reform**

November 28, 2005

Good morning, and thank you for joining us today. This is the sixth in a series of hearings focusing on the critical issues facing the National Park Service.

This hearing will focus on the Parks of California. California is the home of many of our nation's most famous parks. Yosemite, Golden Gate, Redwood, Death Valley are immediately recognized by Americans wherever they live.

The National Park Service is facing many challenges and problems. The units of California are no exception. Ever growing crowds at many of our most popular parks continue to put pressure on park resources. Golden Gate National Recreation Area is one of the most popular parks in the park system. As an unusual urban unit, Golden Gate and similar parks face some of the same problems as many other parks, but also unique challenges unlike any other. This hearing will examine how this park unit fits in to the system as a whole.

California is also the home of some federal and state park partnerships. Most notable are the partnership at Redwood National Park and the newest partnership at Angel Island Immigration Station. At Redwood NP, three California state parks and the National Park Service unit represent a cooperative management effort of the National Park Service and California Department of Parks and Recreation.

Angel Island opens a new chapter in state and federal partnerships. Although a California state park, new legislation, soon to be signed by President George Bush, would authorize federal funds for the restoration of the Angel Island Immigration. Through state and federal co-ordination, Angel Island, the 'Ellis Island of the West,' and an important site in American history, will help to complete the story of immigration to the United States.

On our first panel we welcome Brian O'Neill the General Superintendent of the Golden Gate National Recreation Area. He will be testifying on behalf of the National Park Service. He will be joined during the question time by Don Neubacher the Superintendent of Point Reyes National Seashore, Bill Pierce the Superintendent of Redwood National Park, and Michael Tollefson the Superintendent of Yosemite National Park.

Our second panel will be Theodore Jackson the Deputy Director for Park Operations of the California State Parks, Gene Sykes representing the National Parks Conservation Association, Greg Moore of the Golden Gate Conservancy, and Daphne Kwok of the Angel Island Immigration Station Foundation. Welcome to all of you.

**STATEMENT OF BRIAN O'NEILL, GENERAL SUPERINTENDENT,
GOLDEN GATE NATIONAL RECREATION AREA, NATIONAL
PARK SERVICE, DEPARTMENT OF THE INTERIOR**

Mr. O'NEILL. Mr. Chairman, we all thank you for coming out to our great city of San Francisco and to have a hearing related to the National Parks of California. We love your passion for parks and your desire to better understand the operational challenges that we have in both stewarding our resources as well as serving visitors from all over the world.

In addition to serving as the Superintendent for the Golden Gate National Recreation Area, I currently chair the Partnership Advisory Committee for the Regional Leadership Council for the Pacific West Region. This role has acquainted me with the extensive range and variety of partnerships our region's parks have engaged in. Also, I currently co-chair the National Federal Interdepartmental Task Force on Partnerships and Cooperative Conservation, and through that I've obviously gained an understanding of what's happening on the national basis in terms of new concepts of funding and partnering.

I'd like to summarize my testimony and submit my entire statement for the record, given the time constraints.

There are 24 units of the National Park System in California, almost half the total number of units that are managed within this Pacific West Region. They represent well the diversity of landscapes in this great State and many of the historical events that occurred here. As you requested, our testimony is focused on national recreation areas, State and Federal management of park units and Yosemite National Park.

Yosemite, long recognized as one of the most stunning places on Earth, faces the same complex operational challenges that any large national park faces. It also has the daunting mission of rebuilding much of the infrastructure in Yosemite Valley, due to extensive damage from the 1997 flood. This rebuilding is well under way, but it has faced some delays along the way, due to the extensive planning required in a number of lawsuits. Yosemite is engaged in some very successful partnerships, particularly with the Yosemite Fund, which has provided many millions of dollars for critical park projects.

Golden Gate National Recreation Area encompasses a large expansive land in an urban area where more than half the land within the park boundaries is owned by other entities. Because this unit draws from large populations of residents and tourists, our sites draw 13 million people annually. And if you add Muir Woods and Fort Point, the number is closer to 16 million. We had over 15,000 volunteers in fiscal year 2005 and through partnerships we leverage about 80 cents for every \$1 of appropriated funds.

The Golden Gate National Parks Conservancy is an extraordinary partner of ours. The Conservancy headed the fundraising effort for restoration of Crissy Field on the Presidio waterfront here which not too long ago was a fenced-in hazardous materials site. Not only did private funding pay for the restoration, but thousands of volunteers, including school children, donated countless hours cultivating native plants and placing them in and around Crissy

Field's restored dunes and tidal marsh. This is now a very popular recreation site and important wetlands area.

Within Golden Gate, the State operates four parks. One of those, Angel Island, is the site of the Immigration Station that is often referred to as the Ellis Island of the West. Since 1997, the California Department of Parks and Recreation, the National Park Service, and the Angel Island Immigration Station Foundation have had a three-party agreement to work together to preserve and restore this important historic site.

Santa Monica Mountains National Recreation Area in metropolitan Los Angeles encompasses about 155,000 acres of land, although one-fifth of that land is managed by the National Park Service. The park has always worked closely with the California Department of Parks and Recreation and the Santa Monica Mountains Conservancy to coordinate land protection strategies and visitor use activities.

Recently, the National Park Service has entered into a cooperative management agreement with the two State agencies for the joint management of public parklands. Last year, cooperative management activities generated over \$850,000 in cost savings to these three agencies. The agencies recently launched a recreation transit system to increase access to parks from inner-city communities.

The National Park Service provided the capital investment for the system and the State is providing the money to operate it. They also work together to acquire the historic King Gillette Ranch in the heart of the recreation area which will serve as a one-stop information center for all of the Federal, State and local parklands within the recreation area. This will improve service to visitors and reduce costs for both the State and the National Park Service.

Point Reyes National Seashore is the San Francisco Bay Area Unit that predates Golden Gate. This park places an important leadership role in implementing the natural resource challenge within the San Francisco area network. And anyone who has been to Point Reyes knows that it's a beautiful, beautiful site and certainly rich in natural and cultural history.

The Pacific Coast Science and Learning Center, which is located in a converted ranch house in the park, is engaged in cutting-edge work and is a great example of exactly what NPS hoped to accomplish when it embarked on the Natural Resource Challenge. Through partnerships between the National Park Service and universities, parks get the scientific research they need with funding provided mainly by other entities.

Point Reyes and Golden Gate are part of the Golden Gate Biosphere Reserve, the only United Nations designated international biosphere reserve in the world that spans marine, coastal and uplands resources. The Nature Conservancy and Nature Serve have identified the San Francisco Bay Area encompassing Point Reyes and Golden Gate as the epicenter of biodiversity in the United States.

Redwood National Park in northern California is unusual from a management standpoint because land within the boundary is jointly managed by the National Park Service and the California Department of Parks and Recreation. Of the 106,000 acres within the boundary, about one third of the land base consists of State

park lands. Yet, management of the Federal and State lands within the boundary is so seamless that visitors are hardly aware of the different ownership.

Under the Redwood cooperative management agreement, the two agencies share staff, equipment, and facilities to fulfill common resource protection and visitor service goals. They develop common procedures for activities such as issuing special use permits, common programs for park operations such as staff training and media relations, and schedules that enable the two agencies to cover for each other and avoid duplication.

The Federal/State management arrangement at Redwoods has worked so well that Congress has extended the same authority to enter into cooperative management agreements that it originally gave only to Redwoods to all other units of the National Park System.

Mr. Chairman, that concludes my statement. We will be happy to answer any questions you may have.

[The prepared statement of Mr. O'Neill follows:]

STATEMENT OF BRIAN O'NEILL, GENERAL SUPERINTENDENT, GOLDEN GATE NATIONAL RECREATION AREA, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES OF THE HOUSE GOVERNMENT REFORM COMMITTEE, AT AN OVERSIGHT HEARING ON NATIONAL PARKS OF CALIFORNIA

November 28, 2005

Mr. Chairman, thank you for the opportunity to appear before you today at this oversight hearing on key issues facing national parks in California with particular attention to national recreation areas, state and Federal management of park units, and Yosemite National Park. We are pleased to welcome you to the San Francisco Bay Area.

The 24 units of the National Park System in California make up nearly half the total number of units managed by the Pacific West Region and are organized among five different regional networks. These units, and the Juan Bautista de Anza National Historic Trail that we also manage, reflect the vast diversity in landscape, history, and culture that characterizes the Golden State. They range from large, popular, traditional national parks such as Yosemite, Sequoia, and Kings Canyon to lesser-known historic sites such as the Japanese American internment camp at Manzanar; from the complex collections of natural and cultural resources in metropolitan areas at Golden Gate and Santa Monica Mountains National Recreation Areas to the remote desert parks at Death Valley, Mojave, and Joshua Tree.

The NPS units in California include: Cabrillo National Monument, which memorializes the explorer who claimed the west coast for Spain in 1542; Rosie the Riveter World War II Home Front National Historical Park, which commemorates the home front contributions to the war effort and the women and minorities who broke new ground in employment practices; Pinnacles National Monument, with its spire-like rock formations as high as 1,200 feet; John Muir National Historic Site, home of the celebrated conservationist; Lassen Volcanic National Park, with its boiling springs, mud pots, and sulfurous vents; San Francisco Maritime National Historical Park, with its examples of the 19th Century sailing vessels used in the Bay Area; and Channel Islands National Park, whose five islands preserve a large variety of plant and animal life. The remaining national park units in California also contribute to the preservation of natural, cultural, and historical resources that are nationally significant.

National park units in California received about \$120 million in operations and maintenance funding in FY 2005, an increase of about 6 percent from FY 2004. As is the case throughout the National Park System, parks in California are funded from several different sources, in addition to their operating budgets, to help carry out their mission. Many receive cyclic maintenance funds, which are distributed by the regional office, and some have construction and land acquisition funds, which are designated for individual parks in appropriations. Parks also collect concessions fees, transportation fees, and recreation fees. For FY 2005, California parks received about \$19 million from the 80 percent portion of recreation fees that individual parks retain, which will be used mostly for structural projects that benefit visitors. In addition, California parks have been given a great deal of financial and in-kind support from cooperating

associations, friends' groups, and other partnership entities. Many California parks benefit tremendously from the work done by volunteers, which increased nationwide by 14 percent in 2004.

As requested, this testimony is focused on national recreation areas, state and Federal management of park units, and Yosemite National Park. We have two urban national recreation areas - Golden Gate in San Francisco, and Santa Monica Mountains in Los Angeles - that work in close cooperation with State entities and others, and one park, Redwood National Park, that is a model of joint Federal-State management. Partly because these three units have large amounts of non-Federal land within their boundaries, they have close management relationships with state park agencies and others. Yosemite, on the other hand, is typical of older, traditional national parks in that almost all of the land within its boundaries is owned by the Federal government and administered by the National Park Service. But Yosemite, like the other units, works closely in partnership with many public and private entities that support the park's mission and our commitment to provide for visitor enjoyment.

Yosemite was established as a national park in 1890. Its history as a protected area dates to 1864, when the Federal government granted Yosemite Valley and Mariposa Big Tree Grove to the State of California, which later returned those areas to the Federal government. The park's famous landscape of granite peaks and domes, tall waterfalls, and groves of giant sequoias, draws more than 3.4 million visitors annually.

In addition to the complex operational challenges that any large national park faces, Yosemite also has the daunting mission of rebuilding much of the infrastructure in Yosemite Valley due to extensive damage from the 1997 flood, and undertaking this effort in a manner that maximizes the protection of resources and visitor enjoyment. Congress appropriated \$197 million for reconstruction immediately following the flood. The NPS was able to spend \$147 million of this funding prior to this year. The remaining funds have not yet been expended due to the extensive planning required for the reconstruction and lawsuits that delayed implementation of plans. Currently, the largest of the flood recovery projects, including visitor lodging, campgrounds, and employee housing, are underway.

In addition to the investment of federal funds in infrastructure improvement, the park has worked closely with public and private partners for additional funds and services. For example, The Yosemite Fund, the principal non-profit organization, contributed \$12 million toward the recently completed renovation of visitor access to the Lower Yosemite Fall area, one of the park's most popular attractions. Several years ago, The Yosemite Fund provided the funding for a visitor center at Glacier Point, where visitors enjoy spectacular views of Yosemite Valley and the high country. For the last few years, Yosemite has partnered with gateway communities in the operation of a regional transportation system.

Golden Gate National Recreation Area was established in 1972 to preserve, interpret, and enable the public to enjoy the wealth of historic, scenic, and recreational resources in the San Francisco metropolitan area. Within Golden Gate, the NPS manages beaches, redwood forests, a full array of military properties, an internationally recognized cultural center at Fort Mason, and the infamous Alcatraz Island. Encompassing a large expanse of land (about 75,000 acres) in an

urban area, where more than half the land within the park boundaries are owned by other entities, Golden Gate is a rare type of National Park System unit. In a location where it serves local and visiting populations, its sites draw 13.6 million people, far more than the average national park. It also attracts a huge number of volunteers (over 15,000 in FY 2005), has many programs geared toward diverse communities and youth, and leverages extensive financial support from non-Federal sources.

A large proportion of the non-Federal funding Golden Gate receives is due to the fact that the recreation area has one of the most active partnership operations in the entire National Park System. The recreation area leverages 80 cents for every dollar in appropriated funds. One of the recreation area's oldest partnerships is with the Fort Mason Foundation, which operates a center at the former U.S. Army facility that houses many non-profit organizations and conference facilities, as well as the famous Greens Restaurant. Just this month, following the expiration of previous cooperative agreements, the Foundation signed a 60-year lease with the NPS that will allow the Foundation, for the first time, to seek commercial loans for long-term capital improvements, including seismic refitting, and other long-term maintenance.

The NPS has forged an extraordinary partnership with the Golden Gate National Parks Conservancy. Among other projects, the Conservancy headed the fundraising effort for restoration of Crissy Field, located on the waterfront of the Presidio in one of the most heavily visited areas of San Francisco. Crissy Field was a fenced-in hazardous materials site in the 1980's and 1990's; it is now a very popular shoreline park and wetlands habitat. Not only did private funding pay for the restoration, but thousands of volunteers, including school children, donated countless hours cultivating native plants and placing them in and around Crissy Field's restored dunes and tidal marsh. The Crissy Field project has been heralded nationally as a model of partnership and received many national awards.

Within Golden Gate's boundaries are four state parks--Angel Island, Mount Tamalpais, and Samuel T. Taylor and Thornton Beach—that the state operates without formal involvement from the NPS. However, the NPS has been involved in helping the state with restoration of the immigration station at Angel Island, often referred to as the "Ellis Island of the West." Since 1997, the California Department of Parks and Recreation, the NPS, and the non-profit Angel Island Immigration Station Foundation have had a three-party agreement to work together to preserve and restore the former immigration station at Angel Island. The NPS has provided a considerable amount of different types of technical assistance to the state at the site.

Santa Monica Mountains National Recreation Area, like Golden Gate, was established largely to protect the scenic and recreational resources of the Santa Monica Mountains for the enjoyment of Los Angeles area residents and visitors alike. The Santa Monica Mountains boundary encompasses about 155,000 acres of land, although only about one-fifth of that land is managed by the NPS. About 530,000 people visit the NPS-managed sites annually, and millions more visit the three state parks, several state and county beaches, and other attractions within the boundaries of the Santa Monica Mountains.

From the time the park was authorized in 1978, the NPS has worked closely with the California Department of Parks and Recreation and the Santa Monica Mountains Conservancy (a state

resources agency) to coordinate land protection strategies and visitor use activities. More recently, the NPS has entered into a cooperative management agreement with the two state entities for the joint management of public parklands. The agreement provides for the exchange of goods and services to achieve greater operational efficiencies. Last year, cooperative management activities generated over \$850,000 in cost savings to all three agencies. During the past year, the agencies launched a new recreation transit system, called ParkLINK, to increase access to parks from inner-city communities in Greater Los Angeles. The NPS provided approximately \$1 million for capital investments while the state provided over \$300,000 to operate and maintain this system.

The NPS, California Department of Parks and Recreation, and the Santa Monica Mountains Conservancy also worked together in recent years to acquire the historic King Gillette Ranch in the heart of the recreation area. This effort came to fruition last April, when the three entities and a host of other public and private entities purchased the property. The facility will be jointly administered by the NPS and the state agencies as a one-stop information center for visitors to all the Federal, state, and local parklands within the recreation area. Co-locating resources at this central location will allow the NPS and the state agencies to close the existing disconnected information facilities.

Point Reyes National Seashore, authorized in 1962, is another San Francisco Bay Area unit with some of the same characteristics as Santa Monica Mountains and Golden Gate. Like those two units, Point Reyes is located in a metropolitan area and contains coastal resources; its 2.1 million annual visitors are mostly day-use beachgoers. Unlike the two national recreation areas, the majority of the 71,000 acres of land within the boundary is owned and managed by the NPS and in that sense is more of a traditional national park unit.

Point Reyes has a particularly strong focus on natural resource protection. For the nine park units that make up the Pacific West Region's San Francisco Area Network, Point Reyes has the lead role in implementing the Natural Resource Challenge, the major effort the NPS has been engaged in during the last several years to improve the management of natural resources under its care. Because of needs identified by the NPS science advisors and resource managers at Point Reyes, we are seeing cutting-edge discoveries and methodologies there and at other parks in the network.

Facilitating this work has been the Pacific Coast Science and Learning Center, the San Francisco Area Network's premier park laboratory, which was established at Point Reyes a few years ago. This center, which is housed in a converted ranch house owned by the NPS, is used by visiting scientists and has become a leading example of what the Natural Resource Challenge was intended to accomplish. Through partnerships between the NPS and universities, students conduct the studies the NPS needs, which give them the opportunity to fulfill degree requirements while providing the parks with needed scientific research. The learning center currently has 80 projects underway, and 99 percent of the cost of those projects is being financed by entities other than the NPS.

Redwood National Park, in Northern California, protects California's coastal redwood forests, which include some of the tallest trees in the world. As a park encompassing superb natural and

cultural resources in a relatively remote location, Redwood National Park largely fits the model of a traditional national park. But the park is unusual from a management perspective because land within the boundary is jointly managed by the NPS and the California Department of Parks and Recreation. Of the 106,000 acres within the boundary, about one-third of the land base consists of state park lands. Yet management of the Federal and state lands within the boundary is so seamless that visitors are hardly aware of the different ownership.

The Federal-state management arrangement at Redwood, which has been formalized through a cooperative management agreement, stems from the origins of the park. The 1968 legislation that established Redwood National Park and the 1978 legislation that expanded it included three existing state parks within the boundary in anticipation of their eventual conveyance from the state to the NPS. For a variety of reasons, that conveyance did not occur. In the 1990's, the NPS and the California Department of Parks and Recreation established a framework for cooperative management of the Federal and state parks. Congress provided specific authority for the NPS to enter into a cooperative agreement for that purpose—and, after observing its successful use at Redwood, extended this authority to all units of the National Park System. That extension of authority is what has enabled the NPS to enter into the same type of cooperative management agreement at Santa Monica Mountains.

Under the Redwood cooperative management agreement, the NPS and the California Department of Parks and Recreation are guided by a joint General Plan/Management Plan, adopted in 2000. The two agencies share staff, equipment, and facilities to fulfill common resource protection and visitor service goals. They develop common procedures for activities such as issuing special use permits, and common programs for park operations such as staff training and media relations. They develop and implement schedules so that the two agencies cover for each other and avoid duplication. Both agencies benefit from efficiencies in the areas of law enforcement, interpretation, administration, resource management, and maintenance.

Mr. Chairman, that concludes my statement, and I will be happy to answer any questions you or other members of the subcommittee may have.

Mr. SOUDER. I'm going to go off into a couple different directions, but let me start with Golden Gate in particular, because this may be our only national recreation area that we have in this series of hearings. We're going to do Indiana Dunes National Lakeshore and we'll be at the Martin Luther King site in Atlanta, but I don't think we're going to get Gateway in on the East.

I want to kind of develop how to approach, when we're doing the analysis of recreation areas, and I appreciate the time that you and your staff spent with me a number of years ago, and it's interesting to see the evolution of the park.

One of the things I want to mention at the outset because there was a book written by a graduate student about the Presidio that I picked up when I was out here before and that was probably 6 years ago. I don't remember for sure. But this book by Hal Rothman, the New Urban Park Golden Gate National Recreation Area and Civic Environmentalism, I think was last year, came out last year.

Mr. O'NEILL. I think 2 years ago.

Mr. SOUDER. Two years ago. I may have, since I didn't do a thorough review before I got in here, I may have some written followup or one of the staffers may call you before we use some of this. We tried at the last minute to see if he could come today. We may see if we can get him in another hearing. He's written a few other books too. He's obviously an opinionated guy, but it's a very detailed analysis of the history of the park. And I would like to use some of that in the report and I would also, I'm not sure what in my head is from the book, what I picked up from here and I wanted to reference that and ask you a few direct questions.

I know you have worked at Boston Islands. Have you worked with other areas too as they've tried to develop their different—

Mr. O'NEILL. Yes, I've been troubleshooting in a number of areas, particularly trying to think through creative funding strategies and partnering opportunities in a way in which people think about joining into cooperation with others to achieve joint goals.

Mr. SOUDER. So first in a broad sweep, comparing Golden Gate to other national recreation areas that you work with, was the biggest difference here the Presidio, and if so, can you leave that out and then talk about how, in your opinion, this has evolved as a parks strategy? In other words, it isn't one big natural park. It's not one historic site. You've got a series of different sites that aren't necessarily connected that have multiple use. Do you view that as fairly typical in national recreation areas? Are the challenges roughly the same if you took out the big military base question here?

Mr. O'NEILL. Yes. I should say first when you look at the resource values, say of Golden Gate, they're extraordinary in terms of their breadth of culture resources, as well as natural history, but clearly, it's a group of sites that have been integrated together under a concept of bringing the mission and values of the national park system to an increasingly urbanizing and demographically diverse urban setting.

And I think we needed to understand from the very start at Golden Gate that the full potential, the park was only going to be realized if we were able to mobilize a citizen tree that had a sense

of stewardship of those values. And that if we thought that it was a responsibility of the Federal Government do its own, we would had never been able to accomplish what we've done.

So I think from the very start we evolved a concept that it was a park that was going to have to be built on partnerships and that we really had to understand what partnering meant and what creating a partnership culture really involved. We had to understand what the success factors were to successful partnering. We needed to understand that this needed to be sort of innovation lab for alternative financing and that Federal Government hopefully would play its proper role in providing support, but that we would never be able to accomplish what was needed if we depended upon that by itself.

So we evolved from the early years, this partnership culture that said that there's talent in the community, that if we indeed engage them in a very deep way about the values of the park that we could get them to join and partnership with us to rehabilitate buildings, to maintain those buildings, to carry out programs that advance the purposes of this park. We also understood through an engagement process that we wanted them to understand the resource values here so they felt a personal sense of stakeholdership in the future stewardship of the resources.

So interesting, from the very start, we realized that if indeed the Park Service felt that it could or should do it itself, it was a mistake and that the real potential of the park was going to be realized that if we saw ourselves not as the doer of all the work, but how we facilitated, brokered, and help convene how the talent of the community—and that's a very, very diverse way—could come in and join and stewardship with us.

So I think the major concept here was that we were going to have to develop a different model for how we were able to manage these diverse resources and that model was going to be dependent upon how effective we were in engaging the community and identifying alternative ways in which the needs of the park could be established.

So we developed what we called a stewardship investment strategy which is a 10-module approach where funding comes from to be able to accomplish the total needs that a park has.

Mr. SOUDER. In this book, they go through everything from how you tried to work through the debates with dog owners to bikes, to horses, to—I mean you name it, you had the variables here. Have you seen as much of that type of—is that pretty much true of each of the recreation areas?

Mr. O'NEILL. I think we're seeing that as an essential way of doing business. We're dealing in an era where people demand. Their views are listened to, heard, appreciated, and dealt with. The kind of engagement they expect today is much different than what it was. I think we've learned it's absolutely essential that all points of view, all perspectives need to be part of a real civic dialog about the future of a place and how you deal with an activity. And we found if you do it well, facilitate it and you educate through that process, in most cases that group will come to a sound decision.

And we're seeing this more engaged approach to community and civic interaction is occurring across the country in the Park Service

and I think it's been helped by a recent Director's Order on public involvement and civic engagement. And that really sort of gets to the fact that public involvement today needs to be much different than how we defined it even 10 years ago. It has to be deeper, broader, and transparent. It needs to be often facilitated by those that don't have sort of a dog in the fight.

Mr. SOUDER. Internally, in the Park Service, are the urban recreation areas, in other words, to some degree because of the regional system, you get a mix in each regional system. Is there any kind of view of how urban recreation areas differ from the Reservoir at Mount Shasta and the ones north here and the ones, Trinity Lake, and the big ones down in Texas? In other words, we have clearly Santa Monica Gateway, Golden Gate, Cuyahoga, big urban parks that are a totally different type of challenge and different mix of clientele.

Mr. O'NEILL. I think the major difference is, obviously, we have the same set of management policies. We manage all units of the National Park Service, but I think the Park Service, one of our greatest challenges is how relevant are we as an agency, and how relevant is the national park system to a rapidly changing America. If indeed the national parks and the national units of the national park system and the service isn't relevant to urban America, it isn't relevant to America.

You can go down into any inner city area in any major city and ask people if they know what the national park system or do they know what national park is in this system, it's a shocking reality check. We realize that the Golden Gate, the Gateways, the Santa Monicas, the Cuyahogas, the Chattahoochees are the portal by which we introduce the national park system and the concept of land preservation and personal responsibility for stewardship, because this is where the people are.

This is where the diversity of America needs to have an opportunity to be introduced to the national park system. So I would say in some respects we carry a higher level of expectation and obligations in the urban areas because we need to reach those whose life is not really incorporated, land preservation in national parks as part of their reality.

Mr. SOUDER. Could you briefly describe for the record a little bit about—my personal opinion is that the marketing of your posters and concepts of a collection of parks was an incredible breakthrough, now being copied all over America. It's really interesting, particularly as we see even whether it's big, medium or small, whether it's a collection of different parks.

I know Oregon has a whole series of posters now, some that we're seeing in different parts of the country where it's non-contiguous units and it's a way to kind of bind it together.

Could you describe the history of how that happened? Because without that, I'm not sure that you would have pulled off the concept of a coordinated park.

Mr. O'NEILL. Well, it certainly made a big difference. It's making a big difference every day. I think one of our concepts is no matter how experienced we might think we are and whatever it is we're doing, there are people out in the broader community smarter than us. And this whole question of how do you position yourself in a

market place, how do you brand sites as part of something special, how do you do visitor surveys and understand the pulse of the community and all of its dimensions?

We didn't have a really good understanding of that or concepts of marketing, but we did know that there were very bright people in the community that we could tap into. And so we identified where the genius was in the community and we asked them to join with us in a pro bono effort to help us understand what we didn't know.

And so we brought experts in from the marketing communications arena, advertising, print media, visual media, graphic arts, and as a team, we called it our Dream Team, they started us through the process of understanding how we needed to start with the basic social science work, the survey work, to understand where people were, and then they worked us through a process, an evolutionary process of understanding how we presented the set of national assets so that they were understood and appreciated by all diverse elements of the community. And it's been a work in process.

And I think we were shocked at the first surveys. It was very difficult for those of us who had worked so hard and felt that we had achieved something to see the results of the survey. But we realized that it was telling us something really important. And when we went back and resurveyed 2 years ago, it was remarkable to see the difference. And it was because we had to learn a whole different art of how we begin to community and how we market and how we brand sites so they become visited and important in people's lives.

So one of the survey instruments told us is that people like the individual identity, they liked Alcatraz and they could relate to that. They liked the Marin Headlands. They liked the Presidio. They didn't know they were part of anything bigger. And so they said you need to capture what unites all of them, but to maintain the specialness of each place. So the concept for the different images tied to the Golden Gate as a broader image came out of the realization or the results of the survey work.

Mr. SOUDER. Lewis and Clark is really developing that now and other prime sites. Let me move to Mr. Pierce for some Redwoods Park questions. I appreciated the visit this summer and meeting with your staff and the State people there. It was very informative.

Perhaps you could tell us for the record a brief, which is hard to do, because it was a complicated, long-fought battle on the Redwoods, but how it came to be a combination of the State parks versus the Federal, how the Federal dots go around and some of the interrelationships because it's probably the most intertwined that I've seen around the country.

Mr. PIERCE. Correct. Marilyn Murphy is here today as my counterpart with the State parks up there. She and I have been extremely lucky in that we followed the coattails of some people that did some excellent work and when you look back, you're correct. Those three State parks up there were established in the 1920's. And then the national park didn't come in until 1968. And along with that, because the boundary of the national park was actually

encompassing the three State parks, there was a lot of discussion about OK, how is this going to work?

I think over the years, many good people worked out how that's going to work and we then were able to continue the process. As I look back and as I look forward, probably one of the key things occurred in 1994 when the State parks and the National Park Service here in this region agreed that the best way to do this was to join hands and find a common ground and then move forward with that.

And so from that the team which included at the time all the employees from the State parks and the national park, which I think is a key, you've got to get right down there on the ground and really involve all those people along with your neighbors, like Brian said. And then where do we have common ground? Well, that was pretty obvious that there was a lot of good common ground. I mean the California State Parks mission statement and the National Park mission statement are almost identical. We took that a step further and said, so, based on that, what's our vision of what these parks can be for the visitors? And what are the resources?

From that one of our guiding principles developed the guiding principles that were matched up and carried that on down through the general plan, general management plan which was completed in 2000 right before Marilyn and I got there, which spells out what are the strategies of these joint parks for the future and cultural resources, natural resources, visitor use, lands, all of those things that are important. That really helped us then put it where the rubber meets the road.

We were able then to take our strategies and develop our tactics. What do our work plans look like and we have now annual work plans that match up. And we have made it a much more efficient, effective operation. Our rangers, for instance, are cross deputized, and they jointly schedule. So we get more coverage with the same number of rangers by matching the State and national park rangers together.

Maintenance is an outstanding example of where we match up very well. The other thing to look at, I guess, would be that the National Park Service was able to provide some real good expertise in resources management. The State parks, by the nature of where the State parks are and the campgrounds and road systems, provide the expertise in visitor services. The auto campgrounds, the picnic areas.

And so by weaving those together, we have come up with a really good program that is seamless. Our interpretive program, for instance, some night it might be a State park ranger giving the program in the campground, some night it's a national park ranger giving that. At our visitor centers, we have five of them. We jointly work those five visitor centers.

So I think that's the real key is you start out with the big picture common ground, and then you focus in on what does that mean for us on a day to day basis.

Mr. SOUDER. Could you comment on two different things I want to explore a little. And that is, first off, how we—I think Mr. O'Neill used an interesting term, you said it's exposing people in urban environments to the ideal of the National Park Service,

roughly is what you kind of implied. That implies that the ideal of the National Park Service is kind of a natural park semi-isolated wilderness would be kind of the purist in the sense of how can you bring those values and accommodate into variations of usage in urban centers and the tradeoffs you have to make in an urban park versus a totally isolated area and then Yosemite would be a semi-isolated natural park, but also have wilderness areas and non-wilderness areas inside that.

At what point, how do we sort through how we—will the national park, the traditional kind of model, is it—will it survive as it becomes the small part of the National Park Service? Because when you go into the coastal redwood area, it's very difficult to tell when you're in the national park, when you're in the State park, when you're in private land.

And driving up, before I got the introduction from the Park Service, from the south, the immediate thing is how come they're selling cut redwood here in this open area when I thought I was in the Federal park, no, I was in the State park, no, I'm in private land where they're cutting down the trees.

It is hard, as an individual, to sort out what is the ideal. I walk out within the definition of a park when you have multiple and different types of units. Some areas you can have your dogs, some areas you can't have your dogs. Some areas you can do this, can't do that, which is true in a lot of parks, but it's more pronounced in the urban parks. At what point will we, in effect, dilute the traditional concept or is the traditional concept, when you look at the number of units, it's actually the minority of the number of units now?

How do we work toward this and how would you define it? One way is to say we're working toward it. Working toward what? Does that mean that we're going to eliminate certain things over long term which is what some of the critics fear that initially in an agreement you will have boats and dogs and then they'll be eliminated toward idea? Does it mean we're going to have gradations of these different parks? Some will reach more people, more diverse people, but may not be as pure in the environmental sense? Kind of talk about that a little bit in these cooperations.

Mr. PIERCE. It is a challenge. I look back on all my years and one of the things I learned along the way was that I can almost predict when I went to a park, by when the park was created, what I would find in the way of boundaries and in-holdings and those type of things. Because as you say, Mr. Chairman, the older parks were established even before some of the states were established and you had a land mass that encompassed, if not an ecosystem, a number of watersheds, etc. But the newer the parks, the more you found, like at Redwoods, kind of the in and out of the parks and that type of thing.

I think it's a challenge that we, as managers, should welcome, actually, because I agree with Brian that the success of the National Park Service is our ability to have community with the American public, the basic reason that we have parks. And what is it that they offer? Back to that enabling legislation of preserving those resources for future generations and at the same time provid-

ing that visitor experience, so the people can get that recreation and meshing with the parks.

I think that's the great opportunity we have. And as you saw at Redwood, the partnership has helped us to do that. We're still making progress. I won't tell you that we're there, but when you drive into the park at least you see the joint signage system, so at least there's some tie there for the visitor to realize. So I'm now in a national and a State park. All of our wayside exhibits, all of our brochures, all of our programs, we're trying to make sure they focus upon the very mission of the national and State parks because they are almost one and the same. And what does that tell the visitor about the area? And I think that's what we need to do in all of our parks, whether they're urban, suburban or like ours, we're in a rural area, but we have a lot of in-holdings stretched out on that 101 corridor.

Mr. SOUDER. Do you want to add anything to that?

Mr. O'NEILL. Well, I guess to underscore the fact that the national park system as it's been created by Congress is political and it represents a reflection of what Americans feel is important to preserve. It may be about field site. It may be to commemorate an American who made a big difference. It may be the architecture of the military, but it's things that Americans, that reflect the American experience and reflect the American culture. And it's always going to be evolving.

I remember the arguments back in 1960 when Cape Cod was first established and this was a whole different kind of park. But the Park Service continues to evolve as America evolves and exactly what part national parks play in American life. And so I think what we realize here is that we want people ideally to come here and be inspired and see themselves in the history of the site, to see themselves in the stewardship of place, to see themselves as being inspired to be able to take what they learn at a park and see its relevance in their own neighborhood, for them to feel inspired to go back and to deal with a brownfield site or to restore a little pond that's next to their home, to be part of a neighborhood effort to preserve the street.

And so I think in the National Park Service we need to establish the expectation of excellence in how we manage our sites and how we represent the best of a practice. And clearly, we aren't where we need to be, but the important thing is I don't think, no matter how many people you'll hear from, the national park system will continue to evolve, because it really is a group of Americans who feel if a place is really important to them, if it represents their culture, represents an important chapter in the history of America and they want it preserved. And there's going to be pressure on Congress to continue that.

So trying to draw a fine line, rather than saying we want the National Park Service to reflect us as an American society and to reflect the history and evolution of this country, so our park system has to evolve in the same way that we evolved as an American people. What's important 10 years from now is going to shock us in terms of what people may want to preserve, but it does reflect a continuum of what people feel of their culture's importance and how it can reflect, manifest itself in the national parks.

Mr. SOUDER. Mr. Tollefson, let me move to Yosemite a little. That clearly is, as most people would certainly as far as natural scenery put Yosemite in or maybe our Indiana expression would work here, "You can count them on one hand and have enough fingers left to bowl." That is certainly one of the premiere scenic parks.

Can you say for the record roughly what's the visitation at Yosemite and how many of those go to the valley?

Mr. TOLLEFSON. Visitation at the park is about 3.5 million a year and the vast majority go to the valley. I don't have an exact percentage, but probably closer to 95 percent.

Mr. SOUDER. Would you guess anybody who didn't go to the valley had already been to the park multiple times?

Mr. TOLLEFSON. There's a group of folks that love Wawona and another that love Tuolumne and spend their time in those two areas, but they probably spent time in the past in the valley.

Mr. SOUDER. In the other areas of the 3.5 million, what percentage would you say also visit the other areas? Do you have a percentage, it's like valley only, roughly half?

Mr. TOLLEFSON. Actually, this summer we did a new survey to find out that very question. It varies from time of year to time of year, the south entrance, the 41 entrance is the second most used entrance and that's the one that goes through Wawona. The big trees at Mariposa Grove get large visitation. During the summertime the Tioga Pass is a big draw for people who are making a long summer trip. We're probably closed with snow today. So it really varies with the season and with the individual. But we'll have a complete study that we'll be glad to share coming out in February.

Mr. SOUDER. What percentage of the park is wilderness, roughly, or treated as wilderness?

Mr. TOLLEFSON. I don't know that off the top of my head. It's about 90 percent.

Mr. SOUDER. The vast majority of the park. You certainly have to qualify for, if not the longest, one of the longest period of study of how to manage the valley. Is that still on-going or as far as transportation systems, in and out, number?

Mr. TOLLEFSON. As you know, we were required by the Ninth Circuit to go back and redo the Merced River plan. We finished that plan in July and we're moving forward to implement the final stages of the flood recovery. We're down to our last \$30 million on finishing that project.

Mr. SOUDER. It's been an interesting kind of process to watch. I'm sure more interesting to an outsider than being on the inside. One of the dilemmas that we face when we look at the Park Service is how much attention do you pay to the local communities at the edge who are impacted by it, versus the visitation of those at Yosemite, probably roughly may have four markets. One is an immediate local, one would be the San Francisco and northern California and one might be a west, and then there would be the once or twice in a lifetime visit from the rest of the Nation that want to see Yosemite. And they may have a totally different view of the park than the local residents.

How do you see kind of the tradeoffs in the priorities when you're dealing with what everybody would agree is one of the crown jew-

els and one of the goals of the United States should be anybody, in my opinion, anybody who wants to get to Yosemite ought to get there at least once or twice as a crown jewel.

Mr. TOLLEFSON. One of the key elements is not looking at the total number of people that are arriving at a park like Yosemite, but what's their experience and what are the impacts? And we really focused on that visitor experience and you can mitigate and increase the number of people who have experienced something and reduce visitor protection at the same time.

A good example this last year, we rebuilt Yosemite Falls trail with \$13.5 million of donated money and it has increased the number of people who can go to the Falls without feeling crowded, but it's also increased the resource protection. So looking at that instead of at solid numbers, the shuttle bus system that was referred to, now carries 3.5 million visitors a summer, riders a summer. And people are parking their car and leaving it. So that piece of the congestion by managing parking differently than we did in the past, reduces it.

But it is hard to balance local opinion with the national opinion on how a park should be managed. And that goes to what Mr. Pierce and Mr. O'Neill said, educating people of the diversity of the parks and even the different kinds of conservation systems, like State parks is critically important so that more people are interested and more people are involved.

Mr. SOUDER. Your situation is different than the previous two we were zeroing in on, but at the same time you have inholdings in Yosemite as well as Sequoia, which has them, and King's Canyon that are very historic inholdings. But as you look at the intense use of Yosemite Valley or the evolving diversity in Redwoods Golden Gate and some of the other park systems, and as you watch the—and recreation uses and the diversity and the changing National Park Service.

And as we watch the Forest Service develop wilderness recreation and less timber cutting, and as we watch BLM get national monument status with wilderness and recreation areas, how do you see the Park Service as different from those two agencies?

Mr. TOLLEFSON. The Park Service's mission is different. What people do when they come to the park is recreation. The mission of conservation for future generations is much stronger than the other agencies. And that affects the way we manage parks and affects the uses that we have, again, making sure that the general public understands that because many people don't understand the difference between the National Park Service and the State parks or in our case the Forest Service.

So educating people, helping them understand where we're going and the challenge for us in California is it's a very diverse State. Yosemite is now reflecting in its visitations, in the case of California, in helping people understand where they are, what there is to do, how they can enjoy the park and what the value of the park is to them, is a real challenge.

Mr. SOUDER. So in talking toward the vision of where the Park Service is headed, let me get into some specifics. The Sierra National Forest, is that around you, is that correct?

Mr. TOLLEFSON. Yes.

Mr. SOUDER. Do you have snow skiing still in Yosemite?

Mr. TOLLEFSON. Yes, we do.

Mr. SOUDER. So that wouldn't be a difference. You have less—do you have different restrictions, no lifts? Would that be a difference in the snow skiing?

Mr. TOLLEFSON. Actually, Yosemite is one of the last remaining areas, ski areas in the national park system. Most of them have been removed, but our ski area is the first ski area in California and the second ski area in the country.

Mr. SOUDER. At the Owanee, there used to be swimming pools and different types and you had the firefalls. Certainly in a National Forest Service, the lodging would be regulated differently. Is that correct in the Sierra?

Mr. TOLLEFSON. Yes.

Mr. SOUDER. The wilderness is actually managed more strictly in the Forest Service because it's a quirk of law, but in the non-wilderness areas of the Forest Service, they tend not to have as restrictive of covenants where you can have inholdings and new development. Would that be a difference between you and Sierra or Sierra being managed around you in a way similar to the park?

Mr. TOLLEFSON. Well, the forest is managed differently in many, many ways.

Mr. SOUDER. Is there still timber cutting adjacent to the park?

Mr. TOLLEFSON. There is still some timber cutting adjacent to the park.

Mr. SOUDER. OK, so that would be a big difference.

Mr. TOLLEFSON. The camp grounds are managed differently. I don't believe the Sierra has any hotels on it, but the hotels also go back to what we've been touching on. They originally were put in, the Owanee and the El Tovar and all the beautiful hotels in the park system were put in to raise awareness of the national parks. Would we do that today? No. But in the day when they were trying to build a constituency for parks, that's why there's more lodging, especially in the older parks than there are today and why there's not in the forests, for the most part. They have the occasional small facility.

Wilderness, we have an organization in the southern Sierra called the Sierra Federal Managers and several times a year the Forest Service supervisors and the Park Service superintendents get together to help alleviate as many differences as we can so that a visitor can transition, if they're backpacking, for example, from the park on to the forest and not have to start all over again, if you will, as they move from one to the other. The numbers are pretty much the same. We try to keep the fire and use limits the same and so we try to make it as easy as possible within those areas that we manage similarly.

Mr. SOUDER. If you were trying to describe to somebody using Great Smoky National Park and the forest areas around that, how would you tell them the National Park Service difference from the Forest Service there?

Mr. TOLLEFSON. The National Park Service is there for primarily two reasons. One for use and the other for preservation. The forests around them are more multiple use. So they have mountain bike

riding. They have motorized vehicle access on the trails where the Park Service does not.

Mr. SOUDER. And that would be true around the Smokies?

Mr. TOLLEFSON. Yes, that's true around the Smokies as well. So there are quite a few differences in the way that non-wilderness areas are managed on the Forest Service, probably the biggest being motorized access off of roads in forests. The other two are dogs, livestock raising, timber harvest, mining, the list is fairly long.

Mr. SOUDER. But a lot of those are getting restricted in the Forest Service and what I'm trying to figure out is if we don't have clear lines over time, what's the vision of where the Park Service is headed? And what I've learned in the Park Service is there is no such thing as a role.

You kind of work it by individual park as Mr. O'Neill has pointed out. It's a political process and that means an Olympic—one of their big lakes is motorized and one of them isn't. You can have dogs at Golden Gate in certain areas, but not in another park. That isn't really a defining park image any more of motorized/non-motorized, clearly jet skis are limited at more park areas than forest areas, yet Cape Hatteras, that's one of the big debates and in the Great Lakes, it's a big debate, and also at Apostle Islands. What I'm trying to sort out is when we say these are Park Service values, these are Forest Service values, these are BLM values, as we—to me, to some degree and one of the debates we're going to have in Congress is about Mount St. Helen's.

Here it's like Lassen. We now can see how it's developed, how it's recovering, but Mount St. Helen's is still puffing away out there and why isn't it a park? The man who manages that also wonders the same thing. He's got forests. He can see the forest part because there's still timber cutting, but around the volcano monument, they're not. It's functioning like a park, but it's in the Forest Service.

So it's going to be hard for the general public to unite around well. We need to have a National Park Service with this vision and that's why I'm trying to sort out what kind of vision, where are we headed?

Mr. Pierce, could you describe a little bit how you see—I know there is still timber cutting going on, obviously around you. Do State parks and Federal parks have similar standards at this point or are you still a little different?

Mr. PIERCE. I think the State parks and the national parks have very similar standards. I think your comments about other agencies, like the Forest Service, certainly ring true and I think you can see that struggle, for instance, the forests around us, one of the big issues right now there is ATV use and they're struggling with their multiple use concept.

In the past, if you could get on a logging road, you were fine with your ATV. Well, now they're seeing resource impacts and they're saying well, we need to take a step back here and look at those impacts and I think the public struggles sometimes with well, gee, I thought this was the Forest Service and with the Park Service we, for years, maintained that protection of the resource as being a primary function.

I guess personally in some ways it's a challenge, but it's an opportunity for all Americans, I think, to look at the bigger picture of what makes America great and what it is we're trying to preserve. And yes, there will be differences in missions, but just like the Wilderness Bill and the fact that wildernesses in many agencies, management agencies' jurisdiction, I think there's again common ground and I think those neighbors, like the Forest Service up there around us, how can we work with them to provide that variety of visitor recreational experiences, but protect the resources at the same time? As you say, Mr. Chairman, state what it is that the National Park Service is all about, state what it is that the Forest Service is about and then what are the commonalities.

Mr. SOUDER. If I can jump to Mr. Neubacher for a minute. I have to tell you a funny story about Point Reyes, because I haven't been there yet. I've obviously seen it and been around it and read about it and my first knowledge of it was I was actually a staffer at a hearing here in San Francisco years ago that was on public housing. It was the Children and Family Committee. And then-Congresswoman Boxer was there and I was working for then-Congressman Dan Coats before he became a Senator. And during the hearing she kept slipping him notes that we needed to go up to Point Reyes afterwards because it was such a beautiful seashore and everybody was looking very intent on the hearing subject, but she was lobbying for us to go up there for dinner and visit the park later. And so it stuck in my mind. That was probably 20 years ago now that she did that, long before she was a Senator.

Could you describe a little bit the unique challenges you have in the seashore? You predated Golden Gate. Is that correct?

Mr. NEUBACHER. Yes, we were established in legislation in 1962.

Mr. SOUDER. In effect, you were kind of a, tell me if I'm describing this wrong, but almost like a wilderness zone and you had this big military-dominated compound of space, whether it was Crissy field and the forts and Mason and Fort Point and a lot of this in the kind of the head where the Golden Gate area is and you were to the north of it.

Is your visitation predominantly from the region or what kind of visitation do you get at your site?

Mr. NEUBACHER. Well, over the last 5 years, every year we exceeded over 2 million visitors and that varies from, depending on—we're often weather dependent because we're on the coast. We have 80 miles of coastline within the park, which is pretty fabulous when you think that California has about 1,200 miles of coastline, so we do a lot to protect the California coast.

But our visitation fluctuates, depending on the year, anywhere like last year it was 2.1 million at the peak when the economic situation here in central California was like 2.6. A lot of people were coming out. So it just varies from year to year and it's not growing that dramatically, just slowly, but the park, just to get back to your question, was really, it was almost a miracle. It was established in the 1960's because there was a great citizen effort to put that park together.

And we're a little further north, there's a little distance between us and the bases to the south, but we administer about some 70,000 acres and it's pretty fabulous country. It's in great shape.

We have wilderness zones to working landscapes. It's a diversity of landscapes and it's kind of interesting because we're in between—clearly not Yosemite, even though we have designated congressional wilderness a third of the park. But we're not Golden Gate either. We're kind of an in between park.

And I worked in Alaska, I worked back East and a lot of places, but it's pretty special and it's very natural and if you look at our visitation, about 70 percent comes from the Greater Bay Area; 30 percent comes from the Nation. But we get comments on a lot of our projects worldwide now. So I'll get a comment on an issue from Belgium. We get written up a lot in the New York Times and a lot of different newspapers, so it's becoming more and more of an international destination.

If you walk Bear Valley Trail on a day during the summer you'll hear six different languages and that's because we're so close to this wonderful international city of San Francisco. We're really only an hour's drive away, but you can have everything from elk to mountain lions to coyotes really in your background in just an hour's time. We've got 147 miles of trail, so there's plenty of back country to explore.

Mr. SOUDER. And you're a seashore, right?

Mr. NEUBACHER. National seashore, yes.

Mr. SOUDER. Well, as a practical matter, what does that mean in the name? Why would you be a national park? Is there a distinction between it? I mean obviously a seashore is on the water.

Mr. NEUBACHER. You know, it's interesting, in our legislation, it says in the enabling legislation, it says that we should ensure that the natural environment dominates. So it's kind of interesting. It was a political decision back in the 1960's with all the seashores coming on board. We were the only one that got established on the West Coast, but as you know, Cape Cod, Cape Hatteras, all those got established on the East Coast.

But it was this big movement to really protect America's coastline and there was a strong interest in our county to really move it forward. And if it hadn't happened, that part of the country probably would have 100,000 to 200,000 people living in it now, but a lot of people in Marin County really wanted it saved and they did a great job. It was almost entirely carved out of private land.

Mr. SOUDER. It's not really a swimming beach, it's more of a walking beach?

Mr. NEUBACHER. For most of us, unless you have a big thick wet suit on, the ocean is very cold.

Mr. SOUDER. Do you allow dogs and beach walking with your pets?

Mr. NEUBACHER. We do on leash, on leash only. We have two or three designated areas where people can go with their dogs on leash. And we worked that out with the community. We rarely get complaints about dogs and dogs off leash. I wouldn't say—it's still a little bit of an issue, but we worked it out pretty much.

Mr. SOUDER. Let me ask a question of Mr. Pierce. I know I have this data from the summer, so I have the data if you don't remember, but is the State—clearly, everybody is under a budget crunch and if you could provide—we'll give you a written request with some of the dates of what your full-time employee equivalent was

for this year, this year and this year, but I would also be interested in looking particularly at Mr. Pierce and Mr. O'Neill where you have State park partners, whether they've had a similar squeeze or whether it's a more dramatic squeeze. I believe it's been a more dramatic squeeze at the State level than the Federal level.

Certainly, the number of State parks added in America has not kept up with the space we've added at the Federal level and one of the challenges that we face, some say well, places like Golden Gate should have been more of a city than a State park. On the other hand, if they don't do it, then the space is lost. One of the challenges that we have at the Federal level, where can we do partnerships?

We have this in Indiana too, with Indiana Dunes. It was there preexisting the Indiana Dunes National Lakeshore, but the State simply hasn't—I think they've created one new park in 30 years that they haven't kept their funding proportionally, they're having to close certain campgrounds and have a tighter budget restriction than we've had at the Federal level, not that we've had much at the Federal level, but I wonder, because in California, you had—Indiana was one of the first major three State park systems, early innovator, flattened out.

In California, you were way ahead and clearly from Prop. 123 on, you've had a different pressure on State property taxes in California. And I wonder how you see this evolution playing out in California? I mean everyone is thankful for everything you can get and one of my particular concerns is Angel Island because there, clearly the State wanted to keep it. There was concerns and we did our bill that we were going to try to take it over. On the other hand, the stuff is falling down.

Mr. PIERCE. My impression from Redwood?

Mr. SOUDER. Yes.

Mr. PIERCE. We could get you the exact figures and Ted and Marilyn may have some of that on the next panel also, but my perception is that all the States and for sure, California is a good example and the national parks, have filled that pressure. An example to give you, it's not just flat budgets per se. It's also that incremental creep of various things.

You may be aware this summer when they were up there, we're putting together a joint maintenance facility, State and national parks which I think is the right way to go. It's going to be excellent where you have one carpenter shop, one plumbing shop, all that makes a lot of sense in an efficient operation. Well, as we go through this and didn't take quite as much time as some of the stuff in Yosemite, I guess, but it takes years to put a project like that together.

In 2004, when we actually went back and looked at construction costs in California because nationally they were looking at—well, we'll give 4 percent, Mr. Pierce. That's about what inflation has been nationally. We went back and actually checked. Well, in California in 2004 in construction the inflation was about 13 percent. And it doesn't take many years like that to where you're feeling that impact in your budget. So it has hit California State parks and it's hit the national parks in California.

What we're trying to do is address it with our needs and at the same time address it with the most efficient/effective operation we can. And so we like the partnership in that it gives us some options and latitudes. Sometimes we can't hire somebody that we need on the Federal side for whatever reason. Well, I can go over to Marilyn and say, "Marilyn, you know, this is a real key position we need. We can't find a way to do it. Can you work with us?" And you bet, we can find a way to make that a State park employee, but in actuality, they're working in the national park as much as the State. And we've got a lot of those examples that help both the State parks in their struggle with budget and at the same time some of the national parks.

Mr. SOUDER. And Mr. O'Neill, as you answer that question, could you—one of the things I've wondered is whether structurally inside the Park Service and it's kind of what I've been hitting at the edges of. Whether part of the vision of where we're going ought to be to say look, you have this kind of more wilderness park image then we have, so how do we adapt the National Park Service for the urban realities today where we have a shortage of green space and the usages may not be the same, but they're part toward it and do we actually, we're doing that kind of bit by bit, but I don't sense there's kind of a thematic approach to this.

Mr. O'NEILL. I'll answer the first, the State park thing. I think Bill hit upon the major points. I think it's a challenging time, obviously, at both the Federal level and at the State level. But to me, it's about—I guess the sense of two units, two organizational units at Federal and State level that can share a common vision about a place and understand that they're going to have to be more resourceful in terms of how that vision might be achieved.

I think the fact that we would rely exclusively on the Federal Government to solve that problem or just the State government to solve the problem is not realistic. Do the State government and the Federal Government need to be full partners? Yes. But I think an engagement of the American people on the challenge can suggest any number of alternative ways in which funds can be generated.

So I think we're seeing a reality that is sort of circular. People support what they know and care about. If they don't know and care about, they're going to put their support elsewhere. If not enough people feel the national parks or the State parks are important and convey the importance of that to their elected officials, their elected officials have many other priorities to fund.

So I don't think we're going to solve the Park Service funding problem until we solve the relevance issue. Until a greater number of Americans see relevance in the National Park Service and their lives and they feel it's an important priority, they're not going to convey that to their elected officials in strong enough terms that elected official regardless of party or ideology, how would they expect them to go to bat?

So I think we're in very competitive times. Parks are in competition with a lot of other worthy public good and the only way that you change that is to bring a stimulated public behind the importance of these places to the level that they're willing to convey that support personally in terms of what they give and in terms of how

they convey their advocacy through their elected officials. To me, we're not going to get where we need to get until that's done.

Now what is our reality today? You know at the Federal level we've had our challenging times, I think, as many people will attest to. I think our issue at the Federal level really is twofold and the budget challenge we have is twofold. One is the fact that up until last year where we had a full pay raise covered by Congress, we had to eat the pay raise and a park the size of Golden Gate, that's \$1 million a year, just to eat the difference in the pay raise costs. That's 8 to 10 positions a year that we were losing as a result of just that one small issue. It seemed small, but when you get down to the park level, it's not small. It's major.

The other thing is that in addition to that inflation reality and not paying the pay cross is that at the park level, I hear people saying well I don't see a green and gray uniform out there. I never see the ranger. I never see the interpreter ranger and at the management level we've had to absorb all these new responsibilities without sort of funding to support them and they're all worthy mandates. There are societal changes and there's new mandates, so—but obviously all of us continue to acquire important land, but there's hardly ever funds that are appropriated to include it.

Just the public's right to know, the FOIA, the Freedom of Information Act, at Golden Gate it takes us three quarters of an FTE now just to respond to Freedom of Information Act. That was a responsibility that we didn't need to deal with a number of years ago, not to the extent at which people are demanding that information today, but that's three quarters of an FTE, a uniformed person that's not out in the field.

Homeland Security has brought a dramatic change in terms of responsibilities to the national parks in terms of being able to—I mean we never used to have to have security in the Headquarters building. Now it takes a full FTE just to provide the security support in the Headquarters building to deal with the reality of a post-September 11th world.

And if you look at the Golden Gate Bridge and the protection that's provided there, so the staggering new sort of metric requirements that we have in reporting just continue to compound. And not to say any of them are bad, but when you get down to the level that is implementing the new maintenance management system at Golden Gate requires four FTE now just to be able to manage the complex information data management in a park of this size. And that's immensely important because that tells us how we're managing our asset base. But that's four rangers that are not in the field doing interpretive work.

So I think to get an understanding of the budget, people need to understand it's not that we make a conscious and bad choice not to have an interpretive ranger there is we have to make hard decisions based upon mandates that are worthy, that are passed down, that we have to respond to that really create more administrative work which doesn't allow us to have as many people in the field.

So it's between those two factors, unfunded mandates and the lack of covering inflation costs, particularly paid increases in combination that's creating the problem.

It's not that people don't care about the Park Service. It's just that we were very gracious for the support that Congress gave us for the operating increase this year and to be able to cover the pay increase. It makes a huge difference when you get down to a park level. But I think there are some structural issues that have to be dealt with. There are structural issues to look at a different process and how parks may be funded. It's an understanding that parks can't completely rely upon appropriated funds to be able to make a difference in the communities they serve in a more diverse-funding base that's going to be important. And revenue generation has to be a part of the formula, the ways that are appropriate that don't close off people from access to the national parks that generate funds to support their sustaining operations.

So it's complex, but I want to convey that at least in central California the same experience that Bill conveyed in northern California is the case. We want to work together. We're finding resourceful ways to work together. We're both in challenging times and we're both taking that challenge in a positive way to try to make a difference and Angel Island Immigration Station is a prime example.

Mr. SOUDER. I know I've gone way over in this panel. I want to ask two more questions. One is I want to give you each an opportunity if you would like to comment on the new management plans. I didn't think there would be a big rush, but new management policies are being floated. Does it look like that's going to dramatically affect any of your parks?

Mr. O'NEILL. I mean I do think we've extended the deadline sometime in February and I think a lot of us are now working on the management policies. I went to Big Bend myself. I happen to be the chair of the National Wilderness Steering Committee. We went there and we went through Chapter 6 basically, 25 of us, word by word for 3 days, so we're now getting to the point where we're providing good feedback through the system and I believe now that we will make—this document could be very good in the end.

Mr. SOUDER. The other thing is I wanted to give each of you a chance to react to these things, as we look ahead because if we're going to have a 100-year vision for the big anniversary and it's an opportunity to do a Mission 66 type thing and say what should we focus on? Mission 66 focused on making architecture with high ceilings so the energy costs go up, but it did get a lot of recreational facilities in the United States and it focused on the parks. Our legislation is out there focusing on, "OK, how are we going to deal with the staffing question?" We talk about maintenance, but what about the people?

In the real world, in addition to this, in trying to manage our budget because it's a zero sum game, does this go to Medicaid? Does this go to pay for Medicare? Does this go to pay for roads? Where does it go in our Federal budget? Immunization? Asian bird flu? As we work this through and work with the park dollars that part of the question is like at Alcatraz, how many interpreters you have versus tape systems? How Costco works versus traditional grocery store? Where are our tradeoffs versus a preference for live human help? How much of this should actually be in research? Do

we take an interpretive ranger, but not do the core research and who is going to do that?

What about the inholdings in the parks that we haven't completed? What about when we have new land opportunities or up at Redwood where you have watershed potential problems outside the park? Would it be better to get control of that land outside the park on the watershed before it does damage internally, or is this for rangers, or is this for new visitor centers, or is it for research?

And what would help grab the public mind some kind of combination focusing on one and maybe Mr. Neubacher, you could start because this is your crack to kind of go on record and all of you, the Park Service, you all work in many diverse places and go to other parks and meet other superintendents. How do we capture this? What should we do legislatively if we're going to try to tackle something?

In Mission 66, it was visitation services. Are we better off going after one thing? Mix some new and land with personnel? I'd like to hear some comments.

Mr. NEUBACHER. I really think of the Park Service as being sort of the best of the best. It really is the heart and the soul of the Nation and that's how I would separate us from the Forest Service. All of our sites are nationally significant and really glorious places.

I see this 2016 date being a tremendous opportunity for us to highlight the national park system and put a spark, put a separate date and we lead up to generating this sort of tremendous momentum for completing the National Park Service, fixing the infrastructure, getting our staffing in good shape. I mean all of the above.

And working with our partners, I see this being a public sector, but a partnership thing. It's cooperative conservation and we really highlight all these great things across the Nation that are going to occur and I know that the Park Service is, the National Leadership Council is putting together sort of a menu of things we'd like to accomplish, but I see it's the great date to strive for and get a lot of things completed before 2016. And what a tremendous opportunity to really move—

Mr. SOUDER. Because you really have to start that 17 years—

Mr. NEUBACHER. You've got to start now. I think today. I was coming back from Big Bend, riding back in the car with a couple of the associates from Washington and we were trying to portray in our minds what could we really accomplish and I think it would be wonderful to work with Congress to put together a package of these, whatever we want to say, 20 things. But I do think it's an opportunity and a lot of people think the Park Service is complete. I personally don't.

I think there are a lot of gray areas that need protection by the Park Service. I'd love to see us do that. I think—I don't want to use the word Mission 66, but I'd love for us to move the backlog really forward in a big way in terms of meeting our needs and infrastructure and so that by 2016 the Park Service, we can all say with great pride, it's really in good shape. And not just infrastructure, in our resources, too.

I've got 30 federally listed species at Point Reyes. I would love to say in 2016 all those are in phenomenal shape. I've got another 50 species of concern. So I have the highest density of spotted owls

anywhere in the range, so I've got a lot of things to take care of. I'd love to have programs in place that ensure those in perpetuity.

Mr. SOUDER. Mr. O'Neill.

Mr. O'NEILL. Don said it all. I think getting to this, there has to be a compelling vision that people can buy into. I can tell you how tired I'm getting of this whole thought of having to dumb down the national park system to deal with current budget realities. That's something we have to do, but that's not a vision for the future.

I got really inspired recently in a meeting where a prominent foundation head challenged us in the Park Service and she said, "Brian and John and Rob," we were three Park Service people there. She said, "help me understand something." She said, "when I visit a national park, I would think that the best in practice is in place and I'm learning from it and I'm being inspired by it." She said, "if I went to Yosemite National Park, I would expect the very best of water conservation in place. And then everywhere I looked and everywhere I went sound water conservation measures were in place. And I was seeing them and I was trying to see how they related to my personal life. But I was learning from it. I was being inspired by it. And if I went to Yellowstone National Park, I would think the very best in energy conservation was in place. Again, I was learning from it. It was all around me, all the new technology, and I was being inspired by it." And she kept going on.

She said if I went to Rocky Mountain National Park, I think the very best in trail systems, that trails were actually being laid out in a way that was sensitive to the environment, that new technology was being applied in terms of geoweb over wetland areas. And I saw that and I could see how it applied in my own life and my own community and I was being inspired by it.

And she finally ended up after a series of these and she said finally, "I don't think I've ever had a healthy meal in a national park." And she said, "that's got to change." Now we're working on that. But that's the inspiration. You've got to have something that people can be inspired. The national park system should represent the very best of what America is about because it is about America. It's about the American story, the American experience and we should be the very best and we're going to have to find a new way to fund it, a different way of funding it, a different combination, a way in which we bring private philanthropy together with public funding and new approaches.

And I think that's the inspiration that we need. We need to see it as the best and we have to exemplify best practice and we need to inspire people by it.

Mr. SOUDER. Mr. Pierce, maybe that's not easy to follow.

Mr. PIERCE. I was just going to say that.

Mr. SOUDER. Maybe because it would be—one of the things I appreciate you taking the time and I appreciate the second panel being patient here is I want to thank on the record the National Park Service. As we have done these hearings there has been more flexibility, so first of all I want to thank Jonathan Jarvis for letting you all testify, for MNL and Steve Martin, who have increasingly become more comfortable that I'm not trying to run some kind of

hit operation on the National Park Service and we're actually doing an exploratory thing.

We've talked it through in core ops and business plans and I understand the budget pressures as much as the National Park Service does, but I believe that we need to look at our vision, figure out how to fund this.

And so this is really the first time we've had four superintendents up with me being able to roam freely through this discussion. We've had them present, ask an occasional question and so that's why I'm taking a little longer today than I have at some other hearings with this.

One thing that a lot of people don't realize and maybe you and Mr. Tollefson would see, a few of the other parks that you've worked at, so you can give kind of the—and then make your comments, to show some of the holistic approaches that many of you bring because you've many times worked at diverse parks and different places.

Mr. PIERCE. Well, you've asked the wrong guy for the short answer.

Mr. SOUDER. Because you've been to a lot—

Mr. PIERCE. I've been to a lot of parks. But I agree with you. Maybe I will preface my short remark with I have been in Alaska, Camp Maya and Lake Clark and Aniakchak and I've been down the Everglades and I've been to the Great Smokies and Shenandoah and Devil's Tower and Capital Reef and Olympic and Glacier and Grand Canyon and Crator Lake and it goes on.

But I will say this, too, that there is a common thread in all those areas that I've worked and I guess I would want to thank you and the other Members of Congress that have put forward this 2016 approach because I think that's the right approach. And my vision is that we need to keep it uncluttered and we need to tell the American public right up front with honesty that yes, the national parks is the best idea that we ever gave everybody in the world, and yes, it is important and we should in a nonpartisan way work together to make sure that vision is followed through for our grandkids.

And of all those parks I've worked at I had my conflicts with people. I was a ranger in law enforcement for many years, but you know, I never met anybody that when I talked with them about preservation of the resources and said well, what would you like your granddaughter to see or your grandson to see when they come here?

I never heard anybody say I don't really care what they see. I mean, to a person they said, "I want them to see what I see. I want them to experience what I experience" and you know, that's the uncluttered message I think we need to get across.

Now, if I had one thing to say of what to do with it from a field person with all those parks, I'd say try to fund what you can and trust the managers in those parks to work with their neighbors to do what's best for those parks. One of the problems I've had especially in the last number of years there are so many different accounts with so many different things attached to them, that as a manager, it's very difficult for me to focus on what's important here. And if we could put it into the operations of the National

Park Service and then hold the manager accountable for the best management of the parks, I think that would go a long way to helping us do the proper management in those areas.

Mr. SOUDER. Thank you. Mr. Tollefson.

Mr. TOLLEFSON. My career has spanned nine national parks from Alaska to the Virgin Islands and Great Smoky Mountains to Yosemite and fill in the blanks in between. And it's been a wonderful opportunity to give back to the Nation.

Relative to the 100th anniversary of the National Park Service and this hearing being focused predominantly on partnerships, it's important that we recognize as I know you know that the State of California protected of Yosemite for the first four decades and we are moving forward to our 150th anniversary 2 years before the 100th anniversary of the national park system.

I think, building on what's been said, my overarching message for that 100th anniversary is welcoming the diversity of this country to their national parks and to their heritage, because it is about protecting the best places in the country and the world and the heritage of this country and making sure we reach out and welcome people who don't normally think parks, who didn't have the opportunity to grow up, as I did, backpacking in the North Cascades at a very young age. And how we do that is an interesting problem.

We need to focus on the backlog and the fee program is for the large parks that have a fee program is a wonderful opportunity to reach that, but it's not enough.

As Brian said, we need to find a new way of moving forward. A fifth of our operating budget comes from donated funds and I think there needs to be a new look at the partnership between Congress and the national park system and with partners that can really help us move into that new age.

We can't continue to manage the way the first half of my career, where it was about being in the park and management of park lands as opposed to the second half of my career, which has been about what partners out there want to help us. Because all of those partners are stewards of the land and the more partners we have, the more stewards we have. And getting people that the Park Service professionals and those who care about parks to understand it's all of our responsibility at the 100th anniversary, I think, is critical.

Mr. SOUDER. I want to thank each of you. It's a tremendous challenge. There are a couple of things I want to make sure that we get in followup and I don't know whether a page or two would be helpful and we can dig some of it out, but if you could on the Yosemite fund which is clearly one of the model private sector. Also, I know I visited, one of the visits I had there at Yosemite.

I'd be interested in if you could give us a little bit on this and then we can followup with the headquarters to see where else this is occurring, but I was there when there was like a 2-day meeting of researchers from different universities who wanted access to the park.

And the discussion was how can the park, how much should be coordinated? How can you match up researchers with the needs?

How can we do better utilization of private sector research and public sector research and matching.

And if any of you have any—I'm a big believer that some of this extended learning in the Park Service is the No. 1, clearly, the Presidio has more historic structures than anywhere in the United States, but you have multi-periods of history and not to mention the Maritime Museum.

But how to use the Internet because clearly it's the No. 1 cultural, the No. 1 wilderness, the No. 1 wildlife agency in the United States and as the world is changing, can we keep up? When I was here, Mary Scott Gibson helped take us around and then she wound up down at Carlsbad for a while and she matched up with my daughter who was doing a bat project back in Indiana. And she got her a whole bunch of material, enabled the kids to hook up and talk with her or arrange with her down at Carlsbad about the bat project. Now those kids were in a rural area. They're never going to get to Carlsbad Caverns. Or maybe a couple of them will, but that is the place where you see these thousands of bats.

And if you're within 50 miles of a park, often you can tap into that, but how can we spread this through multimedia, through Internet, to be able to tap into the tremendous resources, and what would that do to enhance a different type of visitation. The Internet is getting better, but how to be created with that is a huge challenge and we're looking for those kind of ideas and how we might blend them.

So thank you again for all your service. I thank each of the people who work for you for that because often they don't get to hear that and also really appreciate the State parks partnership such as you've had. I was very impressed at Redwood with how you seamlessly have done that. And also they have the only tsunami-ready headquarters in the Park Service. That was another unusual thing there. Thank you very much.

If the second panel could come forward.

[Applause.]

Mr. SOUDER. Mr. Theodore Jackson, deputy director for park operations, California State Parks; Gene Sykes, Chair of the National Parks and Conservation Association; Greg Moore, executive director of the Golden Gate Conservancy; and Daphne Kwok, executive director of the Angel Island Immigration Station Foundation.

[Pause.]

Mr. SOUDER. Now that I have you all seated, can you stand and raise your right hands?

[Witnesses sworn.]

Mr. SOUDER. Let the record show that each of the witnesses responded in the affirmative.

Thank you for your patience as I was late and then spent a lot of time questioning the first panel and we'll start with you, Mr. Jackson.

STATEMENTS OF THEODORE JACKSON, DEPUTY DIRECTOR FOR PARK OPERATIONS, CALIFORNIA STATE PARKS; GENE SYKES, CHAIR, NATIONAL PARKS AND CONSERVATION ASSOCIATION; GREG MOORE, EXECUTIVE DIRECTOR, GOLDEN GATE CONSERVANCY; AND DAPHNE KWOK, EXECUTIVE DIRECTOR, ANGEL ISLAND IMMIGRATION STATION FOUNDATION

STATEMENT OF THEODORE JACKSON

Mr. JACKSON. Well, thank you very much and I want to thank you, Chairman Souder, and the subcommittee for inviting California State Parks here today. I am here on behalf of my Director, Director Ruth Coleman, who unfortunately couldn't be here today. She had a pressing engagement in Sacramento, but she sends her regards.

I have submitted a statement, or testimony, that can be included in the record. And so, given the lateness of the hour and so forth, I'll try and briefly summarize those comments to the key points.

I'm the deputy director for Park Operations. I am responsible for the day-to-day operations for California State Parks, the largest State park system in the world. We have 278 units that comprise the system and over 1.5 million acres. One of the partnerships that we are most proud of in a number of partnerships that we enjoy throughout the State is the one that we currently have between ourselves and the National Park Service for increased coordination and efficiencies. This partnership encompasses seven national parks, seashores, monuments, historic parks and recreation areas, the 16 State parks, historic parks, beaches and recreation areas.

The one that is probably the most well known and was alluded to in the first panel, the one that we enjoy at Redwood National State Park is probably the most developed with an MOU that was put in place back in 1994 and continues today.

Bill Pierce alluded to many of the important success stories that can be attributed to both the partnership and the MOU, the shared planning, training, coordinating of work up there, general plan management agreement that was appropriated in 2000. Many successes which we think has actually resulted in improved services, service delivery to the visiting public there.

Down here in the Greater San Francisco Bay area, we enjoy a strong partnership with Brian O'Neill and Golden Gate National Recreation Area and tomorrow you and members of your committee will be going over to Angel Island State Park. Angel Island was acquired from the U.S. military in 1955. It's a 750-acre island park, offers world class vistas of San Francisco Bay, the Golden Gate Bridge and Mount Tamalpais. It's alive with history, a 3,000-year-old Coast Miwok hunting and fishing sites can be found in close proximity to the largest collection of American Civil War era military buildings west of the Mississippi.

From 1910 to 1940, the island processed thousands of immigrants and during World War II, Japanese and German prisoners of war were held on the island, which was also used as a processing center for American soldiers returning from the Pacific. This is really a remarkable park and I think that you'll find your visit tomorrow to be quite enjoyable and stimulating.

That particular park is a great success story for a number of partnerships that it enjoys. One of the members of the panel here today, the Angel Island Immigration Station Foundation, is a non-profit that has really helped out tremendously in terms of providing resources to help with the interpretation of the park and the development of the facilities there.

We have been able to generate significant funds. State Parks has budgeted \$400,000 from its general fund; \$3 million from a Cultural and Historical Endowment; and \$15 million from a bond act that was passed in 2000 that's known in the State as Proposition 12. And as you probably are well aware, the Angel Island Immigration Station Restoration and Preservation Act of 2005, which passed through the Congress and now is awaiting signature by the President and was actively supported by our Governor, authorizes up to an additional \$15 million for the station's preservation. Of course we're very excited about the prospects for that bill.

There is some other stuff in my comments about our FamCamp program which is an outreach program that we use in numerous communities throughout the State to encourage participation from urban park users or urban communities and low-income folks who maybe haven't had as great an opportunity to take advantage of open space and park-type experiences.

I also did want to briefly touch upon the Santa Monica Mountains partnership. I was the southern division chief located in Los Angeles up until my promotion to the deputy director a year ago and I was very involved and actually worked as a field ranger down in Santa Monica Mountains back in the 1990's. It's a great partnership that really is paying great dividends again, both for the agencies that are participants in it and for the parks going public.

Down there you have three agencies, the National Park Service, California State Parks, and a local conservancy down there, Santa Monica Mountain Conservancy, who have partnered together both in terms of acquisition and in terms of planning and in terms of day-to-day operations and absent those three entities being down there, I think you would see the demonstrated services down there and I don't know that the public would be able to appreciate, have the same sorts of resources that they have available to them as a result.

And this is no more apparent than the most recent acquisition this past year of the Gillette Ranch, the King Gillette Ranch, which is also known as the SOKA property, which was long sought after, both by open space advocates and environmentalists down in the Malibu, Lagora Hills area. It's a spectacular piece of property with a lot of cultural resources on it. The National Park Service, in particular, was very interested in acquiring this property. It sits in the heart of the Santa Monica Mountains and is really going to allow for the three agencies to have a joint visitor center, orientation center there, which will really enhance visitors' experience there in the park.

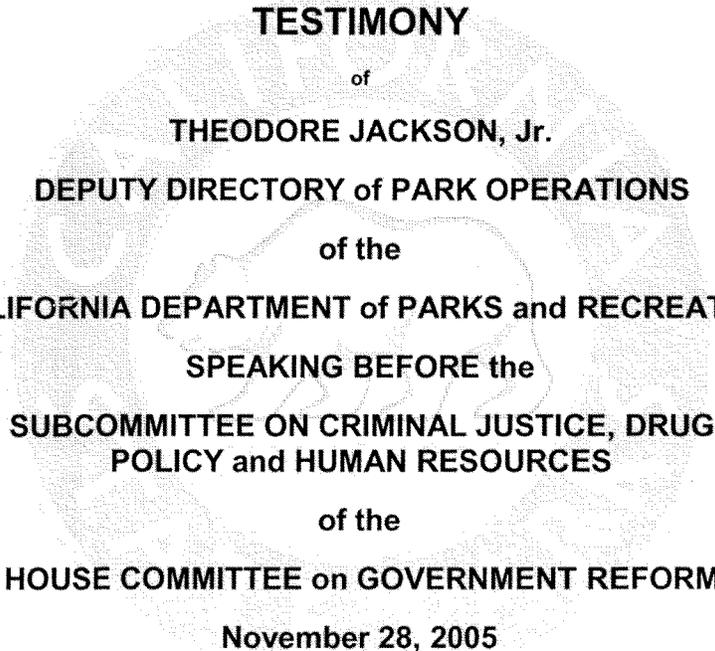
It was only through the leveraging of the three agencies and available resources were they able to make that acquisition this past year or it may have been lost. And the National Park Service in concert with the other two agencies had enough funding at the

end of the game to allow for planning process to ensue, and so they're currently in a planning process to determine the public use and the development of that site. It's a real great story along the lines of those win-win situations.

So we really appreciate and enjoy the relationship that we have with National Parks. It's an important relationship for us. It's important that we try and leverage the skill sets of the individual agencies to the benefit of all and we look forward to those relationships continuing to grow as we move forward.

Thank you.

[The prepared statement of Mr. Jackson follows:]



TESTIMONY
of
THEODORE JACKSON, Jr.
DEPUTY DIRECTOR of PARK OPERATIONS
of the
CALIFORNIA DEPARTMENT of PARKS and RECREATION
SPEAKING BEFORE the
SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG
POLICY and HUMAN RESOURCES
of the
HOUSE COMMITTEE on GOVERNMENT REFORM
November 28, 2005



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On behalf of Director Ruth Coleman and California State Parks I wish to thank you Chairman Souder and members of the Subcommittee for the opportunity to speak before you today. I am Theodore Jackson, Jr., speaking today on behalf of Ruth Coleman, the Director of the California Department of Parks and Recreation. Director Coleman was invited to speak before you today, but because of scheduling conflicts was unable to participate and has asked that I appear in her stead.

In my capacity as Deputy Director of Park Operations I am responsible for the planning, management, and staffing of the 278 units of the California State Park System. Comprising over 1.5 million acres, these parks preserve representative samples of California's incredibly diverse natural landscapes and habitats, significant historical and cultural legacy sites, and last year provided opportunities for outdoor recreation to nearly 81 million citizens of this state, our nation and the world.

Many of the units of California's State Park System are in close proximity or adjacent to public lands administered by agencies of the federal government as well as cities and counties of this state. Not surprisingly, in order to provide the best management practices at the most efficient cost we strive to work cooperatively with each of them. For example, we have cooperative agreements with the U.S. Forest Service and the Bureau of Land Management for the provision of mutual aid, joint recreational projects, and public safety. We lease over 100,000 acres from the Bureau of Reclamation, nearly 10,000 acres from the Bureau of Land Management and over 2000 acres from the U.S. Marine Corps and with lesser acreages from the U.S. Coast Guard, U.S. Navy, Bureau of Indian Affairs, and special districts where we provide resource protection, management and recreational opportunities.

One of our cooperative ventures of which we are most proud is the General Agreement between ourselves and the National Park Service for "Increased Coordination and Efficiencies." This agreement partners seven National Parks, Seashore, Monument, Historic Park, and Recreation Areas with seventeen State Parks, Historic Parks, Beaches, and Recreation Areas. This agreement, which expires in the spring of 2009, is

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but the most recent of three similar such agreements we and the National Park Service have shared since 1994. Prior to the adoption of the first agreement serious thought had been given by the State of California to the relinquishment of our three State Parks which were encompassed within the boundaries of Redwood National Park to the National Park Service. However, following an assessment by a joint National/State Park committee of twelve senior park professionals, there was recognition that there were significant potential advantages for statewide coordination to enable and invigorate park-to-park and agency-to agency programmatic cooperation to achieve joint operational improvements and cost savings. Following that group's recommendation the first agreement was entered into encompassing federal and state parks within the Congressionally-authorized boundaries of Redwood National Park, Golden Gate National Recreation Area and Santa Monica Mountains National Recreation Area.

A measure of the success of this venture is that our agreement has twice been extended since then, most recently in 2004, but has been expanded to include the lands of the Santa Monica Mountains Conservancy, Point Reyes National Seashore, Mojave National Preserve and twenty-three state parks which include portions of the Juan Bautista de Anza National Historic Trail.

Over the last eleven years, both agencies have selected key personnel to make the partnerships succeed. These parks share facilities, staff, supplies and because resource, interpretive and law enforcement staff can cross boundaries, they offer the visiting public greater security, more efficient maintenance, more interpretation and coordinated recreation opportunities such as connecting trail systems.

In addition to the very tangible, day-to-day, on-the-ground results, another significant impact has been on the way each agency and park now thinks about the other as a professional partner that needs to be involved in how tasks are approached and how challenges can be met. Both staffs participate in professional training provided at California State Parks' William Penn Mott Training Center. This not only provides improved skills, but also fosters a team bond. Joint peace officer training in each cluster of parks in this state improves public safety through suppression of criminal activity, improved emergency medical response, and disaster response.

Throughout the parks covered by this agreement there is a heightened sense of shared missions, interests and stakes in outcomes. The partnerships have definitely increased the effectiveness of both agencies and have attracted respect from the public and interest from other states. Our partnership with the National Park Service has emerged as a national prototype. To illustrate the success of our agreement, I would like to offer a few examples out of literally hundreds which could be presented to you, which demonstrate how, by working together, we are able to accomplish more than we could individually. Clearly, you will see that the beneficiaries are not only the resources we are charged to protect, but the recreating public we serve.

REDWOOD NATIONAL and STATE PARKS

Now universally known as Redwood National and State Parks, the maintenance operations of both agencies are engaged in daily sharing of resources, communications, planning and scheduling, and develop joint annual work plans. Recent results of this cooperation which included natural resources staff have secured a long-term exemption from the U.S. Fish and Wildlife Service to allow continuation of cyclic maintenance activities year-round in the heavily used visitor areas throughout Redwood National and State Parks. This has resulted in the continued health of several threatened and endangered species while providing well-maintained visitor use facilities

Due to their proximity California State Parks' staff provides custodial services for the visitor center, picnicking and comfort station facilities at the National Park Service Hiouchi Information Center and \$88,000 in waste removal fees. In addition, communication and alarm systems are shared by both agencies at visitor and administrative centers and equipment (i.e., pumper truck, garbage truck) which would otherwise be duplicated, are routinely shared. By combining collection and disposal of solid waste (including the recycling of paper, aluminum and glass at campgrounds and day use areas), 12.7 tons of generated materials have been recycled, thereby reducing solid waste brought to the landfill and saving \$20,000 each year. Through the organization of a licensed, joint agency, asbestos abatement team (only the second such team in the National Park Service) an abatement project at Glacier Bay National Park that resulted in a savings of over \$150,000 to the Department of Interior. California State Parks also provides the services of a state licensed civil engineer to the National Parks Service as well as facilitation services and, following significant events, necessary counseling services.

Through the efforts of California State Parks, State Prison workers provide grounds care for Crescent City, Del Norte County, Redwood National and State Parks and other nonprofit or public organizations. Prisoners now mow, trim and cleanup lawns and planting beds at park headquarters, the Crescent Beach Day Use Area, and Hiouchi Information Center, without regard to agency property resulting in significant savings to all involved agencies.

New Redwood National and State Park entrance, developed area and trail signs have been prepared jointly by staff of both agencies resulting in better communication and improved visitor services. Increased visitor safety has also resulted from radio, phone and computer system improvements by National Park Service staff which has saved California State Parks over \$200,000 in installation and annual maintenance costs. Current upgrades to these facilities, utilizing \$26,000 in California State Parks funds, are furthering this effort.

Much can be done to continue to improve and increase efficiencies. For instance we knew that the absence of a combined agency maintenance facility is a primary deterrent to additional cost savings through better management practices. Therefore we have been working together to complete a combined maintenance facility on State Park property which will further consolidate labor, equipment and material efficiencies that will continue to reduce operational costs. In this effort California State Parks is providing the

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National Park Service sixteen acres of coastal property from Jedediah Smith Redwoods State Park plus an additional \$1,000,000 million for the Aubell joint maintenance facility. The National Park Service will provide an additional \$9,000,000 for development.

GREATER SAN FRANCISCO BAY AREA PARKS

Perhaps of principle interest to you in this geographic area are our combined efforts within Angel Island State Park. Acquired from the U.S. military in 1955, this nearly 750 acre island park offers world class vistas of San Francisco Bay, the Golden Gate Bridge, the skyline of the city of San Francisco, as well as the nearby Marin Headlands and Mount Tamalpais. Alive with history, three thousand year old Coast Miwok hunting and fishing sites can be found in close proximity to the largest collection of American Civil War era military buildings west of the Mississippi River. From 1910 to 1940, the island processed thousands of immigrants. During World War II, Japanese, and German prisoners of war were held on the island, which was also used as a processing center for American soldiers returning from the Pacific. During the Cold War of the '50s and '60s, the island was home to a Nike missile base. Within this park, the California Department of Parks and Recreation has pioneered landscape restoration, historic structure preservation, animal population control, and exotic plant species suppression methods which have been successfully employed by other park agencies throughout the San Francisco Bay Area and elsewhere. We welcome your visit tomorrow to this treasure of the California State Park System.

The Angel Island Immigration Station has a particularly eloquent story to tell of the experience of migrants to this nation from Pacific Rim countries. The story of their treatment, isolation, loneliness and ultimate success can best be told, as it has been at Ellis Island on the Atlantic Coast, through the station's restoration and interpretation. Through a productive partnership of the Angel Island Immigration Station Foundation, the Golden Gate National Recreation Area, and ourselves, major strides have been made to initiate necessary restoration of station buildings, curate artifacts, and provide important interpretation of the station's too little publicly know history. To sustain this effort, the State of California has budgeted \$400,000 of its general fund, \$3,000,000 from its Cultural and Historical Endowment, and \$15,000,000 from the Safe Neighborhood Parks, Clean Water, Clean Air and Coastal Protection Bond Act of 2000. The recent Congressional passage of the Angel Island Immigration Station Restoration and Preservation Act of 2005 shows congressional leadership in protecting this important resource was actively supported by California Governor Arnold Schwarzenegger. As you know, this act if signed by the President authorizes up to \$15,000,000 for station preservation. We eagerly await subsequent Congressional action which appropriates funds matching California's already substantial contribution to this national treasure's restoration and subsequent opening to the public.

California State Park's FamCamp Community Outreach program serves disadvantaged urban families with an opportunity to camp and visit parks through the loan of camping equipment and other training. The National Park Service has partnered with us in this effort by providing ferry service through their Blue and Gold Ferry contract for FamCamp groups departing from San Francisco.

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Our cooperating agreement with the National Park Service has also facilitated the establishment of the "Island Hop" service with the Blue and Gold Ferry concessionaire provides the public with a single ticket trip to visit both Alcatraz and Angel Island. Beginning in 1998 this fare has served 17,000 to 26,000 Angel Island visitors annually.

Elsewhere in the San Francisco Bay Area, California State Parks is actively working with Muir Woods National Monument to improve their fire suppression system by providing land at the popular Alice Eastwood Group Campsite within Mount Tamalpais State Park for a 10,000 gallon tank (two hour supply) and delivery pipeline to the backcountry of the Monument. Other joint efforts are improvements to reduce unsafe roadside shoulder parking outside of the Monument which adversely impacts the natural resources of it and Mount Tamalpais State Park as well as improving park trail access to the public.

Both Point Reyes National Seashore and California State Parks are members of a variety of public/private groups seeking to improve watershed and fisheries resources of the Seashore, Samuel P. Taylor and Tomales Bay State Parks. As the watersheds of Lagunitas Creek and Tomales Bay are shared by national, state, local and private entities, it is only through such efforts that improvements in water quality and natural habitats resulting in restoration of coho and steelhead runs can occur.

The two mile long Dias Ridge Trail is equally shared by Mount Tamalpais State Park and the Golden Gate National Recreation Area. This trail is a degraded remnant of an old ranch road that exceeds 25% grade with severe erosion problems and visitor safety hazards. The joint trail realignment and restoration project will establish a safe multi-use connection from the Panoramic Highway to State Route 1 at Muir Beach. At present, there is a draft proposal to facilitate the transfer of \$75,000 by the National Park Service to California State Parks to prepare and complete a California Environmental Quality Act and National Environmental Policy Act review of the entire joint project. Trail construction costs are estimated at approximately \$225,000. While the bulk of the construction costs are anticipated to come from federal funding sources, California State Parks anticipates contributing funding towards the restoration and rehabilitation efforts.

SANTA MONICA MOUNTAINS

Even before the signing of the original 1994 agreement between our two agencies, the Santa Monica Mountains National Recreation Area, the six California State Park System units and California's Santa Monica Mountain Conservancy had a history of working together to their mutual benefit. A recent example of this is the development of a weekend and holiday shuttle system that stops at State Parks, the National Recreation Area, Santa Monica Mountain Conservancy Parks, and county beaches. This service attracts new visitors to these parks and serves to reduce traffic congestion as well as pollution and provides access recreational opportunities each agency could not provide on their own.

For over thirty years we have sought to acquire the 588 acres of Historic King Gillette Ranch (SOKA property). This property is contiguous with Malibu Creek State Park and provides recreational and ecological connectivity with the National Recreation Area and other California State Park System Lands and Santa Monica Mountain Conservancy

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properties. No one agency had the money to make this strategic acquisition but with \$7,000,000 from California State Parks and \$2,500,000 from the National Park Service for acquisition it has become a reality. This property will become a joint operational, interpretive and educational facility that will provide visitor services in the heart of the Santa Monica Mountains.

Under the leadership of the National Recreation Area we are participating in a mountain lion study in the Santa Monica Mountains. Four mountain lions have been fitted with radio collars and are being tracked through the Santa Monica Mountains. Information regarding movement, prey, hunting behavior, mating is being gathered which will help both agencies manage the preservation of this important, but increasing rare in coastal southern California keystone species. Our efforts have been rewarded with the news this year that four kittens were born in Malibu Creek State Park.

A consolidated trail management plan is being prepared for the Santa Monica Mountains by the three partner agencies. The Santa Monica Mountains' trails are among the most popular in the nation but with the proximity of the urban Los Angeles area nearby, user conflicts and resource damage are growing. This interagency trail management plan draws on the strengths of each agency to provide a seamless system of trails with consistent policies and uses.

To provide for visitor and resource protection, a volunteer trail patrol program is being coordinated between the National Recreation Area, California State Parks and other agencies. There are nearly 100 volunteers that patrol on horseback, on foot and on mountain bicycles. There is a formal training program that is put on by the partner agencies to provide consistent and professional service on State Park, Park Service and Conservancy lands and trails.

CONCLUSION

Looking back over the eleven year history of our cooperating agreement with the National Park Service, I must conclude that strengths of partnership are not only its longevity but the overall equitability of the cooperation. There have been periods when, through available funding California State Parks has been able to take the lead on our joint efforts, such as in major property acquisitions. In other times various National Park partners have taken greater responsibility in arenas such as general and facilities planning. But taken as a whole, over the span of our formal cooperation, I believe that our contributions have been nearly equal. However, the most important result has been that by working together we have been able to leverage our individual contributions of money, staff, land and experience to provide more and better resource protection and public recreation benefits in a coordinated manner than we would have been able if we had been working independently. California State Parks looks forward to many more years of working with our partner in California's State and National Parks.

Again I would like to thank Chairman Souder and members of the Subcommittee for the opportunity to speak before you today and answer any questions you may have.

Mr. SOUDER. Thank you. Mr. Sykes, we appreciate the leadership NPCA has shown at each of these hearings and giving us a broad overview of the challenges and the funding challenges, in particular, and look forward to your testimony.

STATEMENT OF GENE SYKES

Mr. SYKES. Thank you very much. Mr. Chairman, thank you for the opportunity to testify before you today. I am Gene Sykes. I am the current Chair of the Board of Trustees of the National Parks Conservation Association. Since 1919, the nonpartisan National Parks Conservation Association has been the leading voice of the American people in protecting and enhancing our national park system for present and future generations.

On behalf of NPCA and its 300,000 members, I would like to express my appreciation to you, Mr. Chairman, for your determination to focus this subcommittee on the issues that confront Americans as we strive to preserve our national parks and historic sites for future generations.

NPCA is also grateful for your sponsorship of the National Parks Centennial Act, a bill designed to address some of the fiscal problems in the park system and make all parks healthy again by the Park Service's 100th anniversary in 2016.

Mr. Chairman, as a native Californian and a neighbor of the Santa Monica Mountains Natural Recreation Area in Los Angeles, I'm quite proud of my State's role in the development of our national park system.

In 1915, Steven Mather, a California native and the first director of the National Park Service, decided to take a group of influential people to what was then called Sequoia and General Grant National Park to build support for the creation of a National Park Service. Mather's "mountain party" included the director of the National Geographic Society, a Congressman from Massachusetts, and vice president of the Southern Pacific Railroad. From the first moment they entered Sequoia, the beauty of that sublime wilderness touched their souls. These men emerged from that trip as enthusiastic advocates for the creation of a National Park Service to manage an extended national park system.

Today, California encompasses the largest concentration of National Park Service land outside of Alaska. But if Stephen Mather were to lead his group on a 90th anniversary exploration of our California parks, what might he find? Possibly, that Sequoia's once beautiful clear vistas have been clouded over by smog, confirming Sequoia's place as one of the five most polluted parks in the United States. Venturing into the more remote areas of the park, Mather and his company might encounter armed thugs hired by foreign drug cartels to cultivate illegal crops of marijuana, a threat that causes an already poorly staffed ranger force to be pulled away from other pressing park protection issues.

In other parks, Mather would find that insufficient park operating budgets are getting eroded by high fuel costs, unfunded mandates and other unbudgeted expenses. Increases in the base operating budgets for California's national parks between fiscal year 2005 and fiscal year 2006 averaged only 2.6 percent. At the same time, the average rate of inflation and mandatory staff cost of living in-

creases were well over 3 percent, which means the personnel costs for all of these parks are outpacing the growth of their overall budgets. This imbalance of funding relative to cost has been frequently experienced over the past several years and each year, this deteriorating budget situation has very serious impacts. For example, at Death Valley the park has only 15 law enforcement rangers down from 23 a few years ago. They patrol an area roughly the size of Connecticut. Only 37 percent of the historic structures in that park are in good condition.

In Sequoia, despite a half million dollar budget increase to stop illegal marijuana cultivation, the park still lacks the money to restore areas damaged by drug growers. Restoration of these areas is essential to prevent their ready-to-use by growers in subsequent seasons.

Redwood National Park has cut its staff to half of its required level. The park's 2000 business plan found that the park was at 65 percent of its required staffing of 199 full time equivalents in the year 2000. Since then, insufficient budgets have caused the park's staffing to fall to 100 full time equivalents and it's projected to go to 85.

There are some parks that can get assistance from partners in private philanthropy. Golden Gate is fortunate enough to be surrounded by a relatively wealthy and extremely supportive community that is willing to donate money and volunteer labor toward park needs. But Golden Gate is somewhat unique amongst the park system. It has the opportunity to tap into a city that is rich with philanthropists and thousands of people who generously offer their time and talent to support the park. Few parks in the country are situated near such great sources of private beneficence. And while clearly Golden Gate's partners have the potential and the will to lend the park a hand, their generosity should not be mistaken for a desire to subsidize the park's basic responsibilities. The Federal Government has a duty to fund our national parks at a level that enables them to achieve the mission of preserving the parks unimpaired future to generations.

If the Park Service is going to engage outside groups and philanthropies for work on park resources, it must also have the staff and resources to meet its part of the obligations. In addition to my own involvement with the NPCA, I'm a sitting Board Member of The Nature Conservancy of California and I've been quite familiar with the work the Park Service and TNC have in partnership in Channel Islands National Park, where TNC is a major land owner.

For over 25 years, TNC has been working with the Park Service to restore and protect the resources at Santa Cruz Island in Channel Islands National Park especially on habitat restoration, essential for the survival of the endangered Santa Cruz Island fox. Because of the Park Service's limited Federal financial resources, TNC is bearing the brunt of the responsibility in preserving this unique ecosystem.

While Channel Islands National Park received nearly half a million dollars in fiscal 2002 through the Park Service's Natural Resource Challenge to help restore the native vegetation and wildlife on the island, this funding was not provided in the subsequent years. Such partnerships required that the Park Service be a

strong, consistent player in such endeavors, dedicating the financial and human resources to make these partnerships work.

As we consider the future of our national parks, we must concentrate on the issues of adequate funding and good management, for it is from these core foundations that the parks draw their ability to protect and enhance their resources and to serve the public. Allowing our parks to be overrun by invasive species or drug cartels or failing to provide support for Park Service personnel, constitutes an embarrassing abdication of our responsibility to enhance and protect the common touchstones of our national heritage.

Both the public and the Park Service are doing their jobs. The question before us today is can Congress find the wherewithal to support in full measure the needs of a national park system they had the wisdom to establish almost 90 years ago?

Thank you, Mr. Chairman, for inviting me to testify today.

[The prepared statement of Mr. Sykes follows:]

NATIONAL PARKS CONSERVATION ASSOCIATION
Protecting Parks for Future Generations

Testimony of
Gene Sykes,
Director and Chair of Board of Trustees,
National Parks Conservation Association

Re: "The National Parks: Will they survive for future generations?"

before the
Subcommittee on Criminal Justice, Drug Policy and Human Resources
of the House Government Reform Committee
U.S. House of Representatives

November 28, 2005

Mr. Chairman and members of the subcommittee, thank you for the opportunity to testify before you today. I am Gene Sykes, the current chair of the board of trustees of the National Parks Conservation Association.

Since 1919, the nonpartisan National Parks Conservation Association has been the leading voice of the American people in protecting and enhancing our National Park System for present and future generations.

Mr. Chairman, on behalf of NPCA and its 300,000 members, I would like to express my appreciation for your dedication to our national parks and your willingness to focus this subcommittee on delving into the issues that confront America as we strive to preserve our national parks and historic sites so that our children and their children may continue to enjoy them and learn about our heritage from them.

In 1915, Stephen Mather, a California native and the first Director of the National Park Service, hit upon a novel idea. "Why not get a group of influential people from various fields of expertise together, take them out in a national park, and gain their enthusiastic support for Congress to pass a bill creating a park service?" Mather chose Sequoia and Kings Canyon national parks (then Sequoia and General Grant National Park) as his destination, and assembled a gathering of notables that included Gilbert S. Grovenor, director of the National Geographic Society, Emerson Hough, novelist, Massachusetts Congressman Frederick Gillett, and Ernest O. McCormick, vice-president of the Southern Pacific Railroad.

Mather's "mountain party" spent several weeks hiking, camping, and exploring Sequoia and Kings Canyon "awestruck by the bold majesty of the vista." And from the first moment these men entered Sequoia, the overwhelming beauty of that "sublime wilderness" touched their souls and converted each individual into an enthusiastic advocate for an expanded National Park System with a National Park Service to manage the lands. In no small measure, we owe the



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creation and growth of the "best idea America ever had" to "majesty" of Sequoia and Kings Canyon national parks.

California's national parks continue to inspire, not only with their vistas but also by the historic and cultural stories they preserve and interpret. For instance, some of the roads and trails that Stephen Mather's "mountain party" traversed in the summer of 1915 were first laid down or maintained by a company of black soldiers from the 9th U.S. cavalry who patrolled the park in the summer of 1903. These Buffalo Soldiers were led by Captain Charles Young, the third African American to graduate from West Point in the 19th century. Current day visitors to Sequoia and Kings Canyon can learn about the presence of black soldiers in the national parks prior to the establishment of a National Park Service, visit the General Sherman Tree, and see the same majestic sites that inspired Stephen Mather and Horace Albright back in 1915. Thus do California's national parks sustain our long-standing, unbroken connection to the land and provide a rich legacy that we are obligated to leave unimpaired for future generations.

How sad it would be to squander our American birthright by failing to address the budgetary woes that threaten national parks in California and across the nation. Increases in the base operating budgets for California's national parks between FY 05 and FY 06 averaged only 2.6 percent. During the same time the average rate of inflation hovered at 3.1%. Rising fuel costs, unfunded mandates such as cost of living adjustments, and other unexpected expenses, have eroded park budgets and undermined the ability of the Park Service to effectively manage and care for the natural and cultural resources placed in their charge. In terms of real dollars and actual spending power, most of California's national parks have been sliding backwards for years.

The Wild, Wild West

If Stephen Mather were to lead his "mountain party" on a 90th anniversary exploration of Sequoia and Kings Canyon national parks, what might he and his colleagues find? Possibly that the beautiful, clear vistas from 1915 had been clouded over by smog, confirming Sequoia's place as one of the five most polluted parks in the United States. Venturing into the more remote areas of the park, Mather and company might encounter armed guards hired by drug cartels to cultivate illegal crops of marijuana. Suffice to say these are not the kind of national park "guardians" Mr. Mather originally envisioned.

According to NPCA's 2004 *Faded Glory: Top 10 Reasons to Reinvest in America's National Park Heritage* report, America's national parks are in desperate need of increased funding. In addition to an annual funding shortfall in excess of \$600 million and a burgeoning maintenance backlog, national parks face a host of troubles from increasing crime to worsening road and trail conditions to the erosion of park facilities. California's national parks are unfortunately not immune to the overall funding crisis. For example;

- At Death Valley only 37 percent of the historic structures are in good condition. That rating could, however, be outdated because 86 percent of the structures on the park's List of Classified Structures have not had condition assessments since 1997.
- At Sequoia and Kings Canyon national parks the Park Service is struggling to establish a transit system. Because of insufficient funding, however, the parks known as the



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"smoggiest" in the country cannot yet offer this alternative form of transportation to park visitors.

- At Point Reyes National Seashore, more than 460,000 archival documents from the historic RCA transmitting station, used to contact the U.S. Pacific Fleet in World War II have yet to be catalogued and are not accessible to researchers or the public.
- Organized crime in the form of Mexican drug cartels has invaded Sequoia and Kings Canyon national parks pitting Park Service personnel and unwitting visitors against armed men with AK-47s guarding illegal marijuana gardens.

Years of flat budgets for California's parks have led to crumbling infrastructures, an erosion of natural and cultural resources, the proliferation of invasive species, and an increase in clear and present dangers to public safety. Death Valley's 2004 operating budget of \$6.78 million was less than its 2002 and 2003 budgets and was more than \$10 million less than what it needed. The 2004, operating budget for Joshua Tree totaled around \$6 million from all sources, but the park actually needed closer to \$8.6 million to meet its needs.

As park managers do their best to manage an increasingly difficult and untenable position difficult choices must be made. To meet payroll, vital positions remain unfilled. Interpretive programs are cut and proper planning and care for park resources gives way to crisis management. We have, in fact, been short-changing our national parks for decades and the troubling condition of Yosemite, Sequoia and Kings Canyon, and Death Valley national parks are proof of the extent of our neglect.

Perhaps worse than the impact on our natural and cultural resources is the intangible negative effect of inadequate funding on what Horace Albright, the second director of the National Park Service, referred to as the "greenies." The career and seasonal rangers of the National Park Service that form the backbone of the agency and serve as the public face of our national parks. When park managers must furlough dedicated employees, pass along only the most meager of annual pay increases, and spread their remaining staff out in an increasingly thin green line, the morale of our national park rangers begins to plummet. No effort to save our national parks will be wholly successful unless it includes strong provisions that ensure the safety, well being, and adequate compensation of park rangers. As Albright once wrote,

To me no picture of the national parks is complete unless it includes the rangers, the "Dudes," the "Sagebrushers," and the "Savages." I like to picture the thousands of people gathered about the park campfires, asking questions of the rangers. In fact, I like to be at the campfire myself, and listen to the thousands of questions asked about the parks and their wild life. Especially am I interested in the replies of the rangers. These men have become keen students of human nature. In their brief, informal talks, they have learned to anticipate many of the questions of the visitors.

As we consider the future of our national parks we must concentrate on the issues of adequate funding and good management. For it is from these core foundations that the parks draw their ability to protect and enhance their resources and serve the public. Allowing our parks to be overrun by invasive species and drug cartels, or failing to provide support for Park Service personnel, constitutes an



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embarrassing abdication of our responsibility to enhance and protect the common touchstones of our national heritage. We can and we must do better by our national parks.

California Desert Parks – Joshua Tree, Death Valley, and Mojave National Preserve

Death Valley National Monument and Joshua Tree National Monument were established respectively in 1933 and 1936, to protect a special part of southeastern California where the Great Basin, Mojave, and Sonoran deserts converge. Both Death Valley and Joshua Tree were re-designated as national parks in 1994, with the passage of the California Desert Protection Act. Along with Mojave National Preserve, the California desert parks are home to nearly 500 vertebrate species, a host of rare and endangered plants, life and eco-system sustaining springs and seeps, and some of the most spectacularly rugged and beautiful landscapes in the United States.

Although the stark beauty of the parks may seem ancient and immutable, deserts are actually quite fragile ecosystems. Urban sprawl and development are taking their toll on California's desert parks as the region is being squeezed between southern California and southern Nevada; two of the fastest growing areas in our country. But, the health and well being of Death Valley, Joshua Tree, and Mojave National Preserve are being further undermined by a series of challenges directly related to insufficient funding.

California Desert Parks are Vulnerable to Crime

Taken as a whole, California's desert parks comprise the largest concentration of National Park Service land outside Alaska. Unfortunately, Death Valley, Joshua Tree, and Mojave National Preserve, lack the necessary number of interpretive and law enforcement rangers to assist visitors, ensure visitor safety, and protect the park's cultural and natural resources from theft, vandalism, and poaching. As tight budgets force the parks to reduce staff, the vulnerability of these special places to crime increases.

Death Valley National Park has only 15 protection rangers, down from 23 a few years ago, to patrol 3.4 million acres of parkland; an area roughly equivalent to the size of Connecticut. The ranger staff at Joshua Tree has shrunk to ten. While hard-working Park Service personnel have uncovered and arrested organized cactus and archaeological artifact theft rings, staffing shortfalls and sporadic patrols allow for illegal activities such as the dumping of hazardous materials, damage to sensitive areas by non-authorized off-road vehicle use, illicit drug labs, and violent crimes. Park Service Law Enforcement Needs Assessment planning documents show that the three desert parks need to double or triple their law enforcement capacity in order to adequately address safety concerns and to prevent and detect resource crimes. Current budget allotments do not provide sufficient resource to achieve those goals.

Managing Natural and Cultural Resources

Park Service personnel working at California's desert parks can be proud of the significant accomplishments made towards the management of the natural and cultural resources in their charge. At Joshua Tree, for instance, more than 50 species of native plants are grown at the Center for Arid Lands Restoration nursery and then used to revegetate portions of the park. Death Valley's wild burro removal program has reduced the numbers of this "introduced" animal from 1,500 to 200 – with many of the



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burros being placed for adoption. And at Mojave National Preserve, Park Service staff have mapped and completed site records for more than 50 of the park's archaeological sites.

Yet, the needs of the desert parks are greater than the resources the Park Service has to deal with the myriad of threats and challenges they face. According to NPCA's 2005 State of the Parks California Desert Parks report, atmospheric deposition of nitrogen (from sources in the greater Los Angeles basin) at Joshua Tree threatens the ecology of natural lands by contributing to the proliferation of non-native grasses. This, in turn, has an adverse impact on the natural fire regime, resulting in increased fire frequency, intensity, and an altered eco-system.

At Death Valley, funds and staff are needed to support a number of cultural resource projects including archaeological surveys, historic structure stabilization, the identification and nomination of structures to the National Register of Historic Places, and museum object preservation at Scotty's Castle. Funds are also needed to repair a leaky roof and update old exhibits at the Furnace Creek Visitor Center. Superintendent J. T. Reynolds will be receiving NPCA's prestigious 2005 Mather Award for his strong advocacy of resource protection and increased funding at Death Valley.

Meanwhile, at Mojave National Preserve, none of the objects in the park's museum collection have been catalogued and a management plan needs to be put in place. Mojave would also benefit from the services of a term historian to complete historical research in order to provide context for mining, structures, and cultural landscapes. Mojave would also benefit, as would the other California desert parks, from a shared historic preservation crew to inspect, monitor and perform preventative maintenance on park structures.

Visitors to California's desert parks generated \$94.8 million in tourism revenue alone and supported 2,413 jobs in local communities in 2003. In addition, the parks serve as a major draw for retirees, working people, and snowbirds who settle in local communities and bring new assets with them. If parks aren't given sufficient funding to provide quality visitor experiences and protect our natural and cultural heritage, visitation levels and income from tourism will decline.

Yosemite National Park

Horace Albright referred to Yosemite National Park as his boss' (first Director of the National Park Service Stephen Mather) favorite park. Budget constraints have, however, forced Yosemite managers to reduce staff and programming to a point where Mr. Mather's favorite park suffers from a pronounced lack of wherewithal. For example, over the last 5 years, the operational base budget of the Facilities Management Department at Yosemite increased from \$9,040,000 in FY99 to \$9,496,900 in FY05. In real dollars this \$456,900 "increase" spread over several fiscal years amounts to actual decrease in spending power. When the cost of uncompensated cost of living adjustment increases and the rising price of energy are factored in, Yosemite's base maintenance budget has eroded by approximately \$2,000,000 over the past six years. Such shortfalls mean that Yosemite can no longer afford to fill lapsed positions critical to the day-to-day management of the park. As a consequence, both park operations and visitor use and experience suffer.

Staffing Shortages



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Funding shortfalls have led to the elimination of several support and middle management positions in key areas of the park. The reduction of custodial staff by 5 positions has adversely impacted the ability of the park to keep its 89 public rest rooms, 10 visitor contact facilities, and 15 housing support facilities in suitable condition to ensure a good visitor experience. The frequency with which these facilities are cleaned has risen from twice a day to once every other day, or weekly.

Simultaneously, existing vacant positions remain unfilled in order stretch the park's budget. For instance, the historic preservation supervisor position is open meaning Yosemite has no one in place to oversee the building of comprehensive programs and plans for the restoration of the park's historic assets. Additional staff vacancies due to inadequate funding include the Branch Chief of Special Park Uses, Lands Program Manager, and the Administrative Support Assistant. In addition, 16 buildings and grounds positions, 12 road maintenance positions, and 17 utilities maintenance positions have not been filled in order for the Facilities Management Division to survive under the restrictive budget.

Yosemite has attempted to compensate by converting vacant permanent positions to permanent-less-than-full time or seasonal positions. Such a move allows Yosemite to use soft funds¹ thus somewhat easing the budget crunch. But it would also eliminate the ability to recruit or retain the best-qualified employees as well as inflict a substantial blow to the morale of career Park Service employees.

Interpretive Programs and Rangers Decline

Despite the fact that Yosemite consistently ranks as one of the top 5 most visited national parks in the United States (3.2 million recreational visits in 2004), the number of interpretive rangers on staff at the park is at its lowest level in more than a decade. The decrease in interpretive rangers means fewer programs for the public, and the park has in fact reduced the number of popular ranger-led public education activities. In addition, five employees subject to furlough were furloughed for a longer period of time during the winter of 2005 than in years past. These staff reductions have resulted in a 50 percent reduction in overall interpretive offerings from the same period in FY03; roughly the equivalent of 6,500 visitors missing ranger-led evening programs over a six-month period.

Volunteers—not Park Service interpretive rangers—now provide the vast majority of Yosemite's interpretive walks. Although volunteers should be counted upon to provide service extension for the Park Service they ought never to be used to replace the career and seasonal rangers that have a special connection to their park. Even with the presence of volunteers, reductions in staffing at the park mean that far too often, special requests for interpretive programs cannot be accommodated.

Due to FY 04 budget reductions, about 20 interpretive media projects will either need to be contracted out or not completed. Approximately 2 million visitors will be affected by a lack of these projects, which include wayside exhibits, signs and other interpretive media.

Campgrounds and Trails in Bad Shape

¹ "Soft funds" refers to all funding except for Operation of the National Park Service (ONPS) dollars and includes fee demo and Yosemite Fund money that is project specific and cannot be used to hire permanent employees.



Limited staffing has led to a declining ability to maintain campgrounds and trails. Of the 800 miles of trails that make up Yosemite, only 25 percent receive trail maintenance in a “normal year.” However, in 2005, trail maintenance was limited to what could be accomplished using soft money such as repair/rehabilitation and Yosemite Fund projects. In addition, of the 14 campgrounds, 13 picnic areas, 51 acres of lawns, 7 amphitheaters and 15 landscaped areas, the only grounds maintenance that will be performed this year is picnic table replacement.

Cultural and Natural Resources Endangered

Yosemite supports a diverse array of cultural and natural resources that are of global and national significance, ranging from the Yosemite Valley archeological district and cultural landscape to the Merced and Tuolumne Wild and Scenic Rivers to the federally endangered Sierra Nevada bighorn sheep. Many of these resources are at high risk—hundreds of historic structures require maintenance; water quality and air quality must be protected; exotic invasive species must be addressed, and endangered species, native plants, and other wildlife must be routinely monitored and managed; significant cultural resources must be protected; degraded ecosystems must be restored.

At \$1,300,000 a year, resource management funding at Yosemite constitutes less than five percent of the park’s budget. Most vacant resource management permanent positions cannot be filled, thus opening up huge gaps in staffing and coverage. Lapsed positions impacting the management of natural and cultural resources include the park historian, landscape architect, hydrologist, historic preservation specialist, and aquatic ecologist. Project specific dollars are now used to hire most of the staff on temporary subject-to-furlough basis but that has resulted in a short term staffing situation that has park professionals working on only very explicit issues due to soft funding constraints.

Law Enforcement Short-handed

Yosemite is unable to provide adequate front-country or backcountry patrols to cover its 1,200 square miles. Normally, fewer than ten law enforcement rangers are on duty (1 ranger per 120 square miles). Yosemite rangers handle 6,000 law enforcement incidents per year, one of the highest caseloads in the National Park Service. Positions are greatly needed for increased road patrol, damn security, backcountry enforcement for watershed protection, and officer/visitor safety and protection of Yosemite’s resources.

Flat budgets, coupled with congressionally mandated pay increases, have led to staffing shortfalls over the last five years, demonstrated by an 18.75 percent or \$850,000 loss in staffing budget. As a result, no seasonal rangers are available to patrol the 320,000-acre Merced River watershed (the 430,000 acre Tuolumne watershed is patrolled on Hetch Hetchy watershed protection funding from San Francisco). These seasonal cuts have been made to accommodate non-discretionary spending on permanent protection division employees. In spite of these measures, the permanent ranger and fire staff has decreased by nine key law enforcement positions and essential fire positions.

Next year, cost projections reveal that Yosemite risks losing three dispatch positions and the ability to maintain a 24-hour a day dispatch operation. This means Yosemite will lose its 911 certification—a serious loss of visitor service and safety protection for rangers, fire fighters and



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maintenance crews. Next year, Yosemite likely will also lose another four law enforcement rangers. Their structural fire protection force will furlough four structure fire engine captains to minimum six-month staffing—leaving the 12 park villages without year-round structural fire protection.²

In addition to these issues, Yosemite is now experiencing marijuana growing by organized Mexican crime families. While eradication numbers are still small (10,000 plants in 2004—an estimated street value of \$32 million), Sierra and Stanislaus National Forests—adjacent to Yosemite—eradicated about 68,000 plants in 2005: most of which were mainly found just across park boundaries. These growing operations constitute a clear and present danger to park staff, park resources, and park visitors.

Armed cartel members patrol the areas where the illegal crops are grown. They are known to set booby traps and in at least one instance, a fire set by a rival cartel burned thousands of acres near Groveland. Illegal marijuana growing spawns all manner of attendant criminal activity including poaching, the dumping of fertilizer into streams, and the spraying of insecticide in an otherwise pristine wilderness.

There is strong evidence that the profits from marijuana operations in Yosemite generate capital for the production of methamphetamines in the San Joaquin Valley. In other words, one of the country's best-known and most highly regarded national parks is now on the front lines of the battle against illegal drug use.

Redwood National Park

The National and State Parks Partnership

When Congress authorized a 58,000-acre Redwood National Park in 1968, it made provisions for accepting by donation the long protected and admired Jedediah Smith Redwoods, Prairie Creek Redwoods, and Del Norte Coast Redwoods State Parks. When the Park Service sought transfer of the three state parks in the early 1990s, however, the agency met with considerable local criticism. A 10-person review committee ultimately recommended the lands be co-managed by the Park Service and California State Parks in order that the resources of both could be utilized to protect and enhance the redwoods.

In 1994, the first in a series of formal agreements was signed calling for co-management the four parks as one unit known as Redwood National and State Parks (RNSP). Unfortunately, 11 short years later, this unique experiment at collaborative management is on the verge of failure. Budget shortfalls at both the state and federal levels have impeded the ability of

² Yosemite has 1600 structures, of which 800 are historical buildings. The wilderness permits offices are run almost entirely on volunteers and interns—if lost, the ability to serve their current 111,000 wilderness use nights/year will be limited almost to the point of closure.



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California State Parks and the National Park Service to fully invest in resource protection and enhancement. Redwood, instead of benefiting from a partnership between state and federal agencies, is now suffering from the worst of both worlds funding-wise.

Due to inflation and insufficient appropriations, Redwood National Park has experienced a staggering decline in purchasing power. Park managers have made plans for an even more bleak future. In 2004, Redwood created a Functional Plan to prepare for a 25 percent reduction in park base funds by FY 10. This emergency brake on spending has been developed to avoid the park finding itself in a "crisis situation."

In truth, Redwood is already in a crisis situation. The park's 2000 Business Plan, for instance, found that the 131.4 full time equivalent (FTE) positions in the park in FY 99 were inadequate to meet park needs. That report concluded the optimal number of FTEs for Redwood would be 199.8. Unfortunately, instead of making progress towards the optimistic goals, park managers have, by necessity, further reduced the number of FTEs to 100.85 for FY 04, half of what the park's business plan showed the need to be.

The budgetary bloodletting does not, however, stop there. According to Redwood's Functional Plan, projecting flat budgets over the next 5 years, the park anticipates cutting an additional 15.8 FTEs by 2010 and thereby operate at mere 85.1 FTEs. Thus, by 2010, RNSP will have 114.7 fewer FTEs than the ideal number articulated in the park's 2000 Business Plan. Resource Management and Science will bear the burden for many staffing cuts (6.4 FTEs) and will eliminate 2 branch chiefs, 4 geologists, and 1 fisheries biologist. Beyond ending critical ecological research, the park will be unable to complete management plans and environmental compliance documents in a timely manner. The impact of these cuts would be significantly magnified once the 25,500-acre Mill Creek park expansion occurs pending Congressional legislation to adjust the park's boundary sponsored by Senator Diane Feinstein (S. 136) and Representative Mike Thompson (H.R. 361).

The planned cuts for Facility Management, a reduction of 4.5 FTEs, undermine the ability of the park to manage day-to-day operations. Not only will Redwood lose facility management personnel to perform preventative maintenance for facilities and trails, but the park faces losing much of its ability to coordinate and utilize work crews from the California Conservation Corps (CCC), the Youth Conservation Corps (YCC) and other volunteer groups. These volunteers perform important invasive plant removal and ecological monitoring projects.

Cuts to the Division of Interpretation and Education (2.3 FTEs) would mean that the park would be less able to provide educational programs park-wide, teacher workshops, training for seasonal and intern staff, and special request programs for educational groups. Park managers also predict that Redwood will be unable to maintain its two year-round information/visitor centers and would have to consolidate the Crescent City Information Center with the Del Norte County Chamber of Commerce by 2010.

The partnership forged between the Park Service and California State Parks at Redwood is proof that management of public lands by multiple agencies can work. Together, California State Parks and the Park Service have created new methods for jointly defending park resources, increasing cost efficiencies, and sharing expertise and assets. For example, the Park service was able to negotiate the



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donation of 100 "THINK" electric vehicles from Ford Motor Company to California State Parks via the National Park Foundation. For its part, California State Parks provided their Aubell Ranch location as the site for relocating the Park Service's central maintenance facility at Redwood.

What should have been a fine example of a well-functioning partnership has instead become yet another glaring case of how acute funding shortfalls undermine the ability of park managers to effectively do their jobs. The relocation of the central maintenance facility to Aubell Ranch – California State Parks donated the land while the Park Service was to cover the \$14 million construction costs - has been postponed due to inadequate funding. In the meantime, the current facility is deteriorating and occupies a precarious position in an unstable, landslide prone area.

Philanthropy and Non-Profit Partners in Parks

NPCA strongly supports the role of philanthropy in providing a margin of excellence in the national parks. National parks have accepted donations, gifts, and other expressions of philanthropic support since the birth of the National Park System in 1916. In fact, some national parks—including Acadia, Virgin Islands and Grand Tetons-- owe their existence to the generosity of philanthropists, and philanthropy today provides an indispensable role in the funding of many important projects in the national parks. Like philanthropy, partnerships between the national parks and non-government organizations in a number of parks play a vital role in helping enhance resource protection and visitor experiences. Philanthropic support and partnership agreements, however, should always be targeted at improving upon a core level of service and protection in our national parks. In no circumstances should philanthropic funds and partnership support be used or solicited as a replacement for federal support.

In recent years, most philanthropic funds have moved toward the parks via two avenues: the congressionally-chartered National Park Foundation, and through many dozen private friends groups such as the Friends of Great Smoky Mountains National Park and the Grand Canyon National Park Foundation. The mission of these organizations is explicitly to provide prospective donors, including corporations and individuals, an avenue for donating to individual national parks. These organizations are important contributors to the parks, and have been successful at soliciting much-needed private financial support.

I raise this issue because in August 2005, the National Park Service issued a draft revision of the director's order providing guidance on the use and solicitation of philanthropic funds (Director's Order 21, or DO21). Though the draft provides helpful guidance and structure for park staff, friends groups and the national park foundation, the current draft in several ways broadens the opportunity for philanthropic solicitations by parks and others and raises the concern that parks may be poised at the top of a slippery hill. As the Park Service moves forward with this director's order, NPCA is especially concerned that conveying significantly more latitude to parks for direct fundraising -- from individuals, private philanthropies and corporations -- potentially risks positioning parks to begin the quest to fund base responsibilities with philanthropic funds. It is an unfortunate reality that this revision of DO21 comes at a time when parks are experiencing significant financial strains. (Research conducted by NPCA and the Park Service in nearly 100 parks nationwide reveals that on average, national parks operate with only two-thirds of the needed funding, a system-wide shortfall that exceeds \$600 million annually). While we applaud, in general, efforts to provide additional direction, structure and clarity to superintendents and others, we nonetheless urge very careful consideration of the costs and benefits to



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the Park Service in opening this door wider.

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Some of the areas where we especially caution the park service are the following:
1) as superintendents are given additional authority to directly solicit funds, efforts should be made to ensure that this added responsibility does not come at the expense of the success experienced by park friends groups; 2) as prohibitions are loosened to allow the broadest possible reach for fundraising, including the current policy barring solicitations to concessionaires, alcohol and tobacco companies, guidance to the field should be bolstered and well described to clearly identify that the intent is to provide additional latitude only in exceptional and unique circumstances that do not in any way sacrifice the image of the park service in the quest for additional financial support; 3) as the park service responds to friends group recommendations that more opportunities for donor recognition be provided, the service must enhance the consideration and approval process for donor recognition to fully ensure that the donor interests -- especially corporate interests -- for recognition on buildings, trails, interpretive materials and other both temporary and permanent venues to a level that avoids any hint or perception that the quest for additional funds is more important than the image and public value placed on the national parks as "commercial free zones."

Finally, we are concerned about language in the draft prohibiting park staff from portraying congress, the department of the interior, or the agency as "having failed in their responsibilities to fund parks." We do not see that there is any productive value in making this prohibition. Park Service personnel are deserving of the trust of the service leadership and of the administration to act appropriately and professionally at all times. We see no value in hiding in any way the reality of the financial stress that the parks are under.

Channel Islands National Park

In addition to my position with NPCA, I also sit on the board of The Nature Conservancy (TNC) of California. In this capacity, I have become familiar with partnership efforts that the Conservancy has underway with the National Park Service at the Channel Islands National Park. For over twenty-five years, TNC has been working with the Park Service to restore and protect the resources of Santa Cruz Island, one of the five islands in Channel Islands National Park. Channel Islands have been called "the Galapagos of North America" due to the many native species found there and nowhere else in the world. Some of these species threatened, such as the Santa Cruz Island Fox. Following the transfer of 8,500 acres of its holdings on Santa Cruz Island to the National Park Service in 2000, TNC owned 76 percent of the island; the Park Service owned 24 percent. TNC's partnership with the Park Service on Santa Cruz Island exemplifies the importance of partnerships to protecting and enhancing natural habitats and native species in our parklands.

Such partnerships require that the Park Service be a strong player in such endeavours, dedicating the financial and human resources to make these partnerships work. Unfortunately, because of the Park Service's limited federal financial resources, TNC is bearing the brunt of the responsibility in preserving the unique ecosystems of the island for future generations. While Channel Islands National Park received nearly \$500,000 in Fiscal Year 2002 through the Park Service's Natural Resource Challenge to help restore the native vegetation and wildlife on the island, this funding unfortunately was the exception, rather than the norm. This funding was not provided in subsequent years. Funding for the



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Park Service's Natural Resource Challenge has significantly curtailed in recent years, hindering the Park Service's ability to be strong partners in places like Santa Cruz Island.

**Sequoia and Kings Canyon national parks
Rising Costs and Shrinking Staffs**

Uncompensated cost of living increases for rangers and staff is of major concern. Although Congress has increased the budget each year, (in FY 03 and 04 the Sequoia and Kings Canyon budget decreased slightly) these small decreases and modest increases have not been kept pace with cost of living adjustment increases and inflationary effects. Therefore, to cover necessary pay increases, Sequoia and Kings Canyon national parks are forced to take funds out of the operating budget.

In FY 06, congress provided a 2.6% budget increase for Sequoia and Kings Canyon, an amount that falls short of both the 4% increase the park received in FY 05, as well as the 3.1% average rate of inflation. While the smaller budget increase did not provide funds to restore cut positions, it did allow the parks to continue operations without cutting additional staff. However, despite having more money, the Park Service is faced with covering base increase cost and inflation has eaten away from the budget. Now the potential for deep across the board cuts from the FY 06 operating budget threatens the delivery of many visitor services.

Due to the twin effects of covering cost of living adjustments and inflation, Sequoia and Kings Canyon national parks have been forced to cut 10 seasonal interpretive positions, three backcountry rangers, 10 maintenance positions and three resource positions. Additionally, Sequoia and Kings Canyon were forced to close three backcountry ranger stations—reducing the effectiveness of rangers to respond to incidents and provide timely resource protection. Currently, the safety officer position—which oversees the overall safety and compliance within the parks—has been vacant for over a year.

In some cases, permanent positions have been cut to fill critical seasonal positions. Overall, the inadequate budget increase is affecting the number of rangers, interpretive staff, patrol staff, bear experts, and maintenance workers which are vital to the safety of visitors and operational success of the parks.

Illegal Marijuana Cultivation is Damaging Our Parks and Risking the Safety of Visitors and Rangers

As outlined in NPCA's *Faded Glory: Top 10 Reasons to Reinvest in America's National Park Heritage* issued in March 2005, marijuana cultivation managed by heavily armed Mexican cartels is taking place within Sequoia and Kings Canyon national parks and on adjacent federal lands. This problem threatens park resources, visitors, employees and residents of adjacent communities. Many of the individuals engaged in these illegal activities carry high-powered firearms and fears persist that criminals will one-day use these weapons to injure or kill park personnel or visitors.

In 2004, over 44,000 marijuana plants were eradicated within the park. In 2005, however, only 1,351 plants were removed. This drop in the number of plants destroyed is thought to be due to three factors. First, the cartels have changed the way they grow their plants. Instead of growing large number of plants in a few areas, they are growing a small number of plants in a variety of areas. Second, instead



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Gene Sykes

November 28, 2005,
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of growing crops in squares or rectangles shapes, the Cartels are now growing them along the contour of the terrain, making them more difficult to find.

But the third reason for a decrease in the number of destroyed plants is due to lack of funding. Sequoia and Kings Canyon National Parks have insufficient rangers to patrol the remote areas where these activities take place. In addition to an increase in rangers, the parks are in desperate need of increased helicopter patrol and surveillance time to help locate these hard to find growing areas.

As is the case with illegal marijuana cultivation in Yosemite, these growers are polluting rivers and streams with fertilizer, trampling delicate soils, disrupting natural drainage, piling trash, laying miles of irrigation tubing, and poaching wildlife – endangering much of the park’s ecology. Without further investigation of marijuana activities within the Sequoia and Kings Canyon’s boundaries, park resources, park visitors, and the safety of adjacent communities remain in danger.

Despite the FY06 \$448,000 budget increase for interdiction of illegal marijuana cultivation, the park still lacks money to restore the grower-damaged areas. Restoration of these areas is essential to the mission of the Park Service and prevents their ready reuse by growers in subsequent seasons. The Park Service has found that by completely removing components of drug infrastructure such as camps, fertilizers and pesticides stores; by restoring the natural landscape and posting bilingual warning signs about areas being under surveillance, the cartels do not return. Such campaigns are, however, both labor and resource intensive, and require increased funding to manage.

Less Than Happy Trails – The Maintenance Backlog Grows

Sadly, only 20 percent of all roads, trails and utilities in Sequoia and Kings Canyon are up to acceptable standards. Throughout the park, campgrounds and buildings have improved slightly. However, this improvement is a result of Sequoia and Kings Canyon staff focusing their efforts on this problem, while shifting other issues to the back burner.

Class Dismissed

Within the park, there is only one ranger available to work with school groups. Outside the park, Sequoia and Kings Canyon national parks serve less than 2,000 students in an area where hundreds of thousands of students who have never had exposure to the parks reside. An external education program is needed for area students, with a focus on young people who have never had an opportunity to visit a national park.

Golden Gate National Recreation Area

Golden Gate National Recreation Area (GGNRA) is one of the largest urban national parks in the world. Established in 1972, GGNRA was formed with the same mandate as Gateway National Recreation Area, as part of a trend to make national parks more accessible to urban populations. GGNRA includes San Francisco Maritime, the Presidio, Fort Mason, Muir Woods, Alcatraz, Fort Funston, and the Marin Headlands. GGNRA contains 75,398 acres of land and extends north from the Golden Gate Bridge to Tomales Bay in Marin County and south to San Mateo County, encompassing 59 miles of bay and ocean shoreline. The park receives 20 million visits per year.



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Although Golden Gate is blessed with a number of diverse funding sources (building lease revenues and philanthropy contribute substantially to park's health) and strong park partners such as the Golden Gate Conservancy, GGNRA has nonetheless suffered from insufficient funding in recent years. The park's budgets for FY 02 through 04 were relatively flat. The increase in funding that came in the FY 05 appropriations bill helped to stabilize the downward trend, but while the subsequent FY 06 budget provides additional relief, the managers at GGNRA, like all park managers in the park system, are being told to prepare for as much as a 5 percent across the board cut – essentially a \$1 million reduction at GGNRA– that could mean the loss of as many as 15 FTEs in a park unit where every department is already thinly staffed.

Of course, GGNRA is a park that is fortunate enough to be surrounded by a relatively wealthy and interested community that is willing to pitch in and donate money and volunteer labor to address park needs. The park has partnered with the Golden Gate Conservancy on a volunteer trail maintenance program, planning for rehabilitation of the Presidio's native plant community, a replacement of a path in Muir Woods, and the restoration of Crissy Field. The GGNRA superintendent and the parks' partners should be credited with these and other many successful projects. But Golden Gate situation is unique among the Park System; it has the opportunity to tap into a city that is rich with philanthropists and thousands of people who generously offer their time and talent to support park operations and add value to existing park programs. Few parks in the country are situated near such a great source of private munificence. And, while clearly Golden Gate's partners have the potential and will to lend the park a hand, their generosity should not be mistaken for a desire to subsidize the park's basic operational responsibilities of park administration and management, resource and visitor protection, maintenance, and interpretation. The federal government has a responsibility to meet Americans expectations to fund our national parks at a level that enables them to achieve their grand mission of preserving parks unimpaired for future generations and serve as a leader in any partnerships that parks may develop to enhance existing park programs.

Conclusion

The public love affair with national parks continues unabated. At Joshua Tree visitors flock to the Cottonwood Visitor Center even though this temporary facility has no exhibits. And at Sequoia and Kings Canyon visitation soared to 1,000,177 in 2004 despite the dangers related to illegal drug cultivation in certain areas of the park.

The men and women of the Park Service, the rangers, seasonals, and volunteers that keep the parks running continue their long tradition of providing unparalleled service to the visiting public. Park Service personnel at Joshua Tree made nearly 229,000 visitor contacts and offered 677 programs to nearly 20,000 students in 2004. Joshua Tree volunteers contributed more than 24,000 hours to the park assisting staff with a variety of task from the mundane to search and rescue operations.

From Cabrillo to Redwood people visit California's national parks to connect to a rich legacy of natural and cultural resources. From Point Reyes to Death Valley the Park Service does its best to fulfill its mission to serve as steward for our nation's heritage. Both the public and the Park Service are doing their jobs. The question before us today is can congress find the wherewithal to support in full measure the needs of a National Park System they had the wisdom to establish all those years ago?



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Mr. Chairman, thank you for holding this important series of hearings. I am happy to answer any question.



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Wildlands CPR
Greater Yellowstone Coalition
Sierra Club
Natural Resources Defense Council

PRELIMINARY ANALYSIS

Reason for Rewrite of National Park Policies Remains Unclear; Draft Contains Damaging Proposals

Protecting national parks such as Gettysburg, the Grand Canyon, Martin Luther King's birthplace, and Yellowstone for future generations has been the highest priority of the National Park Service since its inception. The 1916 Organic Act, which created the National Park Service, directs that the national parks be preserved "by such means as will leave them unimpaired for the enjoyment of future generations."

Based upon preliminary analysis, this mission of long-term, conservative stewardship of the nation's heritage has been weakened in the current proposed rewrite of the policies that govern management of our national parks.

While making some potentially positive changes to the existing (2001) Management Policies, such as including language about the National Park Service's increased homeland security duties and certain business practices, the Department of Interior's current draft includes several damaging proposals similar to those in an earlier draft, outweighing any improvements made. Most notably, the proposal removes significant language included in the existing 2001 Management Policies about the importance of conservation above all else in park decisions.

Following are specific sections from the existing Management Policies that have either been deleted or significantly modified in the draft rewrite released last week, and the implication of these changes.

Section 1.4.3

NPS Single Conservation Purpose versus Dual Purpose

Specific Changes:

Entirely removes the language referring to the Organic Act as beginning "with a mandate to conserve park resources and values" and that this mandate "is independent of the separate prohibition on impairment, and so applies all the time, with respect to all park resources and values, even when there is no risk that any park resources or values may be impaired." This section also removes the language describing how courts "have consistently interpreted the Organic Act, in decisions that variously describe it as making 'resource protection the primary goal' or 'resource protection the overarching concern,' or as establishing a 'primary mission of

resource conservation,' a 'conservation mandate,' an 'overriding preservation mandate,' an 'overarching goal of resource protection,' or 'but a single purpose, namely, conservation.'"

Impact:

Removing these sections reduces the clarity of the NPS mission. These removed sections unambiguously placed conservation and resource protection as the NPS primary purpose. The language was replaced with more ambiguous language dispersed throughout the document that could lead to the conclusion that NPS has a dual purpose, namely protecting resources and providing opportunities for enjoyment, where those purposes have equal weight. If this language were retained, the ambiguity of all the other sections would be removed.

Section 4

Natural Resource Management – Air

Deleted from the first paragraph:

"Natural resources, process, systems, and values found in the parks include ... physical resources such as ... clear skies" and "highly valued associated characteristics such as scenic views."

Added to the second paragraph:

"The term 'natural condition' is used here to describe the condition of resources that would occur in the absence of human dominance over the landscape, but not necessarily the absence of humans."

Impact:

In combination these changes fundamentally weaken the standard that the National Park Service must apply to managing park air resources. Under the existing policies, pollution-free air ("clear skies") is an essential part of the parks, equal to soil, water, and other physical resources. The rewrite demotes clear skies to an "associated characteristic." Although not defined or used elsewhere in the draft, the term "associated characteristic" strongly implies that clear skies would not qualify for the same degree of protection as would other physical resources of the parks. This is reinforced by the draft's deletion of scenic views as a highly valued natural resource of the parks. In addition, the current policies effectuate the Clean Air Act mandate to remedy all existing impairment of park visibility caused by man-made air pollution, and to prevent future impairment (CAA Sec. 169A). The states are now writing plans to implement this mandate, and as part of that process are defining "natural" visibility conditions for the parks. By redefining the term "natural" to include impacts caused by human activities, the redraft opens the door to some level of existing air pollution being included in the definition of "natural."

For example, Great Smoky Mountains National Park's natural 100-plus mile views that existed before the proliferation of coal-fired power plants would never be restored if "natural" conditions were redefined to include the presence of man-made activities like power generation.

Section 4.9

Soundscape Management

Deleted from the first paragraph:

"The National Park Service will preserve, to the greatest extent possible, the natural soundscapes of parks."

Impact

The purpose for this change is unclear, not specifying where or in what circumstances natural soundscapes should be protected as they are today. By removing this goal from the opening of this section, one could interpret this as a de-emphasis on soundscape preservation. While the new revision still notes that the National Park Service “will restore degraded soundscapes wherever practicable and will protect natural soundscapes from degradation due to unacceptable noise,” the force of the word “preservation” with regard to soundscapes is lost. Moreover, by substituting “wherever practicable” for the phrase “wherever possible,” this revision may force a “cost-benefit” analysis on future soundscape conservation efforts, which could hamper National Park Service actions to study and preserve soundscapes in a tight budget environment.

Section 6.2.1

Assessment of Wilderness Suitability or Non-suitability

Deleted:

“All lands administered by the National Park Service, including new units or additions to existing units since 1964, will be evaluated for their suitability for inclusion within the national wilderness preservation system. The assessment must be completed no later than one year after the establishment of the park or the acquisition of new lands.”

Impact:

This sharply contrasts with the 2001 Management Policies that explicitly require a wilderness review of all existing park units, lands that are added into the system, and lands deserving re-evaluation due to changed circumstance. In addition, the mandate to conduct these reviews in a timely manner, many of which are decades overdue, is entirely removed. Hundreds of thousands of acres currently under the jurisdiction of the National Park Service and potentially having wilderness character are affected by the proposed revisions and risk not being reviewed and/or protected. Included in this list are Nevada’s remote 76,000-acre Great Basin National Park and the spectacular Redwood National Park along California’s northern coast.

Section 8.2

Visitor Use

Deleted:

“The Service will not allow visitors to conduct activities that unreasonably interfere with...the atmosphere of peace and tranquility, or the natural soundscape maintained in wilderness and natural, historic, or commemorative locations within the park.”

Impact:

It is not clear why the Department of Interior would wish to allow the activities of a few visitors to interfere with the peace and tranquility enjoyed by many other visitors. Together, these deletions retreat from an emphasis within the national parks on protecting visitor enjoyment of natural sounds and natural quiet.

Section 8.2.3

Use of Motorized Equipment

Deleted:

“where such use is necessary and appropriate, the least impacting equipment, vehicles, and transportation systems should be used.”

Impact:

The snowmobile controversy in Yellowstone is a good example. The National Park Service and the Environmental Protection Agency have independently concluded in three major studies since 2000 that allowing snowmobile use to continue in Yellowstone—even with limits on the number and type of snowmobiles—results in significantly more noise, exhaust, wildlife disturbance, and human health risks than the environmentally-preferred alternative of replacing snowmobiles with snowcoaches. The new draft policies remove specific direction to the National Park Service to heed such scientific conclusions and use only the least impacting equipment and vehicles. This opens the door to more snowmobiling and associated noise and air pollution, and wildlife disturbance, not only in Yellowstone but also in other national parks.

8.2.3.1

Deleted:

“Off- road motor vehicle use in national park units is governed by Executive Order 11644 (as amended by Executive Order 11989)...”

“Routes and areas may be designated only in locations in which there will be no adverse impacts on the area’s natural, cultural, scenic and esthetic values, and in consideration of other visitor uses.”

“Consistent with the executive orders and the Organic Act, park managers must immediately close a designated off- road vehicle route whenever the use is causing, or will cause, unacceptable adverse effects on the soil, vegetation, wildlife, wildlife habitat, or cultural or historic resources.”

Impact:

These combined changes reduce clarity for park managers regarding adverse and unacceptable impacts, and therefore overall management, of off-road vehicles. First, they remove reference to the specific executive order numbers that provide the basis for managing off-road vehicles (and that provide more explicit language on types of unacceptable impacts). In addition to not providing guidance on which executive orders to refer to, the new policies also remove specific reference to the types of off-road vehicle impacts, including soil, vegetation, wildlife, cultural and visitor impacts, that are unacceptable. How will a park manager use these new policies to determine when and where to actually close routes with no reference to the types of impacts that might justify such closures? If those impacts have been codified anywhere, the new regulations provide no guidance as to where that information can be found. This leaves off-road vehicle impact problems largely up to the discretion of individual park managers.

Section 8.6.8.1

Domestic and Feral Livestock

Deleted:

“No livestock use or activity, regardless of how authorized, will be allowed that would cause unacceptable impacts to a park’s resources, values, or purposes. In particular, livestock use that

depletes or degrades non-renewable resources, or whose effects cannot be satisfactorily mitigated, will not be allowed.”

Impact:

By removing this language in the “umbrella criteria” section that sets forth the general standards for livestock use in National Park Service units, there is a general shift away from existing language that places highest priority on protection of park resources, to language that allows or continues permitted grazing with park protection taking a back seat. Again, it is not clear what problem the Department of Interior is trying to solve with this proposed change.

Deleted:

Compliance and Accountability

“...Adherence to the policy is mandatory unless specifically waived or modified in writing by the Secretary, the Assistant Secretary or the Director.”

Replaced with:

“The policies in this document are intended only to improve the internal management of the National Park Service, and are not intended to, and do not, create any right or benefit, substantive or procedural, enforceable at law or equity by a party against the United States, its department, agencies, instrumentalities or entities, its officer or employees, or any other person. . . . NPS employees must follow these policies unless specifically waived or modified in writing by the Secretary, the Assistant Secretary or the Director.”

Impact:

Recent court decisions ruled that the National Park Service intentionally bound itself to its policies, in part because of the inclusion of the above statement saying adherence is mandatory. The practical result is that the general public could hold the National Park Service accountable for fulfilling the obligations and meeting the deadlines that the agency voluntarily set out in its policies. The proposed rewrite firmly shuts the door on any public accountability of obligations imposed by the policies by explicitly stating that they are not enforceable as law.

Use and Popularity of the Current Management Policies

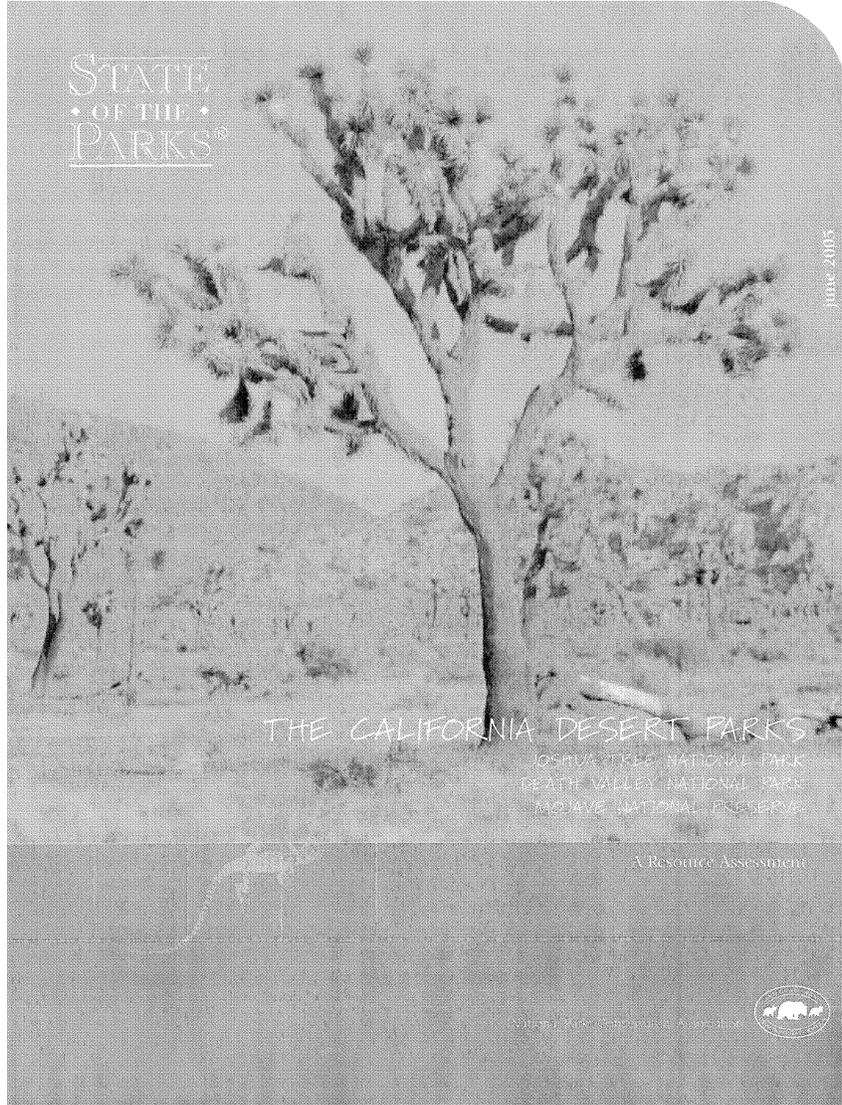
National park managers make frequent decisions based on the explicit guidance contained within the agency’s Management Policies. The existing version of these policies was revised in 2001 with extensive public input and support.

Consistently, more than 90 percent of the public rates its experiences in the national parks as good to excellent. Recent polling results indicate broad opposition to commercialization, off-road vehicles, and other threats to their memorable park experiences.

History of Management Policy Revisions

Revising the National Park Service’s management policies isn’t unusual, but the process, which is conducted every 10 years on average, is usually driven by the agency itself with preceding broad public input.

The two most recent policy revisions occurred during the Reagan (1988) and Clinton (2000) administrations. In each case, the revisions were made after a very deliberate process that included thorough public scoping and review, and carefully considered policy revisions. This



STATE OF THE PARKS®

STATE OF THE PARKS® Program

More than a century ago, Congress established Yellowstone as the world's first national park. That single act was the beginning of a remarkable and ongoing effort to protect this nation's natural, historical, and cultural heritage.

Today, Americans are learning that national park designation alone cannot provide full resource protection. Many parks are compromised by development of adjacent lands, air and water pollution, invasive plants and animals, and rapid increases in motorized recreation. Park officials often lack adequate information on the status of and trends in conditions of critical resources. Only 10 percent of the National Park Service's (NPS) budget is earmarked for natural resources management, and less than 6 percent is targeted for cultural resources management. In most years, only about 7 percent of permanent park employees work in jobs directly related to park resource preservation. One consequence of the funding challenges: two-thirds of historic structures across the National Park System are in serious need of repair and maintenance.

The National Parks Conservation Association initiated the State of the Parks® program in 2000 to assess the condition of natural and cultural resources in the parks, and determine how well equipped the National Park Service is to protect the parks—its stewardship capacity. The goal is to provide information that will help policy-makers, the public, and the National Park Service improve conditions in national parks, celebrate successes as models for other parks, and ensure a lasting legacy for future generations.

For more information about the methodology and research used in preparing this report and to learn more about the State of the Parks® program, visit www.npca.org/stateoftheparks or contact: NPCA, State of the Parks® Program, 230 Cherry Street, Ste. 100, Fort Collins, CO 80521; Phone: 970.493.2545; E-mail: stateoftheparks@npca.org.

Since 1919, the National Parks Conservation Association has been the leading voice of the American people in the fight to safeguard our National Park System. NPCA and its 300,000 members and hundreds of partners work together to protect the park system and preserve our nation's natural, historical, and cultural heritage for generations to come.

- * Nearly 300,000 members
- * 8 regional offices
- * 35,000 activists



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COVER PHOTO: HOWARD GROSS



INTRODUCTION



HOWARD GRASS

Introduction

In southeast California, there is a special place where the Great Basin, Mojave, and Sonoran deserts come together to form a region with varied natural communities and resources. To protect these diverse resources, Death Valley National Monument was established in 1933, followed three years later by Joshua Tree National Monument.

Further protection for the California deserts came in 1994 with passage of the California

Desert Protection Act. This landmark legislation changed Joshua Tree and Death Valley from national monuments to national parks, increasing the size of both. Joshua Tree increased by 234,000 acres to its present size of 794,000 acres, and 585,040 acres (73 percent) became wilderness. Death Valley grew by about 1.3 million acres to its present size of nearly 3.4 million acres, making it the largest national park in the contiguous lower 48



Colorful fields of wildflowers bloom in full force, especially in years of heavy spring rains.

United States, and 95 percent of the park became designated wilderness. The California Desert Protection Act also established the 1.6-million-acre Mojave National Preserve, which lies between Death Valley and Joshua Tree.

The California desert parks are replete with cactus gardens, Joshua tree forests, fields of wildflowers, hidden springs, palm oases, towering sand dunes, rugged mountain ranges, multihued canyons, and some of the lowest and hottest valleys in the western hemisphere. The parks are home to nearly 500 vertebrate species, ranging in size from tiny lungless salamanders to majestic desert bighorn sheep and mountain lions. Federally protected species include the threatened desert tortoise and endangered Devils Hole pupfish. There are between 700 and 900 species of plants in each park, many rare and endangered, and some found nowhere else on the planet. These animals and plants exhibit impressive life adaptations that allow them to survive the desert's extremes.

Springs, seeps, and a few perennial streams are critical resources that provide water to the animals and plants within the California desert parks. Joshua Tree contains 120 known water sources, while Mojave has more than 200, and Death Valley has more than 400.

With precipitation averaging just a few inches each year, groundwater supplies most of these surface water sources.

The California desert's cultural resources are also extensive. Humans have been drawn to this region for thousands of years, and the landscape tells countless stories of survival, hardship, renewal, tenacity, and ingenuity. Ancient stone tools and chipped bones of prehistoric animals tell of the people who lived in the region 4,000 to 8,000 years ago; pottery, beads, and other artifacts were left behind by a variety of American Indian peoples more recently; and mine shafts, ore-processing mills, water troughs, ranch houses, and other evidence remain from ranching and mining activity in the late 19th and 20th centuries.

Although the stark beauty of the parks' landscapes seems ancient and immutable, deserts are fragile ecosystems. Both natural and cultural resources are protected within Joshua Tree, Death Valley, and Mojave, but substantial threats to these resources exist. The parks lie between Los Angeles and Las Vegas, two major metropolitan areas that have grown considerably in recent decades. The population of Clark County, which encompasses Las Vegas, has grown to 1.7 million (nearly 200 times the



HOWARD GRANT

Introduction

8,532 residents present in 1930) and continues to grow at the rate of 5,000 people each month. With urban growth comes habitat destruction and fragmentation, increased demand on the region's limited water supplies, and air pollution from automobiles and industry.

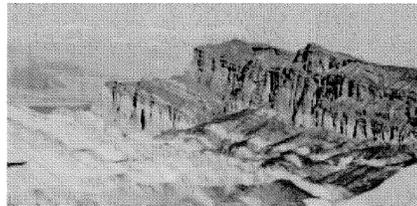
All three of the California desert parks feel the effects of skyrocketing regional population growth. Adjacent development and transportation corridors have isolated both Joshua Tree and Mojave. The parks are sandwiched between major highways where automobile traffic impedes wildlife movements and results in wildlife mortality. Air pollution from the Los Angeles, San Bernardino, and Riverside metropolitan areas is funneled towards the parks. Groundwater levels are of concern because growing populations are demanding more and more water, and precipitation levels are not sufficient to replace what is being used. Decreases in surface water availability have been noted at some of the parks' springs and watering holes, resulting in less water available to wildlife and riparian plants.

Threats to cultural resources stem primarily from inadequate funding and staffing levels at the three parks. None of the parks have formal ethnography programs that address protection

of resources important to traditionally associated groups of people. A cultural anthropologist that could be shared among the parks would help build relationships with associated groups. Adequate storage and exhibit space for the parks' extensive museum and archival collections is also needed. All three parks would also benefit from a shared historic preservation crew. Currently, none of the California desert parks has a historic preservation specialist or any other staff person with adequate time to maintain deteriorating, and in some cases, newly acquired historic structures.

The following report outlines the results of a rigorous examination of natural and cultural resources in Joshua Tree National Park, Death Valley National Park, and Mojave National Preserve. State of the Parks researchers used a comprehensive, peer-reviewed methodology to assess and rate the condition of these parks' resources.

Mineral deposits color the Furnace Creek Badlands of Death Valley.



NATIONAL PARK SERVICE

THE CALIFORNIA DESERT PARKS ASSESSMENTS



4 The California Desert Parks Assessments

Death Valley contains examples of all five types of sand dune structures, and the park is home to California's highest dunes.

RATINGS

Ratings were assigned through an evaluation of park research and monitoring data using NPCA's State of the Parks comprehensive assessment methodology (see Appendix).

Joshua Tree

Current overall conditions of Joshua Tree's known natural resources rated a "fair" score of 65 out of 100. Challenges include air pollu-

tion from nearby urban areas, diminishing water levels in critical springs and wildlife water sources, and non-native annual grasses that have invaded much of the park and altered the natural fire regime.

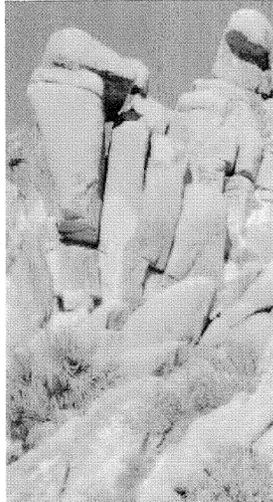
Overall conditions of the park's known cultural resources rated 58 out of a possible 100, indicating "poor" conditions. Perhaps the greatest challenge to cultural resources protection at Joshua Tree is the need for additional staff. A

permanent archaeological technician, historic preservation specialist, cultural anthropologist, librarian/archivist, and museum technician are needed to help accomplish important projects, including a comprehensive archaeological survey of the park; continued stabilization of historic structures; a ranch management plan and increased protection for one of the park's best preserved historic landscapes; increased cooperation with traditionally associated American Indian groups; and care of the park's library and museum materials.

Death Valley

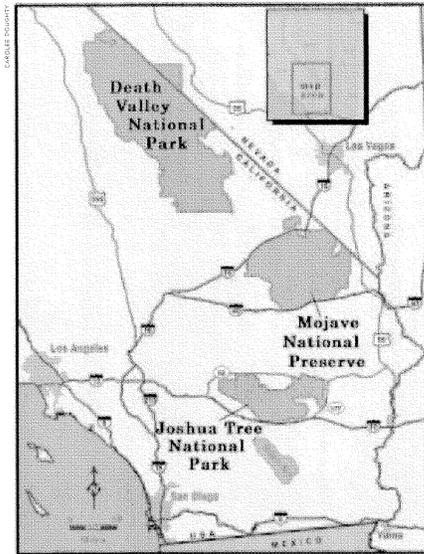
Current overall conditions of Death Valley's known natural resources rated a "fair" score of 67 out of 100. Particular imminent concerns for

Plate tectonics, volcanism, erosion, earthquakes, floods, and other natural forces shaped the landscapes of the California desert parks, which include diverse geological formations, giant boulders, and sand dunes.



CALIFORNIA DESERT PARKS AT A GLANCE

- As prime regional tourist destinations, the California desert parks provide significant boosts to local economies. In 2003, visitors to Joshua Tree spent an estimated \$48 million and supported 1,107 jobs. Death Valley's visitors spent an estimated \$40.1 million and supported 1,059 jobs, while visitors to Mojave, the youngest of the California desert parks, spent an estimated \$6.7 million and supported 152 jobs.
- In further recognition of their diverse resources, Death Valley and Joshua Tree were named as parts of the Mojave and Colorado Deserts Biosphere Reserve.
- Visitors to Death Valley can stand 282 feet below sea level at the lowest point in the Western Hemisphere, Badwater Basin, and gaze up at the 11,000-foot summit of Telescope Peak just 15 miles away.
- Plate tectonics, volcanism, erosion, earthquakes, floods, and other natural forces shaped the landscape of the California desert parks. Visitors delight in the parks' diverse geological formations, giant boulders, and sand dunes. Death Valley contains examples of all five types of sand dune structures, and the park is home to California's highest dunes.
- Mojave is home to the world's largest and most dense forest of Joshua trees, slow-growing and uniquely-shaped plants found only in California, Arizona, Nevada, and Utah. In addition, about one-third of the plant species that occur in the California desert parks occur nowhere else in the state.
- Dark night skies, profound natural quiet, and opportunities for solitude draw about 2.5 million visitors to the California desert parks each year.
- Historic resources like trails and old ranches and mines dot the landscape, providing opportunities for visitors from around the world and throughout the United States to learn about the people who came to the desert before them. Teachers use the parks as outdoor classrooms to educate students about a variety of cultural and natural resource topics.
- Prehistoric rock art abounds in the desert parks. At Mojave alone, more than 25,000 individual petroglyphs and pictographs have been recorded at nearly 270 sites.



Detailed maps of Joshua Tree National Park and Mojave National Preserve can be found on page 14. A map of Death Valley National Park can be found on page 30.

the park are the presence of non-native plants (tamarisk and Russian thistle) and animals (burros and wild horses) that compete with natives for precious water and food sources; depletion of the regional groundwater basin, which threatens the survival of the Devils Hole pupfish and other sensitive aquatic life; and air pollution driven by continuing adjacent population growth and development. The very strong potential for development of a nuclear waste depository at Yucca Mountain and the possible development of existing borate mining claims within the park are worrisome concerns for the future of park resources as well.

Overall conditions of the park's known cultural resources rated 71 out of a possible 100,

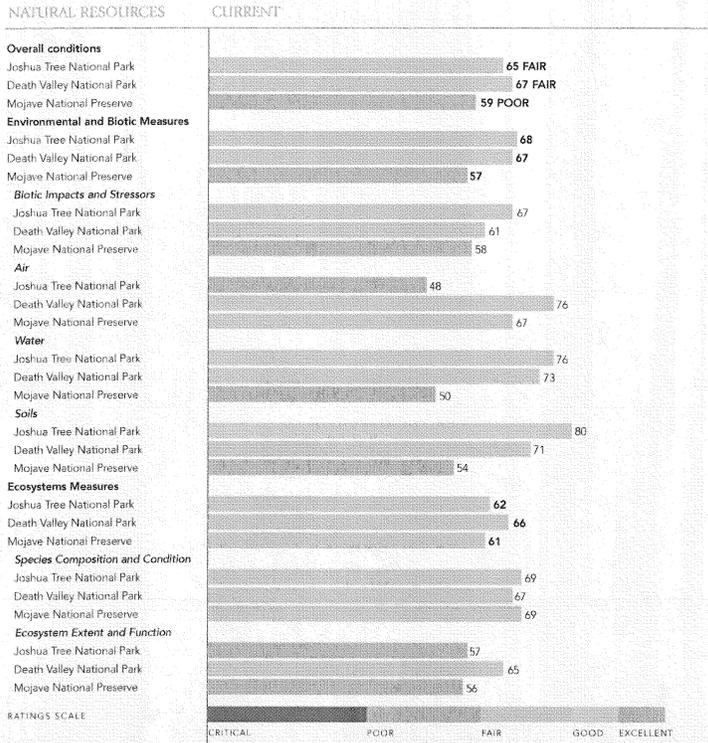
indicating "fair" conditions. This is the third-highest overall score received among the 21 parks that the State of the Parks program has assessed to date. In addition, none of Death Valley's cultural resource categories scored lower than 66 out of 100. Death Valley's score could be higher than the other two parks because its cultural resource program has been in place longer, and it has a rich history that was brought to the public's attention in the 1950s program "Death Valley Days," hosted by Ronald Reagan. Also contributing to its high score, the park has completed an ethnographic overview and assessment and maintains good relationships with members of the Timbisha Shoshone Tribe.

Mojave

Current overall conditions of Mojave's known natural resources rated a "poor" score of 59 out of 100. The loss of critical habitat because of historic grazing and recreational activities (principally, off-road vehicle use) as well as isolation associated with increased transportation corridors and traffic density between Los Angeles and Las Vegas are high-ranking resource protection threats at the preserve. Additionally, non-native species, mining-related releases of hazardous materials, air and light pollution, and continued grazing are prominent concerns for the preserve's natural resources.

Overall conditions of the park's known cultural resources rated 50 out of a possible 100, indicating "poor" conditions. Mojave is a relatively new addition to the National Park System, and is the first national preserve assessed by the State of the Parks program. The fledgling cultural resource program at Mojave has accomplished much planning work and archaeological site documentation in the last three years, but additional staff and resources are needed to further stewardship efforts. For example, the preserve currently lacks staff to care for museum and archival collections and develop relationships with traditionally associated groups of people.

Note: When interpreting the scores for natural resource conditions, recognize that critical information upon which the ratings are based is not always available. This limits data interpretation to some extent. For Joshua Tree, 82 percent of the information requirements associated with the methods were met. For Death Valley and Mojave, respectively, 76 percent and 74 percent of the information requirements associated with the methods were met.



The findings in this report do not necessarily reflect past or current park management. Many factors that affect resource conditions are a result of both human and natural influences over long periods of time, in many cases before a park was established. The intent of the State of the Parks® program is to document the present status of park resources and determine which actions can be taken to protect them into the future.



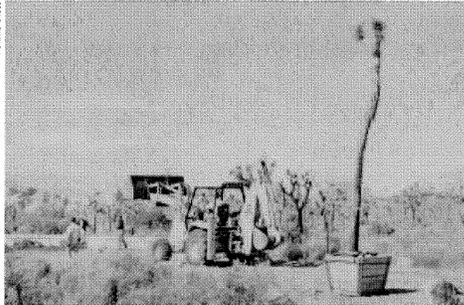
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RESOURCE MANAGEMENT HIGHLIGHTS

Joshua Tree

- Joshua Tree's Center for Arid Lands Restoration is a nursery where more than 50 species of native plants are grown and used to revegetate parts of the park and provide vegetation for Fort Irwin and the Bureau of Land Management.
- Joshua Tree is conducting a traditional use study to help staff understand the importance of the park's rock art to local American Indians.
- The park has completed or is in the process of completing important cultural resource projects, including a historic overview for the lands added in 1994, a Keys Ranch Management Plan, and numerous cyclic maintenance projects on historic structures.

Vegetation moved during roadwork is replanted. Plants from Joshua Tree's Center for Arid Lands Restoration are also used to revegetate parts of the park.



JOSHUA TREE

Death Valley

- Death Valley's wild burro removal program has reduced numbers of this introduced species from 1,500 animals that were present in the smaller, original Death Valley National Monument in 1938, to an estimated 200 animals in the whole national park in 2005. As burros reproduce readily and their populations can grow at annual rates of 25 percent, this is an impressive population reduction. Mojave has implemented a similar program and has removed about 3,500 animals for adoption to date.
- Death Valley has permanently retired three of the grazing allotments that became part of the park with passage of the California Desert Protection Act.
- The park carefully manages Devils Hole, a unique groundwater-filled limestone cavern in the park, in order to preserve the world's entire population of Devils Hole pupfish.

Mojave

- Mojave staff have mapped and completed site records for more than 50 of the park's archaeological sites, and Kelso Depot, once a bustling railroad station, has been rehabilitated and will re-open as a visitor information center in fall 2005.
- Mojave staff have been working to inventory and assess the condition of the preserve's seeps and springs. More than 150 sites have been surveyed so far.
- Mojave staff have been working to permanently retire existing grazing permits within the preserve. When the preserve was established in 1994, cattle grazed on 1.3 million acres; now just 220,000 acres are grazed. The remaining ranching infrastructure will form the basis of the soon-to-be-nominated Rock Springs Land and Cattle Company National Historic District.
- With a new airport that will serve the Las Vegas area planned for Roach Lake near Primm, Nevada, Mojave resources staff have undertaken a program of sound monitoring designed to capture baseline data on the preserve's natural and cultural soundscapes.

Water usage in growing communities surrounding Death Valley taxes limited groundwater supplies critical to regional wildlife.

KEY FINDINGS

Joshua Tree

- The atmospheric deposition of nitrogen at the park from sources in the greater Los Angeles/Long Beach/San Bernardino/Riverside metropolitan areas threatens the ecology of natural lands by contributing to the proliferation of non-native grasses and may be altering the chemistry of soils and waters at the park.
- The proliferation of non-native grasses at the park has resulted in a significant alteration of the natural fire-regime, resulting in increased fire frequency and intensity.
- Major highways surround the park, cutting across natural animal migration routes. The resulting isolation of the park and the animals within may lead to reduced genetic diversity of some wildlife populations such as desert bighorn sheep.
- The proposed Eagle Mountain Landfill, which could be built just outside Joshua

Tree's borders, would receive up to 20,000 tons of trash from Los Angeles each day if approved. This landfill is not compatible with resource protection and wilderness values, and would introduce air, light, and noise pollution while attracting scavengers such as ravens that prey on the threatened desert tortoise and other wildlife.

- The park's limited number of cultural resources staff makes completing important research and resource protection projects difficult. The park is in need of several additional cultural resources staff, including an archaeological technician, curatorial technician, historic preservation specialist, and cultural anthropologist, a position that could be shared with Death Valley and Mojave.
- Only 95 of Joshua Tree's more than 245,000 archival and museum objects are on display, and these are in substandard exhibit space. More and improved exhibit space is needed so that visitors can fully appreciate the park's impressive collection.



Death Valley National Park

- Rapid development in communities surrounding Death Valley results in increased demands on the region's limited water supply and raises concerns about future availability of water for wildlife. Depletion of the carbonate aquifer underlying Death Valley affects the availability of water for the endangered Devils Hole pupfish and other aquatic species. The aquifer also supplies the park's numerous springs and seeps, providing a lifeline for plants and animals. Myriad wells are already approved for withdrawing groundwater

from adjacent lands, and applications continue to be filed.

- All three of the California desert parks, but most notably Death Valley and Mojave, suffer from a lack of baseline data for many resource areas, including waters, soils, and air.
- The presence of 146 inactive patented mining claims within the park casts some uncertainty over the future of lands and associated resources within the park.
- Funds and staff are needed to support a number of cultural resource projects, including: archaeological surveys; historic structure stabilization; identification and nomination of structures to the National Register of Historic Places; museum collection cataloguing; historic structure, furniture, and museum object preservation at Scotty's Castle; and work to preserve mining history at several historic districts. Funds are also needed to repair a leaky roof and update old exhibits at the Furnace Creek Visitor Center.
- A number of non-native species now inhabit the park and compete with native plants and animals for water and food. Chief among these are tamarisk (*Tamarix ramosissima*), Russian thistle (*Salsola tragus*), mosquitofish (*Gambusia affinis*), wild horses (*Equus spp.*), and burros (*Equus asinus*).
- The potential development of a nuclear waste repository at Yucca Mountain, just 50 miles northeast of the park's border with Nevada, could increase adjacent lands development, threaten soundscapes and dark night skies, further deplete groundwater resources, and introduce a myriad of unknown threats associated with proximity to the disposal site itself.

Mojave National Preserve

- The lack of air quality monitoring specific to the preserve compromises the ability of resource managers to understand the nature and extent of air resource degradation.
- The potential for new and/or expanded mining operations associated with outstanding mining claims in and near the preserve represent an un-quantified threat to groundwater, air, and soils resources.
- Mojave would benefit from the services of a term historian to complete historical research to provide park contexts for mining, structures, and cultural landscapes. Mojave also would benefit, as would the other California desert parks, from a shared historic preservation crew to inspect, monitor, and perform preventive maintenance on park structures.
- None of the objects in Mojave's small museum collection have been catalogued, and a management plan is needed.
- The potential development of the Ivanpah airport just north of the preserve represents significant threats to the soundscape, night skies, and air quality at the preserve.
- Funding is needed for specialists to help update the Cultural Landscape Inventory for the Kelso Depot, and the Mojave Road needs to be surveyed for the Cultural Landscape Inventory and nominated for listing on the National Register of Historic Places.



**NATURAL RESOURCES—
BURGEONING REGIONAL
POPULATIONS STRAIN DELICATE
DESERT SYSTEMS**

The assessments rated the overall conditions of natural resources at Joshua Tree, Death Valley, and Mojave as 65, 67, and 59, respectively. These scores indicate that natural resources are in fair condition at Joshua Tree and Death Valley, and that resources are in poor condition at Mojave. Prominent factors influencing the ratings for all three parks are associated with the effects of historic land use and rapidly increasing human populations in southern California.

Habitat fragmentation, air pollution, and increased demands for limited groundwater supplies are key concerns.

**PARK ECOSYSTEMS—DIVERSE DESERT
HABITATS PROVIDE SHELTER FOR
MANY SPECIES**

The impressive biodiversity present in each of the California desert parks is not surprising considering their locations within parts of three of North America's four deserts: the Great Basin, Mojave, and Sonoran. Numerous mountain ranges and elevations from 282 feet below sea level to peaks of more than 11,000 feet also contribute to habitat diversity.

Joshua Tree

Joshua Tree National Park encompasses parts of both the Sonoran (Colorado portion) and the Mojave deserts, resulting in a diverse assemblage of plants and animals. The Sonoran desert is home to the greatest diversity of plants of any desert in the world, and the park boasts more than 700 vascular plant species. In the eastern part of the park, spiny ocotillo (*Fouquieria splendens*) and teddy bear cholla (*Opuntia bigelovii*) cacti characterize the Colorado desert; Joshua trees (*Yucca brevifolia*) and Mojave yucca (*Yucca schottigera*) are at home in the Mojave desert in the western and northern areas of the park.

The interesting and unusual plants of this desert region and the tireless efforts of Minerva Hoyt, the "Apostle of the Cacti," helped win the area federal protection. Hoyt, a Mississippi native who moved to South Pasadena, California, in the late 1890s, fell in love with the desert and worked to acquire federal protection for it. She was especially concerned about the practice of collecting full-grown cacti and other vegetation for use in urban gardens. Hoyt founded the International Deserts Conservation League, and through her advocacy more than 825,000 acres were set aside as Joshua Tree National Monument in 1936.

Some wanted to call the new park "Desert Plants National Park" because of the diversity of plants found there. Instead, it was named after its resident Joshua trees, long-lived and slow-growing plants that are actually members of the lily family. The trees got their name from early Mormon settlers who thought they resembled the biblical figure, Joshua, showing them to their Promised Land.

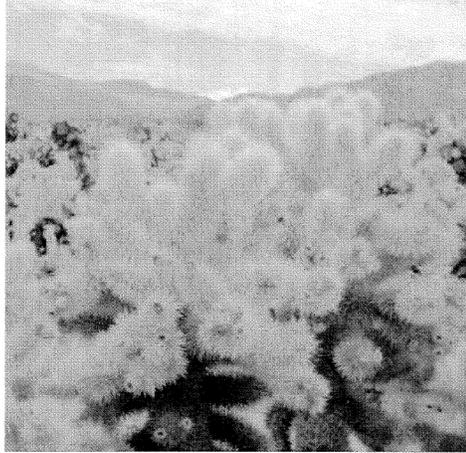
Wildlife are also abundant at Joshua Tree. Birds are treated to the park's resident species as well as a host of migrants—more than 250 species in all. Fifty-two mammal species, including an impressive variety of bats and rodents, make their homes in the park, along with 44 reptile species.

Death Valley

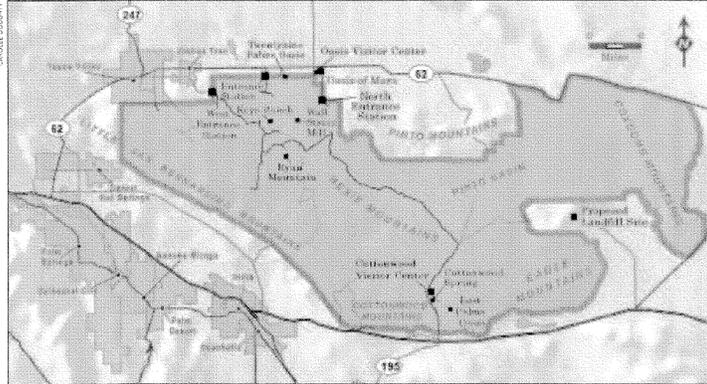
As a result of the park's location in the Mojave Desert, between the Sonoran Desert to the south and the Great Basin Desert to the north, Death Valley is home to a great variety of plants and animals. Elevations spanning 282 feet below sea level up to more than 11,000 feet above sea level also create conditions suitable for a variety of ecological communities. More than 970 plant species are found in Death Valley, and these can be divided among three general vegetation types: scrub, desert woodland, and coniferous forest.

Scrub habitat is extensive at the park's lower elevations. Creosote bush (*Larrea tridentata*), sagebrush (*Artemisia tridentata*), and shadscale (*Atriplex confertifolia*) are key species of this habitat type. At elevations of 7,000 to 9,500 feet are desert woodlands of pinyon pine (*Pinus monophylla*) and juniper (*Juniperus osteosperma*). In narrow bands at the highest elevations in Death Valley, bristlecone pine forests (*Pinus aristata*) and subalpine forests containing limber pine (*Pinus flexilis*) survive through punishing temperature extremes.

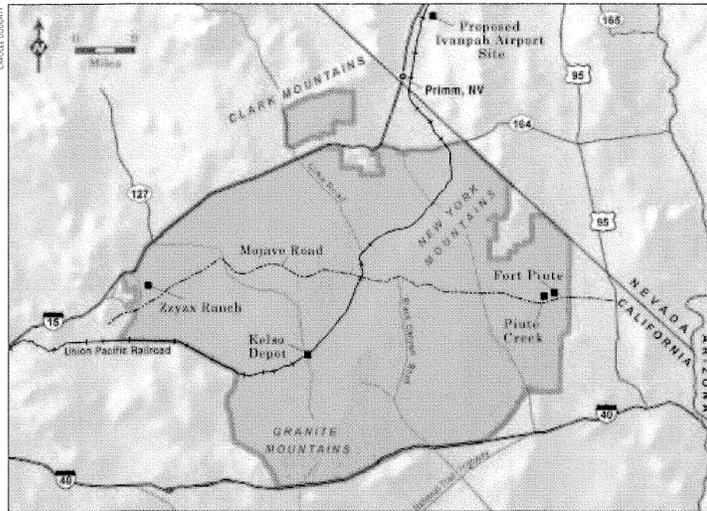
Teddy bear cholla cacti characterize the Colorado desert portion of Joshua Tree. Though they look fuzzy from a distance, the spines of these cacti are painful and difficult to dislodge.



JOSHUA TREE NATIONAL PARK



MOJAVE NATIONAL PRESERVE



Death Valley is home to 51 species of native mammals, nine of which are bats. The park's abandoned mines provide roosting habitat for many of the bats. More than 300 species of birds, 36 species of reptiles, three species of amphibians, and five species and one subspecies of native fish also inhabit the park. One species, the endangered Devils Hole pupfish (*Cyprinodon diabolis*), is found only in the waters of a limestone cavern in the 40-acre Devils Hole satellite unit of the park, located a few miles away in Nevada.

Mojave

Mojave is home to more than 900 plant species, ranging from cacti to ferns to horsetails. Sagebrush, creosote bush, various yucca species, and a variety of spring annuals are common at lower elevations, while three different forest types persist at higher elevations: Joshua tree, pinyon-juniper, and white fir. Pinyon-juniper woodlands are the most common of Mojave's forest types and can be found in the Mid Hills, New York Mountains, and Granite Mountains. The preserve contains the largest and most dense forest of Joshua trees, and relict white fir forests are found in the New York and Clark mountains, where a cooler and wetter climate exists.

Two amphibian, 51 mammal, 38 reptile, and two fish species can be found within the preserve. One of the fish species, the federally endangered Mojave tui chub (*Gila bicolor*

mojavensis), is found only at three locations in the world. In the preserve, the chub is found only in Lake Tuendae. Dams, diversions, and competition with non-native fish decimated Mojave tui chub populations and led to its endangered listing in 1970. In the future, the preserve's protected population could be used to help repopulate former habitat in the Mojave River.

NATIONAL PRESERVE OR NATIONAL PARK: WHAT IS THE DIFFERENCE?

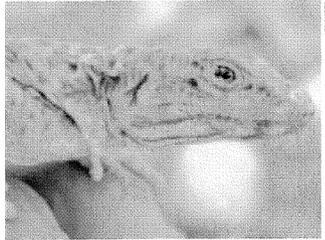
Within the National Park System there are numerous designations that can lead to confusion. For example, there are national parks, national monuments, national historic sites, national preserves, and national recreation areas, to name a few of the various designations. Depending on each unit's designation and establishing legislation, certain activities may or may not be allowed. Hunting, mining, and other consumptive uses are not allowed in national parks, but they may be allowed in national preserves.

At Death Valley National Park and Joshua Tree National Park, hunting is not allowed, but at Mojave National Preserve some hunting is permitted. Mojave's establishing legislation also allows for grazing, mining, and utility rights-of-way. The preserve manages these activities so that resources are protected, and the National Park Foundation has been working to retire existing grazing permits. Apart from these exceptions to normal practices within the National Park System, Mojave National Preserve is managed in the same manner as all other national parks.

SURROUNDING LAND USE—PARK RESOURCES AT RISK

Parks are not islands unto themselves. The developments and activities adjacent to parks often affect them. Not far from the California desert parks are the burgeoning metropolitan areas of Los Angeles and Las Vegas. With popu-

Mojave is home to 38 reptile species, including the leopard lizard.



SOME FORMERLY OPEN LANDS NEAR THE PARK ARE NOW SUBDIVIDED INTO RESIDENTIAL DEVELOPMENTS, AND MORE NEW HOMES ARE BUILT EACH WEEK.

lation growth in these cities come increased transportation corridors that fragment the landscape and disturb wildlife habitat; increased demands for water that stress the arid desert system; increased air pollution that affects ground-level ozone and visibility; increased light pollution that affects night skies; and increased development that mars scenic vistas.

Joshua Tree

Though Joshua Tree is primarily bordered by undeveloped land, much of which is administered by the Bureau of Land Management, nearby are the fast growing cities of the Coachella Valley (including Indio, Palm Desert, Palm Springs, and Desert Hot Springs) on the southwest and towns of the Morongo Basin (Yucca Valley, Joshua Tree, and Twentynine Palms) on the northwest. The park is also within 150 miles of the Los Angeles and San Diego metropolitan areas and, as such, it is within a day's drive of more than 18 million people.

Populations in Riverside and San Bernardino counties, which encompass the park, have increased 32 and 20 percent, respectively, from 1990 to 2000. Some formerly open lands near the park are now subdivided into residential developments, and more new homes are built each week. With growth come concerns about water availability and wildlife habitat fragmentation.

In addition to challenges associated with urban growth, the park faces the possibility of becoming a neighbor to the world's largest landfill. Mine Reclamation Corporation, a subsidiary of Kaiser Ventures (a successor of Kaiser Steel), wants to build a landfill to store 708 million tons of southern California's waste on nearly 4,000 acres of land within one mile of Joshua Tree. The proposed dump would be located on land that was once part of Joshua Tree National Monument. Some of this land was given to Kaiser Steel in 1952 for iron mining, while the remaining portion would be acreage composed of intact desert habitat transferred from the

Bureau of Land Management to Kaiser in the 1990s under a federal land exchange. NPCA and other plaintiffs have challenged this land exchange in court and are currently awaiting the judge's decision. The site is surrounded on three sides by current national parkland, most of which is designated wilderness.

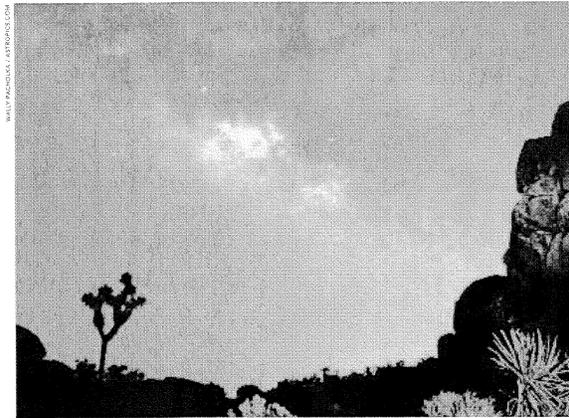
Railroad cars and trucks would deliver 20,000 tons of garbage each day to the site for 117 years, if approved. Garbage would be dumped into canyons and onto hillsides in piles that could rise 700 to 2,200 feet above current ground surfaces. The waste would attract scavengers such as ravens that prey on lizards, snakes, rodents, invertebrates, birds, and desert tortoises. Raven populations have increased up to 1,000 percent in recent decades throughout the California desert; habitat alteration and human-provided food sources such as landfills have facilitated this increase.

Park Service staff, local citizens, and conservation groups believe that the landfill would harm park resources. Air and water quality, as well as the health of federally threatened desert tortoises, are key concerns. They are also concerned that the landfill could pollute precious underground water sources, in addition to contributing to light and noise pollution.

Nearly three-quarters of Joshua Tree's 794,000 acres is designated wilderness, lands that are managed to preserve natural conditions, where humans are visitors who do not remain. Building the nation's largest landfill directly adjacent to Joshua Tree threatens to compromise the values that the park was created to protect.

Death Valley

Though the park is within a three-hour drive of Las Vegas, Death Valley is buffered from nearby metropolitan development by the expansive Nevada Test Site just to its east, the Inyo National Forest to the north and west, and Department of Defense lands to its south. In spite of this relative isolation, nearby mining



Dark night skies treat visitors to spectacular views of the Milky Way, but development near the parks threatens to pollute the skies with light.

development could affect park resources. Canyon Resources has been operating a gold mine in the Panamint Mountains just outside of Death Valley since 1996, and the company would like to open a new mine nearby. The new mine would be located higher in the Panamint Mountains and would be visible from within the park. There are concerns that the new mine and associated development would impinge on bighorn sheep habitat, contaminate groundwater, mar scenic vistas, and affect traditional homelands of the Timbisha Shoshone Tribe.

New regulations passed by the California State Mining and Geology Board that require mining companies to fill in open pit mines once mining is completed could prevent Canyon Resources from opening a new mine in the Panamint Mountains. The cost of filling in the mine could be too great when compared to the profit to be gained by the mine. Although plans for the mine are currently on hold as a result of the new backfill regulations, mining proponents are trying to get the regulations reversed.

Mojave

Mojave National Preserve is located just an hour's drive from Las Vegas, one of this country's fastest-growing cities. The population of Las Vegas has increased 84 percent from 1990 to 2000, and Clark County, which encompasses the city, has grown to nearly 200 times the size it was in the 1930s, thanks largely to the advent of air conditioning.

With population and economic growth come increased visitation and airport traffic. If traffic at Las Vegas's McCarran International Airport increases as projected, the airport will reach its annual passenger capacity of 55 million by 2015. An additional airport has been proposed for the Ivanpah Valley of Nevada, along Interstate 15 and just north of Mojave.

The new airport could increase industrial and commercial development next to the park, as well as noise from air traffic. The park's soundscapes and dark night skies would likely be affected, in addition to visitors' ability to experience solitude. Mojave is currently bor-



dered by interstate highways to the north and south, which compromise wildlife habitat and disrupt wildlife movement. Additional development that would occur surrounding the new airport would exacerbate these issues.

WATER RESOURCES—INCREASING DEMANDS OVERBURDEN LIMITED GROUNDWATER SUPPLIES

Water is a precious commodity in the California desert parks, with annual precipitation varying according to elevation. At Death Valley—the driest location in the United States—annual precipitation averages just 1.84 inches, while Joshua Tree gets about four inches each year. Mojave receives between three and nine inches of precipitation, with higher elevation areas receiving the most. This scant precipitation, in addition to water that flows along underground faults and fissures until it is forced to the surface, supplies the springs, seeps, and streams upon which wildlife and plants depend. Joshua Tree contains 120 known water sources, while Mojave has more than 200, and Death Valley has more than 400. Most of these are simply small springs or seeps where water flow is generally less than five gallons per minute.

Since precipitation levels are low and vary greatly during the year, groundwater is the most consistent supply of water for regional needs. In spite of the critical importance of groundwater, little is known about how much there is and how it is distributed. What is known is that precipitation levels are not sufficient to replenish the amount of groundwater that is demanded by growing human populations in the region. As a result, less and less water is available for wildlife and riparian

Very little surface water is now present at the magnificent Lost Palms Oasis, where more than 110 desert fan palms inhabit the deep canyon, but several freestanding pools of water were once found under the palms.

plants, and staff at Joshua Tree, Death Valley, and Mojave are concerned about what this could mean for park resources.

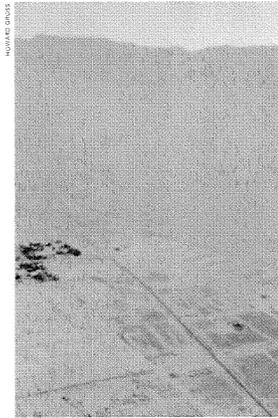
Joshua Tree

Joshua Tree's more than 120 water sources provide a lifeline for Gambel's quail (*Lophortyx gambelii*), coyotes (*Canis latrans*), mule deer (*Odocoileus hemionus*), mountain lions (*Felis concolor*), bighorn sheep (*Ovis Canadensis nelsoni*), and the park's two indigenous amphibians, the red-spotted toad (*Bufo punctatus*) and the California tree frog (*Hyla cadaverina*), whose lifecycles begin in water. Bighorn sheep must drink water about every three days in the summer months, so their populations tend to concentrate during these hot months near perennial water sources.

Park staff have noticed declining trends in the number and levels of many of Joshua Tree's natural surface waters. A recent study suggests that groundwater levels have been dropping by an average of one foot per year for at least the past 30 years. For example, although very little surface water is now present at the magnificent Lost Palms Oasis, where more than 110 desert fan palms inhabit the deep canyon, several free-standing pools of water were once found under the palms. Also, at nearby Cottonwood Spring, flow was as high as 3,000 gallons per day at the turn of the 20th century, but decreased to just a few gallons per day prior to the 1971 San Fernando earthquake. Presently, flow at the spring is somewhat improved, and can be as high as 30 gallons per hour.

Declining surface water in the park likely explains the relatively recent loss of several populations of the California tree frog. Joshua Tree used to be home to seven populations of the tree frog, but today only three populations remain.

It is not only the loss of surface water that is of concern, but also the compromised quality of the waters at springs and seeps that may pose a threat to dependent species. Joshua Tree staff have reported algae growing at many springs,



indicating an influx of nutrients. This process of nutrient influx and enhanced plant growth is called eutrophication. Waste eliminated by animals drinking at the springs could be part of the source of additional nutrients, although focused studies have not been done. Atmospheric deposition of nitrogen might also be responsible for increased algal growth. The park is just over the San Bernardino Mountains from and immediately adjacent to California's South Coast Air Basin, which includes the greater Los Angeles/Long Beach/Riverside/San Bernardino metropolitan areas, where more than 900 tons of nitrogen oxides are released into the air per day from mobile sources alone.

Abundant algal and plant growth can lead to lowered dissolved oxygen, a condition detrimental to aquatic life. In 2001, the Park Service Water Resources Division reported that 68 percent of the dissolved oxygen measurements cited for 17 spring stations in Joshua Tree from 1985 through 1997 failed to meet the Environmental Protection Agency criterion for

Water usage in growing communities surrounding Death Valley taxes limited groundwater supplies critical to regional wildlife.

FAN PALM OASES PROVIDE SHELTER FOR WILDLIFE AND HUMANS ALIKE



The sun and heat are intense at Joshua Tree, particularly during the summer months. Water and shade are hard to come by, making the park's fan palm oases popular areas for both humans and wildlife. The oases are conspicuous and welcome indicators of perennial water from belowground sources as the desert fan palm (*Washingtonia filifera*), also known as the California fan palm, requires a constant supply for growth. Only 158 desert fan palm oases exist in North America, and five are found in Joshua Tree.

At the oases, wildlife drink the water and use the palms and other vegetation for food and shelter. Human use of the oases probably dates back thousands of years up to historic times. American Indians ate palm fruit, built shelters with the fronds, and made clothing with the fibers. Early homesteaders camped at the oases, and ranchers sometimes used them as watering holes for their cattle.

the protection of freshwater aquatic life. Shrinking water quantity will likely compound the problem.

The park's water quality has not been monitored continuously or consistently over the years, and the park does not have an established monitoring program or plan. Although Joshua Tree does have water quality testing equipment, no personnel are available to routinely sample and test park surface or ground waters. Overall, the park water budget, groundwater flows, directions, and water quality are poorly understood.

One area of heightened awareness is the Pinto Basin groundwater aquifer. The Pinto Basin is home to the largest groundwater aquifer within the park's boundary. The water within the basin was exploited for years by mining activities related to the Kaiser Steel Corporation. Future development in the basin to the east of the park boundary (Chuckwalla Basin) would affect the groundwater level in the Pinto Basin.

Park staff recognize that it is essential for the future management and protection of the park's precious freshwater sources and dependent species that a comprehensive hydrologic budget and baseline water quality program be formulated and implemented, and they are attempting to secure funds to proceed with water quality research.

Death Valley

Death Valley is the ultimate discharge area of groundwater derived from mountain regions that encompass a 15,800-square-mile area to the east and northeast of the park. This groundwater is virtually the only source of water in the region.

The park's wildlife, which includes endemic and federally listed species, depends on groundwater discharged at springs and seeps for survival. The best-known water-dependent species is the endangered Devils Hole pupfish (*Cymmodon diabolis*), found only in a limestone cavern in the 40-acre Devils Hole unit of the

park. Park staff monitor water levels at Devils Hole to make sure that there is enough water to sustain the endangered pupfish, but increasing population growth is straining the region's limited water supply.

Industries also use significant amounts of water. Activities at a nuclear weapons test site in Nevada require about 1,000 acre-feet of water each year, and a planned radioactive waste depository at Yucca Mountain will require additional water for site needs and nearby bedroom communities for an expanding workforce. As more and more demands are made on the Death Valley groundwater system—which is already over-appropriated according to existing data—flows to the park and dependent wildlife will decrease. In addition to stresses from increased demand, Death Valley's groundwater flow system faces concerns about potential contamination from the proposed Yucca Mountain storage facility, which will house some of the nation's high-level radioactive waste.

Mojave

Mojave contains more than 200 seeps and springs, several ephemeral streams, and at least one perennial stream, Piute Creek. These water sources, which are fed largely by groundwater, are critical to the survival of desert wildlife and vegetation.

Ranchers and miners who settled the region also needed reliable water sources for themselves, their livestock, and their pack animals. They altered many of the region's natural water sources during the past century by drilling wells and constructing retention dams, pipelines, and troughs. Wildlife use some of these enhanced water sources, but many scientists believe man-made watering structures do not belong in the preserve. Guzzlers, water catchments that capture rainwater or pump groundwater, are under particular scrutiny.

Mojave has 139 guzzlers that were constructed mainly to supply water to hunted wildlife species. Six are large game guzzlers designed to

serve bighorn sheep, while the remaining 133 guzzlers were built for smaller wildlife, including upland birds. Many wildlife managers, scientists, and conservationists oppose installation of new guzzlers, and also favor removal of artificial waters associated with livestock operations as grazing allotments are retired. They feel these water structures are not needed, pointing to the recovery of wildlife habitat, revitalization of natural springs, and increased deer harvest as grazing allotments are retired and wild burro numbers are reduced. The unnatural water sources attract non-naive bees and subsidize predators such as ravens that prey on the threatened desert tortoise and other wildlife. The guzzlers also represent a direct threat to tortoises that can become trapped in them. A recent study found tortoise remains in 27 percent of guzzlers located in tortoise habitat. Many of Mojave's guzzlers are in a state of disrepair and not used by wildlife, but hunters oppose their removal fearing wildlife populations will suffer.

Non-native tamarisk and burros threaten both water quality and quantity at Mojave. Tamarisk taps into deep groundwater supplies and competes with native vegetation for available water. It provides little value to wildlife and is difficult to eradicate.

Burros were brought to the region by miners who used them as pack animals. Wild burros that roam the park today drink more water than native wildlife such as bighorn sheep, contaminate water sources with excrement, and over browse native vegetation. The park has mounted an intensive burro removal program that has taken more than 3,800 animals out of the park, but burros still inhabit adjacent land and can move back into the park. Mojave is continuing removal efforts and has hired a park wrangler to manage the program. A fence that will completely surround the preserve will prevent burros from moving into Mojave, and is scheduled for installation starting in fiscal year 2008, with advance compliance work beginning in fiscal year 2006.

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**AIR QUALITY—ADDITIONAL MONITORING
NEEDED**

Not far from the California desert parks are the major metropolitan areas of the Los Angeles Basin (Los Angeles, San Bernardino, and Riverside) and California's Central Valley (Bakersfield and Fresno), regions with some of the worst air quality in the nation. Air quality in Joshua Tree, Death Valley, and Mojave is largely a function of proximity to these metropolitan areas, prevailing wind direction, and mountain range configurations that serve as barriers in some cases, or funnels in others, between the parks and these highly urbanized regions.

Monitoring air quality in these parks is challenging. Current funding levels are insufficient to adequately monitor air quality in large parks such as Death Valley, and in some years funding is nonexistent for air quality monitoring. As a result, there are large gaps in data that make deciphering trends difficult. To capture a complete picture of air quality at Joshua Tree, Death Valley, and Mojave, additional monitoring stations are needed, and data must be collected consistently through time.

Joshua Tree

Joshua Tree has the worst air quality of the California desert parks, and it has some of the worst air quality of any park in the National Park System. This park is located next to the California's South Coast Air Basin, and prevailing westerly winds funnel pollution from the greater Los Angeles/Long Beach/Riverside/San Bernardino areas directly to the park. A 2002 report by the American Lung Association named San Bernardino County as the smoggiest in the nation, closely followed by Riverside; Joshua Tree straddles these two counties.

Ozone pollution that occurs when nitrogen oxides react with sunlight and volatile organic compounds in the atmosphere is Joshua Tree's largest air quality concern. Although ozone blocks harmful ultraviolet radiation in the upper atmosphere, when it forms at ground

level it acts as a corrosive compound that damages sensitive vegetation and rock art and threatens human health. The park is home to a number of ozone-sensitive plants and lichen species, including Nevada catseye (*Cryptantha nevadensis*), Parish's goldenpoppy (*Eschscholzia parishii*), smooth desert dandelion (*Mulucothrix glabra*), whitestem blazingstar (*Montezelia albicaulis*), chuckwalla combseed (*Pectocarya heterocarpa*), skunkbush sumac (*Rhus trilobata* var. *amispophylla*), and blue elder (*Sambucus mexicana*). Studies are needed to determine the extent to which elevated ozone levels are affecting sensitive plants.

Ozone is also a major ingredient in visibility-obscuring haze. Joshua Tree has some of the worst ozone pollution of any of the 42 monitored national parks, and levels regularly exceed Environmental Protection Agency standards. Scenic vistas are blurred by ozone and particulates from human and natural sources. On clear days, visitors can see 100 miles, while on the worst hazy days, visibility can decrease to just 17 miles.

Nitrogen oxide emissions from motor vehicles and industrial sources are also of concern. More than 1,000 tons of nitrogen oxides (NOx) are released each day from primarily mobile (motor vehicles) and to a much lesser extent stationary (fuel combustion, industrial processes) sources in the South Coast Air Basin, which encompasses much of the urban area west of the park. In addition to contributing to the formation of ground-level ozone, nitrogen compounds add to particulate pollution that affects visibility, and nitrogen deposited on the landscape can alter soil and water chemistry, affect nutrient dynamics, and potentially lead to changes in plant composition. Nitrogen deposition and concentration of atmospheric nitrogen compounds at Joshua Tree are the highest of any western national park.

Joshua Tree's vegetation is adapted to generally nitrogen-limited soils, and an influx of nitrogen may be favoring non-native plants such as red brome (*Bromus rubens*) and cheat-

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MICHAEL GRISAK



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grass (*Bromus tectorum*) that are now well established in the park. To find out how nitrogen deposition affects native and non-native plants in the park, Joshua Tree is partnering with researchers from the University of California and the Forest Service, and studies are now under way.

Death Valley

Death Valley's relative remoteness from population centers, coupled with the shielding effects of the tall Sierra Nevada mountain range to its west, likely serve to partly insulate the park from the major pollution sources affecting Joshua Tree. As a result, air quality is much better than at Joshua Tree, though it is still affected by pollution sources such as nearby commercial and military facilities.

Monitoring sites at Cow Creek near the center of the park collect visibility, particulate, dry and wet nitrogen and sulfur deposition, ozone, and meteorological data. Death Valley consistently falls within national ambient air quality

standards for ozone, although the park ranks as the 16th worst among the 42 Park Service stations actively monitoring ozone. Average maximum ozone levels at Death Valley were about double the levels reported at Olympic National Park, the park with the lowest reported ozone levels within the Park Service's network.

In 2002, visibility at Death Valley ranged from an average of 44 miles on the worst days to 157 miles on the best days. Nitrogen and sulfur deposition are also considerably lower than levels measured for Joshua Tree.

Death Valley would benefit from air quality monitoring stations at other locations in the park. A single location is not sufficient to capture the full picture of air quality in a nearly 3.4-million-acre park with the elevation extremes and complex topography found at Death Valley.

Mojave

There are no air quality monitoring stations at Mojave. Data collected at regional monitoring stations indicate that ozone and particulate

matter levels at the park exceed national ambient air quality standards, resulting in the park being classified by the Environmental Protection Agency as a non-attainment area for these pollutants. However, data used to extrapolate air quality at Mojave is collected at monitoring stations miles from the park, principally from the stations located at Joshua Tree and Death Valley, and this data may not provide an accurate assessment of the park's actual air quality. To establish a complete and accurate picture of air quality at Mojave, the park needs several monitoring stations to collect data on ozone, visibility, and nitrogen deposition.

NON-NATIVE SPECIES--BOTH PLANTS AND ANIMALS POSE CHALLENGES

Non-native plants and animals are of concern to land managers throughout the country, especially when those species disrupt relationships among native species and alter natural ecosystems and communities. In the California desert parks, non-native invasive plants are widespread, competing with native species for nutrients and water, changing vegetation community composition, and altering the area's fire regime. Annual grasses, tamarisk, and Russian thistle are of primary concern. Non-native animals such as burros and chukars compete with native wildlife.

Although the California desert parks are actively working to combat the establishment and proliferation of non-native plants, they do

not have sufficient funds to implement comprehensive non-native plant management programs or conduct park-wide surveys to determine distribution of non-native plants. The parks largely rely on casual observations by volunteers and employees to locate non-natives, and project funds, when available, are used to support the people and supplies needed to deal with them. Non-native animal control programs exist at Death Valley and Mojave, though it can take years to remove non-natives from the parks. In addition, some species, such as burros, can enter and repopulate the park from adjacent public lands where they are not controlled as rigorously.

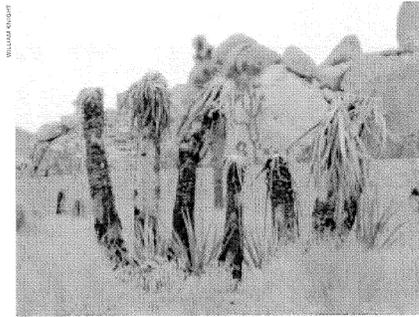
Joshua Tree

Cheatgrass and red brome carpet the desert floor throughout much of Joshua Tree, filling the spaces between Joshua trees, creosote bushes, cholla cactus, and other native plants. These grasses do not provide good forage for animals, and they promote fire where it might not otherwise occur.

Fires are thought to occur infrequently in the Mojave and Sonoran deserts. Wide spaces between shrubs and grasses historically prevented fires from spreading, limiting burns to small areas. When non-native grasses fill the spaces between native plants, fires are able to spread more readily. These grasses also provide a more continuous source of fuel, in part, because they stay upright and rooted after they die.

Because the Mojave and Sonoran desert systems evolved in the absence of frequent fires, much of the native wildlife and vegetation such as the desert tortoise and relict populations of Rocky Mountain white fir (*Abies concolor concolor*) from the late Pleistocene period cannot survive them. Slow-growing, long-lived Joshua trees are particularly susceptible to fires. These trees can live for hundreds of years, and because they may grow only one inch per year, it takes decades or more to replace those lost in fires. In 1999, Joshua Tree National Park suffered its

Non-native grasses allow fires to spread, damaging native plants.



DESERT TORTOISE

California's state reptile, the desert tortoise, needs help. This long-lived, icon species—tortoises can live 50 to 100 years—is found in the Mojave and Sonoran deserts of California, Nevada, Arizona, Utah, and parts of Mexico. Because of severe population declines, the Mojave population of tortoises (those living north and west of the Colorado River) was listed as federally threatened in 1990. Habitat destruction and fragmentation resulting from urbanization, agricultural development, livestock grazing, mining, and roads are blamed for their decline. Illegal collecting for food or pets, off-highway vehicle use that crushes animals and their burrows and compacts soil, increasing raven populations that prey on young tortoises, and upper respiratory tract disease are also problems.

With human populations in southeastern California counties growing at record speeds, threats to desert tortoises and their habitat are increasing. As more and more tortoise habitat is developed or otherwise affected by urban growth, protected areas such as Joshua Tree, Death Valley, and Mojave become even more important for the continued survival of the species.

In 1994, the U.S. Fish and Wildlife Service published a recovery plan for the Mojave population of desert tortoises. Joshua Tree was designated as a Desert Wildlife Management Area—a place where tortoises and their habitat are highly protected from all threats. About half of Mojave has also been designated as critical tortoise habitat.

Though Joshua Tree has participated in sampling studies, maintains a permanent study plot in the Pinto Basin, and has done some research on home ranges and burrow use, staff do not know how many tortoises live in the park. Determining population size and monitoring any changes over time



would help park staff better understand the health of Joshua Tree's tortoises. Similar work is needed at Mojave as well.

Mojave's General Management Plan outlines a number of tortoise protection measures the park is taking or will take to ensure the tortoise's survival. For example, off-road driving that can crush tortoises and their burrows is not allowed in the preserve, and raven-proof trash containers are being installed throughout Mojave. The preserve is also participating in an interagency effort to conduct line distance sampling and establish permanent study plots.

Although Death Valley is not included in the tortoise recovery area or plan, the park conducts tortoise surveys in areas of potential development or roadwork, and enforces tortoise education, slower driving speeds, and other restrictions in areas of known tortoise habitat.

LOWE PHOTO

SINCE LIVE-
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IN 1997, MORE
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largest fire on record—14,000 acres of Joshua trees, junipers, black brush, and pinyon pines burned. Non-native grasses quickly recolonize burned areas because many native plants are slow to recover, perpetuating the cycle of increased fire frequency.

Cheatgrass has become a major problem in the western United States since its introduction in the late 1800s, spreading to an estimated 98.84 million acres. Once cheatgrass is widely established, it is very difficult to control. Some researchers believe that large infestations are impossible to eradicate. A complicating factor is the deposition of artificially high levels of nitrogen, caused in part by automobile exhaust, which tends to favor the growth and proliferation of non-natives over natives.

Joshua Tree National Park has had success controlling other non-native species such as tamarisk (*Tamarix spp.*), which is a major problem along waterways throughout the West. Tamarisk promotes high intensity crown fires that can significantly harm native plants and soils. Extensive tamarisk surveys and treatments were conducted throughout the park in 1998, but sites need to be revisited and retreated to ensure tamarisk does not return. However, the park has not received any additional project funds for non-native plant control.

Death Valley

Tamarisk is a problem in riparian areas at Death Valley, and Russian thistle is common in disturbed areas throughout the park. Annual grasses and hornwort (*Ceratophyllum demersum*), an invasive aquatic plant, are also of concern. Park staff have been working to remove hornwort from Saratoga Springs, but funds are limited.

Prospectors first brought burros to the region more than a century ago to carry their supplies. Well adapted to the climate, many burros were turned loose after the mining work was finished. Burros are voracious and eat most anything, often picking an area clean of all but the

woodiest of shrubs. They can devour vegetation vital to the desert tortoise and other wildlife, and they are known to contaminate water sources with their waste. Burros live up to 40 years and can increase their numbers by as much as 25 percent each year, making control efforts a challenge.

Staff at Death Valley have been working to remove all burros from the park. Most animals are captured and then transferred to the Bureau of Land Management or private burro advocacy groups for placement and adoption. The park has successfully removed hundreds of burros in recent years, but animals living on adjacent lands can repopulate parklands. When funding is made available, the Park Service will work with other land management agencies to conduct feasibility studies for boundary fences in some areas to discourage this movement of burros.

The chukar (*Alectoris chukar*), a bird native to India, was first brought to California in 1932. It was popular with hunters, and during the next two decades, about 52,000 birds were released by the California Department of Fish and Game. The birds are now abundant in every valley and mountain range in Death Valley National Park. The park does not have any information on how chukars affect native wildlife and does not have the staff to manage chukar populations. Death Valley currently has just one wildlife technician but plans to hire a natural resources specialist.

Mojave

Mojave staff have identified 60 non-native plants within the preserve, with tamarisk, Saharan mustard (*Brassica tournefortii*), Russian thistle, and annual grasses being the most problematic. Issues associated with these invaders are similar to those described for Joshua Tree and Death Valley.

Mojave also has wild burro and chukar populations. The park has implemented a burro removal program similar to the one at Death Valley. Since live-trapping began in 1997, more

than 3,800 animals have been removed from the park and transferred to placement programs and animal protection groups. Funds are needed to continue removal efforts and construct fences along parts of the preserve's border to prevent other burros from entering Mojave.

Chukars, which compete with native quail, have been spotted throughout Mojave. The park hopes to reduce chukar populations by increasing the number of birds that hunters can take.

HISTORIC LAND USE—RESTORING THE BALANCE

Although humans have lived in the California desert region for thousands of years, Euro-American settlement of the region did not begin in earnest until the last half of the 19th century. Ranchers and miners claimed lands and began to graze cattle and search for minerals, including gold. While most grazing and mining has been discontinued within Joshua Tree, Death Valley, and Mojave, evidence of these activities remains.

Hundreds of abandoned mines are scattered throughout the three parks. Homesteads, mills, and other structures are valued for their ability to teach today's visitors about the region's past, but several hundred old mines pose safety risks to visitors. Deep shafts and other mine entrances are often unstable, and hazardous waste from mineral extraction is present at many sites. Park staff are working to make the abandoned mines safe for visitors and wildlife. Plugging deep shafts with foam or installing gates protects visitors and leaves the mines accessible to wildlife like bats and owls that roost within them.

Even though the California desert parks are part of the National Park System, there are still existing grazing rights and numerous mining claims in parts of these parks. For example, in Death Valley there are about 146 patented mining claims, and grazing occurs in the Hunter Mountain allotment within the park. In Mojave, there are about 500 mining claims (patented and unpatented). Cattle grazing in Mojave has

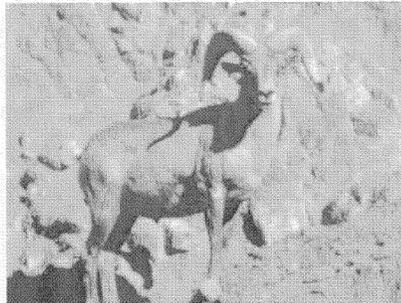
DESERT BIGHORN SHEEP

Desert bighorn sheep (*Ovis canadensis nelsoni*) are one of the California desert parks' few large mammal species. These majestic and shy creatures are able to survive in this arid landscape, in part, because they possess nine-stage digestive systems that allow them to extract a maximum of nutrients from marginal vegetation.

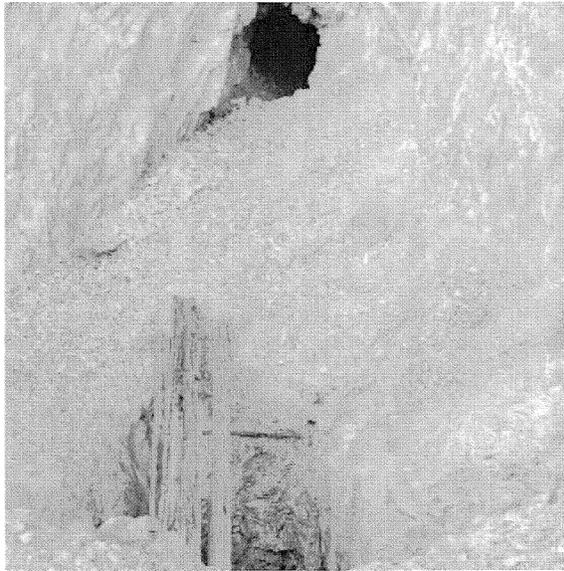
Once extensive settlement of the West began in the 19th century, desert bighorn sheep populations were decimated through excessive hunting, introduced diseases, competition with non-native animals, and habitat loss. Today's desert bighorn sheep populations are just 10 percent of what they once were.

Bighorn sheep live in all three of the California desert parks. About 250 reside in Joshua Tree, between 500 and 1,000 live in Death Valley, and between 700 and 1,000 are thought to live in Mojave. Because these animals prefer areas that are isolated from human activities, increasing urban development limits the amount of suitable bighorn habitat. Transportation corridors that accompany development impede bighorn migration, isolating populations and reducing populations' genetic diversity. Desert bighorn sheep also must continue to contend with diseases introduced by livestock; non-native plants that make poor forage; non-native animals such as burros that compete for resources; poaching; and declining water levels at springs.

In 1988, the State of California authorized bighorn sheep hunting for the first time in 114 years. Limited hunting is allowed in Mojave National Preserve with between four and nine permits issued on a lottery basis. An additional permit is sold at auction, often for more than \$150,000.



Hundreds of abandoned mines are scattered throughout the California desert parks, and many pose hazards for visitors. Park staff are working to make them safe for visitors and wildlife by plugging deep shafts with foam or installing gates.



HOWARD BRON

been reduced from 1.3 million grazed acres to 220,000 grazed acres, as ranchers sold their allotments to intermediaries, who retired and donated them to the park.

R.S. 2477—ANTIQUATED LAW THREATENS PARKS

San Bernardino County has asserted claim to more than 2,300 miles of rights-of-way in the Mojave National Preserve using an antiquated 19th century mining law known as R.S. 2477. Several years ago, the county also asserted a claim on 4.5 miles of road at the Rainbow Talc Mine in Death Valley, located in designated wilderness. That claim was dropped when the

mine was purchased, and no other claims have been filed. Most of Joshua Tree lies within Riverside County, which has filed no claims.

Many of these routes are located along wash bottoms, abandoned dirt roads, and old cow paths. If San Bernardino County were to secure these rights-of-way and maintain them as roads, it would degrade wildlife habitat, fragment the world's largest Joshua tree forest, cause further spreading of non-native species, and lead to increased resource damage. Lack of resolution regarding these claims has cast a shadow of uncertainty on many Mojave resource decisions, including those affecting wilderness and road management.

**CULTURAL RESOURCES—
VALUABLE PREHISTORIC AND
HISTORIC TREASURES AT RISK**

State of the Parks researchers assessed and assigned scores to cultural resource conditions at Joshua Tree, Death Valley, and Mojave. Categories included history, ethnography (peoples and cultures), historic structures, archaeology, and archive and museum collections. The scores for cultural resources are based on the results of indicator questions that reflect the National Park Service's own Cultural Resource Management Guideline and other policies related to cultural and historical resources.

The assessments rated the overall conditions of cultural resources at Joshua Tree, Death Valley, and Mojave as 58, 71, and 50, respectively. These scores indicate that cultural resources are in fair condition at Death Valley, and that resources are in poor condition at Joshua Tree and Mojave. Prominent factors influencing the ratings are funding and staffing shortfalls that limit cultural resource protection activities.

**HISTORY-RICH REGIONAL HISTORY
MERITS ADDITIONAL RESEARCH**

The California desert region has a rich human history that dates back to prehistoric peoples who occupied the region when the climate was much more moist, all the way up to the historic period when miners staked claims and ranchers raised livestock. An understanding of these people and the times in which they lived is important to help enrich visitors' experiences and guide management decisions.

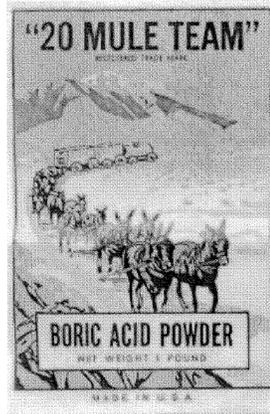
A comprehensive understanding of the history at these parks is limited because none of the parks have full-time staff historians to devote time to conducting research. Instead, regional Park Service historians and consultants are hired on a project-by-project basis when funds are available.

Joshua Tree

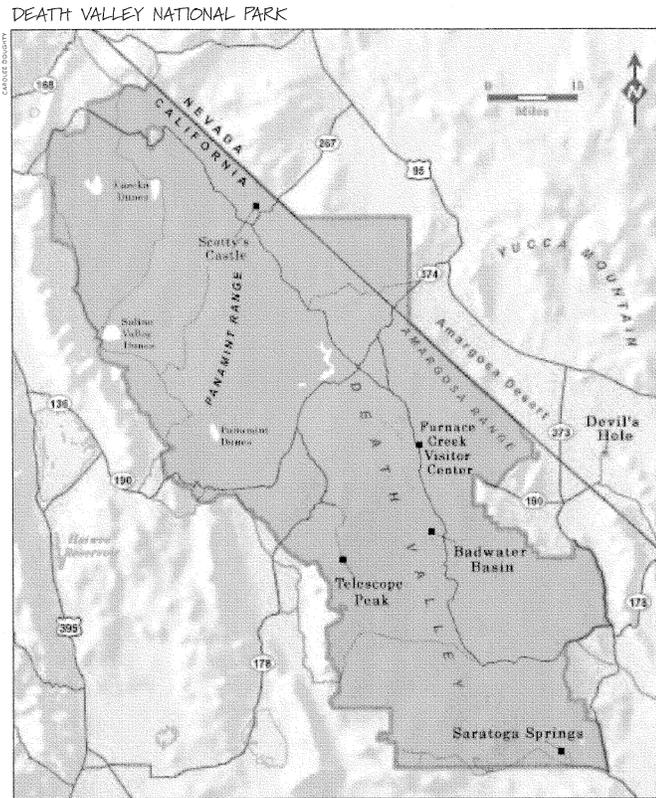
Funding has been secured and work is under way to complete a historic resources study for the lands added in 1994 under the California Desert Protection Act through cooperation with the University of Nevada, Reno. Joshua Tree needs additional funding to inventory and research homesteads, roads, and trail systems and to complete an administrative history. Nearly all of the park's administrative records are cataloged, which will simplify the administrative history research process.

Death Valley

State of the Parks staff did not formally assess the condition of Death Valley's history. However, it is known that much research has been compiled on topics such as mining and Scotty's Castle, and that new research that covers topics such as roads, trails, exploration, and park development was recently commenced. At Scotty's Castle, historic structure reports, a historic resource study, and a



The mining history of Death Valley includes the extraction of borate, which had to be transported by 20-mule teams over the Panamint Mountains to the nearest railroad 165 miles away. These hardy animals pulled wagon trains that weighed more than 30 tons.



cultural landscape report are under way. An administrative history of the park will be concluded in 2005. The park does not have a historian on staff, but has access to a historian from the regional Park Service office when funds allow.

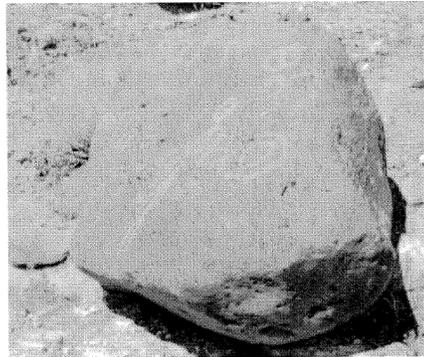
Mojave

Completed or ongoing historical research at Mojave includes a transportation study, town site study, historic resource studies on the region's ranching history, and a railroad history that is part of a historic structure report on the Kelso Depot. The preserve also has an administrative history that was completed in March 2003, and an overview of the preserve's mining history will commence in 2005. Regional Park Service historians and consultants complete most of this research.

Local citizens hold a wealth of information on the region's history. Productive collaboration with these people benefits the preserve and strengthens ties with the local community. Additional historical research would help park staff understand Mojave's historic context and help them develop more interpretive tools to teach visitors about the preserve's history. Mining, military, and historic landscape studies would contribute to evaluations of historic and cultural resources for inclusion in the National Register of Historic Places.

ETHNOGRAPHY (PEOPLES AND CULTURES)—CULTURAL ANTHROPOLOGIST NEEDED TO EXPAND PROGRAMS

Long before the creation of Joshua Tree National Park, Death Valley National Park, and Mojave National Preserve a variety of American Indian groups made homes in the region. Today park managers are responsible for protecting the places and objects within the parks' borders that are important to these traditionally associated groups.



The American Indian tribal groups that have known traditional affiliations with these parks' resources are the Cahuilla, Mojave, Serrano, Chemeheuvi, Colorado River, Fort Mojave, Jimbisha Shoshone, and Southern Piute Indian tribes. Each group may have sacred sites or other resources within the parks that are important to their heritage and traditions that need to be preserved.

Ethnographic research, relationship building, site identification, and monitoring are needed at each of the California desert parks to ensure that ethnographic resources are being protected. However, these activities are severely underfunded, making it difficult for park staff to develop comprehensive and successful ethnography programs. A cultural anthropologist to serve Mojave, Death Valley, and Joshua Tree would help these parks form relationships with traditionally associated groups, help staff care for important resources, and help visitors gain a deeper understanding of the region's history. Joshua Tree's 1995 General Management Plan called for a cultural anthropologist to be hired, but this has not been done.

Prehistoric rock art abounds in the desert parks. At Mojave alone, more than 25,000 individual petroglyphs and pictographs have been recorded at nearly 270 sites.

DEATH VALLEY
IS THE ONLY
CALIFORNIA
DESERT PARK
THAT HAS CON-
DUCTED AN
ETHNOGRAPHIC
OVERVIEW AND
ASSESSMENT.

Joshua Tree

Because of staff and funding shortages, the park has been unable to implement a comprehensive ethnography program. However, some work has been done to facilitate relationships between the park and associated peoples. For example, the park recently completed an ethnobotanical study and a literature review and background study of traditionally associated cultures of the Joshua Tree region. A traditional cultural property study and ethnozoology study are needed to follow through with this initial research, but funds have not been secured.

Joshua Tree's superintendent and a Park Service regional anthropologist currently manage all communication with traditionally associated groups, but the superintendent has many other responsibilities and the regional anthropologist is based hundreds of miles away in Seattle. In spite of these challenges, the superintendent, cultural resources manager, and regional anthropologist have made efforts to develop the park's ethnography program. They all attended the first annual Sacred Lands conference in May 2004. This conference brought together regional tribes and land managers in an effort to open up regular communication among these groups. In addition, the superintendent works with local tribal groups to resolve concerns when issues arise, and the cultural resources manager and the regional anthropologist are assisting with a contracted traditional use study concerning the park's rock art.

Death Valley

Death Valley is the only California desert park that has conducted an ethnographic overview and assessment. It was completed in 1995. The park also has a 1987 inventory of ethnographic resources that includes maps and site locations. More recently, staff conducted surveys of specific sites in the park, including Indian Camp, the Grapevine housing area, and Mesquite Spring Campground near Scotty's Castle. There are plans in place to inventory, evaluate, and enter

five sites in the Park Service's ethnographic database by the end of 2005 if staff are available.

The park enjoys a good relationship with the Timbisha Shoshone Tribe, many of whose members live within the park's boundaries. Park staff and tribal members meet on a quarterly basis to discuss cultural resources protection and other issues of mutual interest. The tribe plans to develop a cultural center, a project with which the park is eager to assist. Death Valley staff are also interested in supporting the development of ethnographic oral and life histories. Some have been completed already and are under the jurisdiction of the Timbisha Shoshone Tribe.

Mojave

Preserve staff have identified several groups that are traditionally associated with Mojave, including the Mojave and Chemehuevi tribes, as well as the Colorado River Indian Peoples and the Southern Piutes. Mojave staff have worked to develop a good relationship with the Mojave and Chemehuevi tribes, but have communicated less with the Southern Piute and Colorado River Indian peoples.

Ideally, each park unit in the National Park System should have the capacity to meet regularly with associated peoples to develop long-term relationships and collaborations upon which rich interpretation could be built. This happens at Olympic National Park near Seattle, Washington, but few other parks have adequate funds to hire cultural anthropologists to develop and nurture such relationships. Because of funding and staffing limitations, Mojave National Preserve currently is not able to fulfill all Park Service ethnographic standards. But Mojave will initiate a Native American Graves and Repatriation Act (NAGPRA) Cultural Affiliation Study in 2005 through a contract with a local ethnographer that will guide specifically how the preserve will handle inadvertent discoveries of human remains and associated grave goods and ritual items.



CULTURAL LANDSCAPES—FUNDS NEEDED TO SUPPORT ADDITIONAL DOCUMENTATION AND PRESERVATION
The people who lived in the California desert region learned how to sustain themselves with the resources that the desert provided. The Serrano, Chemehuevi, Cahuilla, and Mojave people collected pinyon nuts, cactus fruits, and mesquite pods to provide nourishment, palm fronds were used for shelter, and plant fibers could be woven into baskets. Ranchers built dams and impoundments to catch precious water to sustain their livestock, and miners dug deep into the earth to extract gold, iron, and other precious materials. Cultural landscapes illustrate these and other ways in which people have interacted with their environments.

The Park Service has identified 35 cultural landscapes in Death Valley, ten in Joshua Tree,

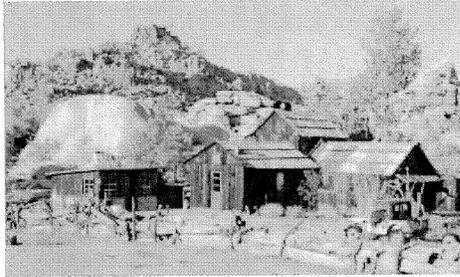
and three in Mojave. There may be other important landscapes that have not yet been identified, particularly because Mojave has not been systematically surveyed. Severe funding constraints limit the amount of work that park staff can do to protect the important historical and cultural characteristics of these landscapes.

Joshua Tree

According to the Park System-wide Cultural Landscape Inventory database, Joshua Tree contains ten sites that need assessments to determine whether their landscape features contribute to their eligibility for listing in the National Register of Historic Places. It is likely that there are additional cultural landscapes that have not yet been identified.

One landscape, the Keys Ranch Historic District, has already been inventoried. William

Kelso Depot, once a bustling railroad station, has been rehabilitated and will re-open as a visitor information center in fall 2005.



The Desert Queen Ranch, where William Keys and his family lived, is in dire need of a comprehensive landscape management plan.

Keys and his family lived at the ranch from 1917 to 1969, and today it is one of Joshua Tree's best-preserved landscapes. The landscape also includes Cow Camp and Barker Dam. The Keys family homesteaded on 160 acres where they built a ranch house, schoolhouse for the children and the children of neighbors, mills for processing ore, and other buildings associated with ranching and mining. The ranch is in fair condition, but it is in dire need of a comprehensive landscape management plan. The ranch contains a wide range of objects associated with 20th century settlement in the desert, including a variety of historic structures, and equipment and tools related to ranching and mining. The site has also become important habitat for the federally threatened desert tortoise. A museum collection survey, tortoise management strategies, and other stewardship activities have been put on hold until the comprehensive landscape management plan is complete.

The cultural landscape at the Oasis of Mara was also assessed but did not have sufficient extant features to merit documentation beyond its current status as an archaeological district. This site was an important cultural center for several American Indian groups as well as later settlers. A study is needed to determine whether the oasis still possesses ethnographic values. It retains its National Register

status as a significant archaeological site and should be preserved as such.

Since 2002 the park has used fee demonstration money to study the Silver Bell and Golden Bell mines, and a complete cultural landscape study is forthcoming, but funding and staffing constraints have made consistent cultural landscape work at other areas impossible. Funds are needed to support a comprehensive landscape identification study and to conduct additional condition assessments.

Death Valley

Only eight of Death Valley's 35 identified landscapes have been researched beyond initial identification. At Cow Creek Historic District, Park Service staff have compiled a regional context, completed a site inventory, and mapped the site, and this landscape is in fair condition. Research at Wildrose, a former Civilian Conservation Corps camp, and at Hungry Bill's Ranch led to mapping and documentation of those landscapes. Scotty's Castle is the park's most highly visited and best-interpreted historic landscape. Costumed rangers give site tours that transport visitors back in time to 1939, when the castle bustled with activity.

Death Valley Scotty Historic District is listed in the National Register of Historic Places, and Cow Creek, Camp Wildrose, and Hungry Bill's Ranch historic districts are all eligible for the National Register, though none has been officially listed. In addition, the Timbisha Shoshone Tribe has completed draft National Register nomination forms for Mushroom Rock, Ubehebe Crater, Navel Spring, and "Tumpisa" District in the Furnace Creek area. Several more of the park's cultural landscapes also could be eligible for inclusion in the National Register of Historic Places, but they have not yet been formally evaluated.

Death Valley staff partnered with staff at the Park Service Intermountain Regional Support Office in Santa Fe, New Mexico, to study the park's abandoned mines. They identified,

researched, and documented resources associated with the mines according to National Register of Historic Places criteria, with the goal of nominating sites and their landscape features to the register.

Mojave

Zzyzx, Kelso Depot, Rock Springs Land and Cattle Company, and the Mojave Road are the park's four identified landscapes. Other cultural landscapes likely exist, but staff have not had the time or the resources to systematically identify or evaluate potentially important landscapes throughout the preserve.

The Kelso Depot, the only landscape in the preserve that is listed in the National Register of Historic Places, was once a major railroad depot. Completed in 1924, the depot included a restaurant and employee boardinghouse. The depot closed in 1985, but it has recently been restored to its 1920s heyday and now houses a visitor information center that will re-open to the public in the fall of 2005.

Zzyzx was once a health resort and mineral springs built by self-proclaimed minister and doctor Curtis Springer and his wife, Mary Loise Berkebile. The two operated the resort from 1944 to 1974, when it was closed for food and drug violations and unauthorized use of federal land. The site has been officially evaluated for its significance and eligibility for listing in the National Register, but the California State Historic Preservation Office is not reviewing new National Register nominations because of a budget crisis. California State University, Fullerton, leases the buildings and land at Zzyzx to host its Desert Studies Center, and is actively involved in rehabilitation of the landscape.

The Mojave Road is the name given to a corridor that travelers used for centuries to cross the harsh desert. Springs and watering holes along the way provided critical water. American Indians traveled the corridor on trading expeditions, and the route was once a major thoroughfare that served military out-

posts, miners, settlers, and trappers. After the advent of steamships and trains, the Mojave Road became obsolete. However, it retains importance today because it teaches contemporary visitors about the history of transportation in the region. This landscape has not had a condition assessment and has not been formally recorded and evaluated.

As grazing leases have been retired, Mojave has assumed responsibility for remaining ranching infrastructure, which is scattered over nearly 1 million acres. The Rock Springs Land and Cattle Company was the primary ranching company in the region between 1894 and 1927. With the onset of the Depression, the company was sold and its holdings divided into the OX, Kessler Springs, and Valley View ranches within the current preserve and the Walking Box Ranch just across the border in Nevada. Park Service regional staff recently completed a Cultural Landscape Inventory of the former Rock Springs territory, and this will be submitted with a nomination for National Register of Historic Places listing for the Rock Springs Land and Cattle Company National Historic District in 2005.

Mojave's staff do not have enough time or resources to work on stewardship of the preserve's historic and cultural landscapes. Park Service landscape specialists are available at the regional level, but Mojave cannot afford to pay

Zzyzx was once a health resort and mineral springs. California State University, Fullerton, leases the buildings and land at Zzyzx to host its Desert Studies Center, and is actively involved in rehabilitation of the landscape.



The California desert parks contain nearly 400 structures that have been identified and are on the Park Service's official List of Classified Structures. Funds for preservation and stabilization projects are limited, and not all structures are eligible to receive project money.



for their services. These specialists are also in demand in many other parks, and regional funding for their services is dwindling.

HISTORIC STRUCTURES—A DESERT REGION PRESERVATION CREW NEEDED FOR ADEQUATE STEWARDSHIP

Mine shafts, homesteads, livestock water troughs, ranch buildings, wells, mills, and other structures tell the stories of the people who came to the California desert seeking mineral wealth, a place to raise livestock, or a place to stake claim to cheap public land. World War I veterans who suffered from respiratory problems associated with poison gas came to the region to reap the benefits of the dry desert climate. Joshua Tree, Death Valley, and Mojave are charged with preserving the most significant structures left behind by these desert inhabitants so that visitors today and decades in the future can appreciate them.

Together, the California desert parks contain nearly 400 structures that have been identified

and are on the Park Service's official List of Classified Structures. Additional structures are eligible for listing, but the parks lack the necessary evaluations because of staffing and funding constraints, and in some cases, they lack necessary State Historic Preservation Office feedback.

Support for some stabilization and preservation projects comes from the Park Service Cultural Cyclic Maintenance and Cultural Resources Preservation Program funding sources, which are managed on a regional basis and awarded competitively to parks annually. These funds are limited, and in the case of the Cultural Cyclic Maintenance Program, can be used only to preserve structures on the List of Classified Structures that have been formally determined to be eligible for the National Register. Many other eligible structures have not been nominated (a lengthy and expensive process) and hence do not qualify for funding from this source.

Some assistance is also given by the Park Service's Vanishing Treasures Program, which

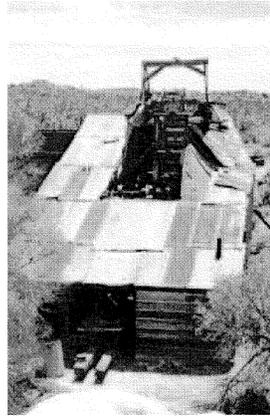
provides funds to help protect prehistoric and historic resources in 44 parks throughout the Southwest, including Death Valley, Joshua Tree, and Mojave. Joshua Tree recently received \$41,000 to stabilize and partially restore the 1891 Wall Street Mill, a gold ore-crushing stamp mill operated by William Keys. The mill is the only complete and virtually operable stamp mill left in the Joshua Tree region. Vanishing Treasures money also funded stabilization of the 15-stamp Skidoo Mill in Death Valley, and it supported a project to map outlying ranching features at the Kessler Springs and OX ranches in Mojave and prepare a long-term treatment plan for their preservation.

Unfortunately, the Vanishing Treasures Program, arguably the most successful cultural resources program within the Park Service, could be discontinued. Funds allocated by Congress to support the program have been used to fill operational needs at parks, rather than support cultural resource preservation, casting some doubt on the program's future. The management of the Vanishing Treasures Program has also just been reorganized and it is not clear what effect this will have on its future success.

Joshua Tree

Eighty-five percent of Joshua Tree's 95 structures are in fair or good condition. However, some structures in the park have not been documented or listed on the park's List of Classified Structures. For example, about 20 mine sites, some with multiple structures, have not been evaluated for historical significance and so they do not receive preservation attention. Until a structure is listed in the List of Classified Structures it does not qualify for cultural cyclic maintenance funds.

Joshua Tree has six sites, all with multiple structures, listed in the National Register of Historic Places. They include: Barker Dam (structure), Desert Queen Mine (district), Ryan House and Lost Horse Well (district), Cow Camp (district), Keys Desert Queen Ranch (dis-



Funds from the Vanishing Treasures program were used to stabilize and partially restore the 1891 Wall Street Mill.

trict), and the Wall Street Mill (buildings). Five other sites with historic structures have been determined eligible for listing, which means that they are managed as historic.

Threats to historic structures include fire, vandalism, weathering, and looting. To protect one of Joshua Tree's best-preserved historic landscapes, the Keys Ranch, park staff lead guided tours for visitors. Unsupervised access to the ranch is not permitted. To further protect the site, the park needs a historic preservation specialist to live there and manage the historic structures program.

Death Valley

Death Valley contains more than 200 historic structures, many of which are associated with the region's long and varied mining history. Only 37 percent of these are in good condition, while 42 percent are in fair condition. However, these ratings could be outdated because 86 percent of the structures on the List of Classified Structures have not had condition assessments

SCOTTY'S CASTLE—UNEXPECTED DESERT OPULENCE

The middle of the desert is an unlikely place to build an 8,000-square-foot castle, complete with turrets, cupolas, bell towers, balconies, Medieval ceilings, Islamic arches, and hand painted sheep-skin draperies. Yet that is what one wealthy Chicago couple did in the 1930s. Walter Scott, for whom the palatial dwelling is named, convinced Albert and Bessie Johnson to pursue a life in the healthful desert climate of Death Valley, and to invest in Scott's failing Death Valley gold mine.

Although Frank Lloyd Wright originally drew the plans for the house, the Johnsons eventually decided to work with Los Angeles architect Charles Alexander MacNeillage to build an eclectic Mediterranean-style home. The house employed state of the art technology, including a water wheel in the basement that generated electricity. Though Scott never spent a dime on the home, he told reporters it cost him \$3 million. Scott lived with the Johnsons at what became known as Scotty's Castle from 1926 to 1931. He outlived the Johnsons and continued to reside at the castle until his death in 1954. He also spent much time in his own home, the Lower Vine Ranch.

Today costumed interpreters lead visitors on tours of the historic house and grounds. They teach visitors about the architecture and technology employed in the home, and they describe the lives of the castle's former inhabitants.



since 1997. Condition assessments should be done at least once every five years, but Death Valley does not have the resources to accomplish this or the staff needed to implement a systematic monitoring program.

Six of Death Valley's properties are listed in the National Register of Historic Places: Death Valley Scotty Historic District, Skidoo Historic District, Eagle Borax Works, Harmony Borax Works, Saline Valley Salt Tram Historic Structure, and Leadfield. Five additional properties have been determined eligible for listing. Nomination forms have been completed for 17 other properties, although most of these nominations are more than 15 years old. These outstanding nomination forms need to be updated and resubmitted. The rest of the park's structures still need to be evaluated for significance.

Death Valley staff do an excellent job interpreting the park's historic structures. Wayside exhibits explain the significance of some of Death Valley's most highly visited and important structures, and interpreters also share information and stewardship messages with visitors at these sites.

Interpretation at Scotty's Castle is the most extensive at Death Valley. About half of the park's interpretive budget is spent on living history tours of the house and grounds. Costumed interpreters lead visitors around the house, which also serves as a museum. Visitors interested in the technology of the house can get a behind-the-scenes tour of the 1930s state-of-the-art infrastructure that produced electricity and other services for the house's occupants. Informational booklets and a replica 1930s newspaper distributed to visitors tell the story and history behind Scotty's Castle and its characters, and provide messages of preservation and protection. Scotty's Castle itself, according to its 1997 condition assessment, is in fair condition.

Mojave National Preserve

In 2003, Mojave's List of Classified Structures contained about 77 entries. This list needs to be

updated to include additional known structures such as the more than 100 structures Mojave acquired when grazing leases were retired. Recent condition assessments of most of the listed historic structures found that 58 percent are in good condition. But in 2004, Park Service policy regarding the List of Classified Structures changed so that only those structures that have been formally determined to be eligible for listing in the National Register of Historic Places can be included on the list and thus benefit from preservation funding from certain sources. As a result of this policy change, Mojave's List of Classified Structures was reduced to a total of 12 structures.

Mojave does not have an annual historic structure monitoring program, and staff struggle to keep pace with preventive maintenance. The preserve's maintenance staff perform some routine maintenance on historic structures, and regional Park Service staff, when available, assist with larger restoration and rehabilitation projects. If funding permits, Mojave's facility manager and other maintenance staff will obtain historic preservation training.

Several historic structures at the OX Ranch and Kessler Spring Ranch are being rehabilitated to house preserve staff. This will help alleviate Mojave's housing shortage and should facilitate resource protection since buildings that are used tend to receive regular maintenance attention. In addition, the Kelso schoolhouse and associated buildings have been stabilized and the Rock House has been rehabilitated.

The Rock Springs Land and Cattle Co. Historic District is currently being nominated to the National Register of Historic Places.

ARCHAEOLOGY—GREAT POTENTIAL EXISTS FOR ADDITIONAL RESEARCH

People have lived in the California desert region for thousands of years. Pottery, primitive tools, beads, and petroglyphs remain from prehistoric cultures, while ranching, mining, military, and railroad artifacts tell of more recent times.

Within Joshua Tree, Death Valley, and Mojave, there are more than 4,300 known prehistoric and historic sites. This number will likely skyrocket as more lands within the parks are inventoried. So far, just a fraction of the parks' lands have been surveyed for archaeological resources. Although Section 110 of the National Historic Preservation Act mandates surveys of all park acreage, the California desert parks cover vast acreages, and very little funding is available for archaeological work.

Condition assessments are needed for many of the parks' identified archaeological sites. Without complete inventories, baseline site records, and condition assessments, park staff cannot focus protection efforts on the most vulnerable and significant sites.

Historic ranching, farming, and mining activities as well as early park development disturbed some archaeological sites, and looting, vandalism, and erosion threaten sites today. Some monitoring is done, but activities are often sporadic because of staffing constraints and other projects that need attention.

Unlike many parks, each of the California desert parks is fortunate to have at least one archaeologist as a permanent staff member. However, these staff are often program managers and are required to do other cultural resource work to help alleviate staffing shortfalls in other program areas. Partnerships with Park Service regional offices and the Western Archeological and Conservation Center in Tucson, Arizona, and contracts with university researchers allow the parks to accomplish archaeological work that would not otherwise be possible.

Joshua Tree

Archaeological study at Joshua Tree dates back to the work of Elizabeth and William Campbell, who settled in Twentynine Palms in 1925. Their pioneering work uncovered much information about the area's early inhabitants. The Campbells believed in the importance of research and preservation, and through their

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Archaeological resources are found throughout the desert parks, but funding and staffing shortfalls limit work. Just a small fraction of the parks' acreage has been surveyed, and few sites are listed in the National Register of Historic Places.

work they assembled an impressive collection of more than 65,000 artifacts that are now housed in the park's well-built museum storage facility.

There is great potential for additional archaeological work at Joshua Tree. Less than 3 percent of the park has been systematically inventoried for archaeological sites (only about 5,660 of these acres have complete coverage), and the 234,000 acres added in 1994 have not been surveyed at all. Using data from a sample survey, it is estimated that there are about 23,436 archaeological sites throughout Joshua Tree, but only 580 have been recorded and listed in the Park Service archaeological database. Not all of the listed sites have condition assessments, and most existing assessments are out-of-date.

None of Joshua Tree's prehistoric archaeological sites or districts are listed in the National Register of Historic Places, but six have been determined eligible. Several more determinations are pending.

Joshua Tree has a program in place to monitor some of its most vulnerable sites, but follow-through is almost non-existent as a result of funding and staffing shortages and competing priorities. Areas containing dense archaeologi-

cal resources are often found close to developed areas that are frequently used by visitors, and repeated disturbance to these resources has been documented by park law enforcement. To mitigate some damage, staff are growing native vegetation that will be used to rehabilitate social trails and reclaim parking and picnic areas located in sensitive areas.

Joshua Tree has a permanent full-time cultural resources manager on staff to care for resources, but this person is also responsible for history, landscape preservation, ethnography, historic structures, and paleontology, severely limiting the amount of time spent on archaeology. A temporary archaeological technician conducts virtually all fieldwork as project funds allow, but the money supporting this position could be reallocated at any time. Because of funding constraints, the technician had to abandon a study of how backcountry camping affects archaeological resources. The initial research documented dispersed backcountry and wilderness camping on a limited number of acres and evaluated the effects on archaeological sites. Funds are needed to support at least one permanent full-time archaeological technician to continue this and other resource stewardship projects.

Death Valley

Death Valley has been fortunate recently to employ a wealth of archaeological expertise: a seasonal archaeologist, an archaeology technician, and a lead archeologist. However, the lead archaeologist is the only permanently funded position, and the park will soon lose a seasonal archaeologist and technician because of a lack of funds. Project funds, when available, support archaeology work crews.

Death Valley is so expansive that just 6 percent of its 3.4 million acres have been systematically surveyed for archaeological resources, and federal compliance requirements take up about 60 to 70 percent of the park archaeologist's time each year, limiting the time spent on surveys. As

of April 2004, 2,355 archaeological sites have been documented in the Park Service's system-wide database. Only 13 percent of these sites are listed in good condition.

None of Death Valley's prehistoric archaeological sites or districts are listed in the National Register of Historic Places and none have been determined eligible. However, nominations have been prepared for 14 archaeological districts, including Furnace Creek Wash, Saline Valley, and Fureka Valley.

Mojave

The vastness of the preserve, combined with funding and staffing constraints, make comprehensive archaeology work at Mojave a challenge. The best information staff have comes from the Park Service's Archaeological Sites Management Information System, a database that includes more than 1,400 identified archaeological sites at Mojave. Eleven percent of them are in good condition, 7 percent are in fair condition, 77 percent are in unknown condition, and the rest are in poor condition or have been destroyed. However, these estimates are based on outdated surveys, and new condition assessments are needed.

Park staff are working to evaluate Mojave's archaeological sites so that significant ones can be nominated for the National Register of Historic Places. The Piate Springs and Aikens Wash archaeological districts are the only ones in the park that are currently listed in the National Register, but more than 40 other sites have been found to be eligible. The park is making progress in adding sites to the official Park Service database and should be commended. Mojave staff have mapped and completed site records for more than 50 of the park's archaeological sites.

Mojave's cultural resources manager, hired in 2001, is a trained archaeologist. However, management duties include all aspects of cultural resources, fundraising, and project management, which leave little time for archaeological

fieldwork. Instead, an archaeology specialist is responsible for most hands-on care of archaeological resources throughout the preserve. Funds were recently acquired to support this technician on a permanent basis, and he was promoted to a permanent full-time position as staff archaeologist in 2005. Mojave also has archaeological expertise available from regional Park Service offices; however, these positions are poorly funded at the regional level and are gradually being eliminated as individuals retire or take other jobs.

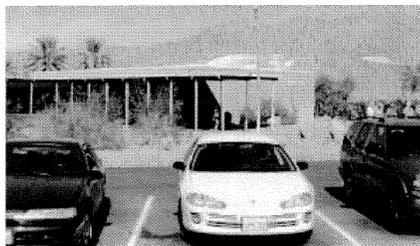
Volunteers provide critical support to Mojave's archaeology program. For a nominal fee, volunteers receive two days of training from the California Archaeological Site Stewardship Program. Then each volunteer is assigned an archaeological site to monitor at various times throughout the year. This program helps keep park staff aware of any problems at monitored sites. Site stewards may also be called upon to assist with surveys and other archaeological efforts.

The Park Service's Vanishing Treasures program also provides support for Mojave's archaeological resources. In 2002, the program paid for masonry experts to make repairs and stabilize Fort Piate, an old military fort used to protect Euro-Americans traveling through the region.

ARCHIVAL AND MUSEUM COLLECTIONS—ADDITIONAL STORAGE AND EXHIBIT SPACE NEEDED

Important collections of prehistoric pottery, American Indian artifacts, historical maps and photographs, documents, woven baskets;

Museum exhibits at the Furnace Creek Visitor Center are outdated, and this 1960s-era structure has a leaky roof that needs to be repaired.



antique tools; mining equipment; fauna, flora, and paleontological remains; and everyday items reside at each of the California desert parks, providing windows into the lives of the region's past inhabitants. Park staff are responsible for caring for these items and interpreting them for today's visitors. With the total number of collection items exceeding 1 million items, each park faces challenges in providing adequate collection storage and exhibit space.

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Joshua Tree

Joshua Tree houses outstanding archival and museum collections that include one of the most complete regional archaeological collections, the Campbell Collection. At Keys Ranch, the home of Bill Keys and his family from 1917 to 1969, a variety of artifacts tell of homesteading, ranching, and mining in the early to middle 20th century. In sum, the park's archival and museum collections contain more than 245,000 items.

Most of these items are housed in Joshua Tree's museum storage building, which meets most storage facility criteria and currently provides adequate space for the full collection. The facility will soon be full and plans have been completed for increasing the storage area; however, no funds are currently available for construction. The park lacks secure and temperature- and humidity-controlled exhibit space to display collection objects. Only 95 of the more than 245,000 museum objects are on display, and these are in substandard exhibit space. More and improved exhibit space is needed. Visitors are welcome to tour the museum storage building to see other collection items, but park cultural resources staff must accompany them. Park staff would like to share the collections with visitors, but they do not have proper space to do so.

The park's museum technician currently cares for the archival and museum collections, but this position is in the process of being upgraded to a curator position. The curator will

also care for the Mojave National Preserve collections, and a curatorial technician is needed to assist with this work. In spite of the small staff size, the park's archive will be completely cataloged by the end of 2005 through a project-funded agreement with the Park Service support center in Tucson, Arizona, and three-quarters of the museum collection is currently cataloged.

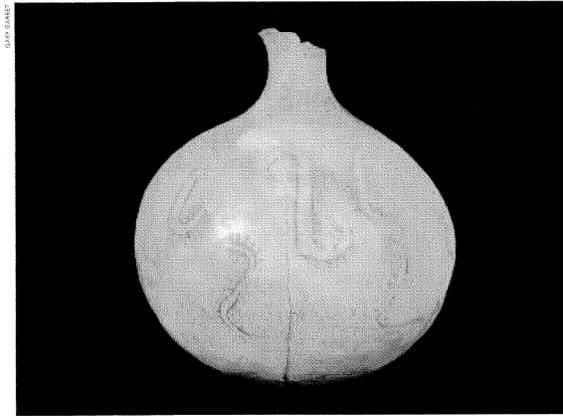
Projects that need attention include preservation of fragile paper mining claims important to the area's history and conservation of items from Keys Ranch. Trained conservators are needed to help preserve the mining claims, and a management plan for Keys Ranch must be completed before conservation projects can be systematically conducted. Finally the park needs a long-term employee, with training, to manage the library and ongoing archiving of records.

Death Valley

Death Valley's archive and museum collection, housed at both Cow Creek and Scotty's Castle, contains about 833,000 items, including carpets, textiles, artwork, weapons, tools, mining items, natural resource collections, and archaeological artifacts. About 55 percent of this extensive collection has been catalogued, and the park is meeting 85 percent of Park Service museum collection standards. According to the Park Service Automated National Catalog System, most of Death Valley's recorded collection items are in good condition.

Less than 1 percent of Death Valley's archive and museum objects are on display for visitors at Scotty's Castle and the Furnace Creek Visitor Center. Access to other items is granted according to management guidelines. The exhibits at the Furnace Creek Visitor Center are woefully out of date and funding is needed to complete their renovation. A recently completed Long-Term Interpretive Plan addresses rehabilitation of the visitor center, but funding has still not been secured.

The largest threats to the park's collections and archives include shortcomings in pest con-



Museum collections at the California desert parks include a variety of objects that tell of the people who lived in the desert hundreds and thousands of years ago.

ontrol, housekeeping, and environmental monitoring and control. More than 1,900 original collection objects on exhibit at Scotty's Castle are at risk from theft, vandalism, and continued use. In addition, objects in storage are at risk because of a lack of environmental control, pest management issues, and limited storage space. Mitigation strategies have been developed, and some measures have already been taken to improve conditions. The museum management staff at Scotty's Castle hopes to secure funds to acquire new storage facilities.

Mojave National Preserve

Mojave has never had any staff to care for museum or archival collections. As a result, none of the collection items has been catalogued and no condition assessments have been done. In addition, the park is meeting just 17 percent of Park Service museum collection standards. However, the park's cultural resource manager believes that most collection items, which include library items, papers and photographic archives,

and historic items from the Kelso Depot, are in good condition. Mojave needs a temporary curator or archivist to help catalog its holdings and facilitate the efforts of researchers. A recent agreement with Joshua Tree will provide an upgrade to the park's museum technician position to curator. At that time, Joshua Tree's curator will oversee the Mojave collections and train the existing cultural resources staff in how to carry out the more routine museum management activities.

Storage for museum objects is not an issue for Mojave, partly because its collection is so small. Some of the park's archaeological items are kept at the Western Archaeological Conservation Center in Tucson, and some Chemehuevi baskets are stored at Death Valley. Additionally, the park recently built a 600-square-foot collection storage facility as part of its new park headquarters in Barstow, more than 50 miles away from the boundaries of the preserve. This new facility has excellent security, shelving, and environmental controls.



STEWARDSHIP CAPACITY—
FUNDING AND STAFFING
SHORTFALLS AFFECT RESOURCE
PROTECTION AND VISITOR SERVICES

Stewardship capacity is a discussion of how well equipped the National Park Service is to protect the parks. The most significant factor affecting a park's ability to protect its resources is the funding a park receives from Congress. This discussion includes funding and staffing levels, park planning documents, resource education, and external support.

Joshua Tree

In 2004, Joshua Tree National Park had an annual operating budget of about \$4.1 million.

A 2001 business plan indicates that the park's total income from all sources for that year was closer to \$6 million, but that \$8.6 million was actually needed to meet park needs. The park also has more than \$12.8 million in unfunded resource management project requests that range from conducting an archaeological survey to increasing park knowledge and protection of groundwater resources.

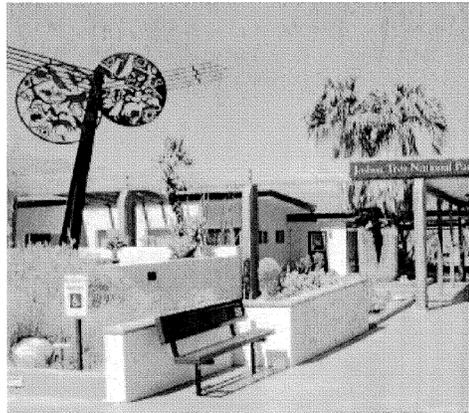
Budget shortfalls affect the park staff's ability to inventory and protect cultural and natural resources. They do not have the resources to monitor and respond to all threats that the park faces such as urban encroachment, wildfires, non-native species, and resource loss from vandalism and poaching. Joshua Tree has no year-round physical scientist, wildlife biologist, or

vegetation ecologists, and funds are needed to purchase air quality equipment, conduct baseline studies on desert tortoise populations, rehabilitate abandoned mines, develop a groundwater monitoring program, research wildlife populations at risk, and conduct resource inventories and restoration at popular visitor areas.

The cultural resources program also suffers from funding constraints. Less than 3 percent of the park has been inventoried for archaeological sites, the park's library is staffed only a fraction of the time, and the historic Keys Ranch is not adequately protected from deterioration, theft, and vandalism.

Joshua Tree has a number of current planning documents, including a 1995 General Management Plan and plans for collection management and park wilderness. Staff are working to develop natural resource monitoring and fire management plans as well. Other plans are needed to address non-native species, rare species, coyotes, the Keys Ranch, and rock climbing. The park's Archeological Research Design is from 1969 and is badly in need of updating. An interpretive plan and an overall resource stewardship plan that states desired future conditions for park resources as well as a current list of research needs would also help staff better manage resources. The Resources Management Plan was last updated in 1999 and needs to be readdressed.

Park staff work hard to provide resource education opportunities for visitors. In 2004, staff made nearly 290,000 visitor contacts and offered 677 programs to nearly 20,000 students. However, outdated audio-visual equipment and small visitor facilities present challenges. The park's main visitor center was built in 1964 when visitation was a quarter of what it is today. Its exhibit area cannot accommodate a busload of visitors, and its book display area is inadequate. The Cottonwood Visitor Center is a modular design and was built as a temporary facility several years ago. It receives considerable visitation yet has no exhibits.



Volunteers, partnerships, and local community support help park staff protect Joshua Tree's resources. In 2004, 117 volunteers contributed more than 24,000 hours to the park, helping with search and rescue operations and revegetation projects. The Joshua Tree National Park Association contributed \$148,000 from book sales in 2004, and the Wildlands Conservancy has helped the park acquire critical lands over the years. An outreach program on the desert tortoise involves partnerships with several different groups, including the Defenders of Wildlife and off-highway vehicle groups. Advocacy groups such as NPCA, the Sierra Club, the California Wilderness Coalition, and the Access Fund are voices for resource stewardship, and local citizen groups such as Citizens for the Chuckwalla Valley continually show their support of the park and have helped organize against the proposed Eagle Mountain Landfill.

Death Valley

Death Valley's 2004 operating budget of \$6.78

Joshua Tree's main visitor center was built in 1964 when visitation was a quarter of what it is today.

NATIONAL PARK SERVICE

WHAT YOU CAN DO TO HELP:

- **Support or become a member of groups helping to protect the park:** National Park Foundation (<http://www.nationalparks.org/Home.asp>), Joshua Tree National Park Association (www.joshuatree.org), Death Valley Natural History Association (www.deathvalleydays.com/dvnha), NPCA (www.npca.org/support_npca/), and other organizations.
- **Volunteer in the Parks.** Many parks are looking for dedicated people who can lend a helping hand. To learn about opportunities, contact Joshua Tree National Park at 760.367.5524; contact Death Valley National Park at 760.786.3200; and contact Mojave National Preserve at 760.252.6120.
- **Become an NPCA activist and learn about legislative initiatives affecting parks.** When you join our activist network, you will receive *Park Lines*, a biweekly electronic newsletter with the latest park news and ways you can help. Join by visiting www.npca.org/takeaction.

million was less than its 2002 and 2003 budgets, and is more than \$10 million less than what is needed. In 2005, Congress approved small budget increases for all national parks, which resulted in about a \$29,000 increase for Death Valley. This small increase does not cover costs associated with salary adjustments, cost of living adjustments, or homeland security activities. The park also has more than \$30 million in unfunded project requests that range from preserving the endangered Devils Hole pupfish and other aquatic species to stabilizing threatened historic structures and remedying law enforcement radio communications deficiencies.

Staff positions go unfilled because of essentially flat budgets and rising park operations and management costs. Of the 44 unfilled positions at Death Valley, more than one-third are resource management and protection positions. Since 2001, the park has lost nine staff positions.

Death Valley staff work to offer up-to-date resource education programs and exhibits to nearly 1 million visitors each year, but funding shortfalls make this a challenge. The park's main visitor center at Furnace Creek is located in a 1960s era structure with a leaky roof, and exhibits are outdated. Museum objects in Scotty's Castle need better protection, and some should be replaced with reproductions so that the originals can be preserved. Although the park soon will complete a long-range interpretive plan, money has not been identified to support these projects.

In 2004, Death Valley partnered with Distance Learning Corporation to create an online tour of the park's wildlife, which included opportunities for students to interact with park staff. The tour was marketed to schools throughout the country, and nearly 7,000 students participated in 2004.

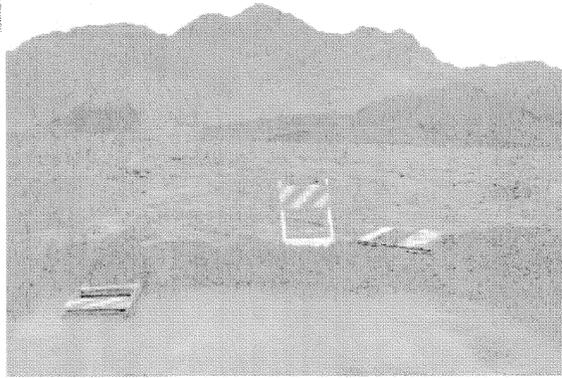
Mojave

Mojave National Preserve's fiscal year 2005 budget is nearly \$3.87. An estimated \$4.29 million more is needed to adequately protect



Park staff, including Joshua Tree Superintendent Curt Sauer and Joe Zarki, recently celebrated the tenth anniversary of the California Desert Protection Act.

MICHAEL GRASS



Infrastructure needs compete with resource management needs at Death Valley.

resources; provide visitor services and infrastructure; interpret the preserve's resources for visitors; and support appropriate law enforcement levels. Mojave's current budget supports 39 permanent staff members.

For a young preserve, Mojave has completed a number of resource protection plans, including ones to guide fire management and land protection. Additional management plans needed include those for water resources, roads, and museum and archive collections.

Interpreting resources for visitors is an important goal for Mojave staff. New interpretive wayside exhibits throughout the park teach visitors about natural and cultural resources, and the newly rehabilitated Kelso Depot, scheduled to re-open in Fall 2005, will contain museum exhibits and other visitor information. Preserve staff would also like to open a resource education center in the basement of the Kelso Depot, but funds have not been identified for this project.

With visitation exceeding 500,000 people each year, the preserve does not have enough

interpretive staff. The park employs a chief of interpretation, two rangers, and four visitor use assistants. Additional staff are needed to serve the preserve's high number of visitors.

Mojave receives strong support from partnerships with research organizations, universities, and other groups. The University of California's Sweeney Granite Mountain Research Center and California State University Desert Studies Consortium conduct research within the preserve, and researchers from the University of California and California State University, Fullerton, research facilities have completed most of the existing preserve inventory and monitoring work. Contributions from individual donors via the National Park Foundation have helped Mojave acquire lands within the boundary of the preserve. Congressional support for the preserve has also been strong. Rehabilitation projects and land acquisitions might not have occurred without support from Sen. Dianne Feinstein (D-CA), Rep. Jerry Lewis (R-CA), and Sen. Harry Reid (D-NV).



APPENDIX: METHODOLOGY

To determine the condition of known natural and cultural resources in the California desert parks and other national parks, the National Parks Conservation Association developed a resource assessment and ratings process. It examines current resource conditions, evaluates the park staff's capacity to fully care for the resources, and forecasts likely conditions over the next ten years. The assessment methodology can be found online at NPCA's State of the Parks® web site (www.npca.org/stateoftheparks/).

Researchers gather available information from a variety of research, monitoring, and background sources in a number of critical categories. The natural resources rating reflects assessment of more than 120 discrete elements associated with environmental quality, biotic health, and ecosystem integrity. Environmental quality and biotic health measures (EBM) address air, water, soils, and climatic change conditions as well as their influences and human-related influences on plants and animals. Ecosystems Measures (ESM) address the extent, species composition, and interrelationships of organisms with each other and the physical environment for indicator representative, or all terrestrial and freshwater communities.

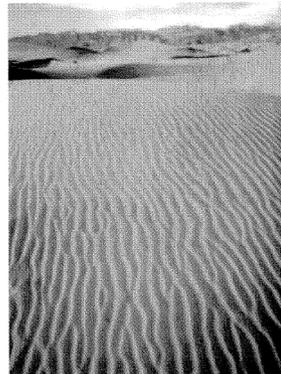
The scores for cultural resources are determined based on the results of indicator questions that reflect the National Park Service's own Cultural Resource Management Guideline and other Park Service resource management policies.

Stewardship capacity refers to the Park

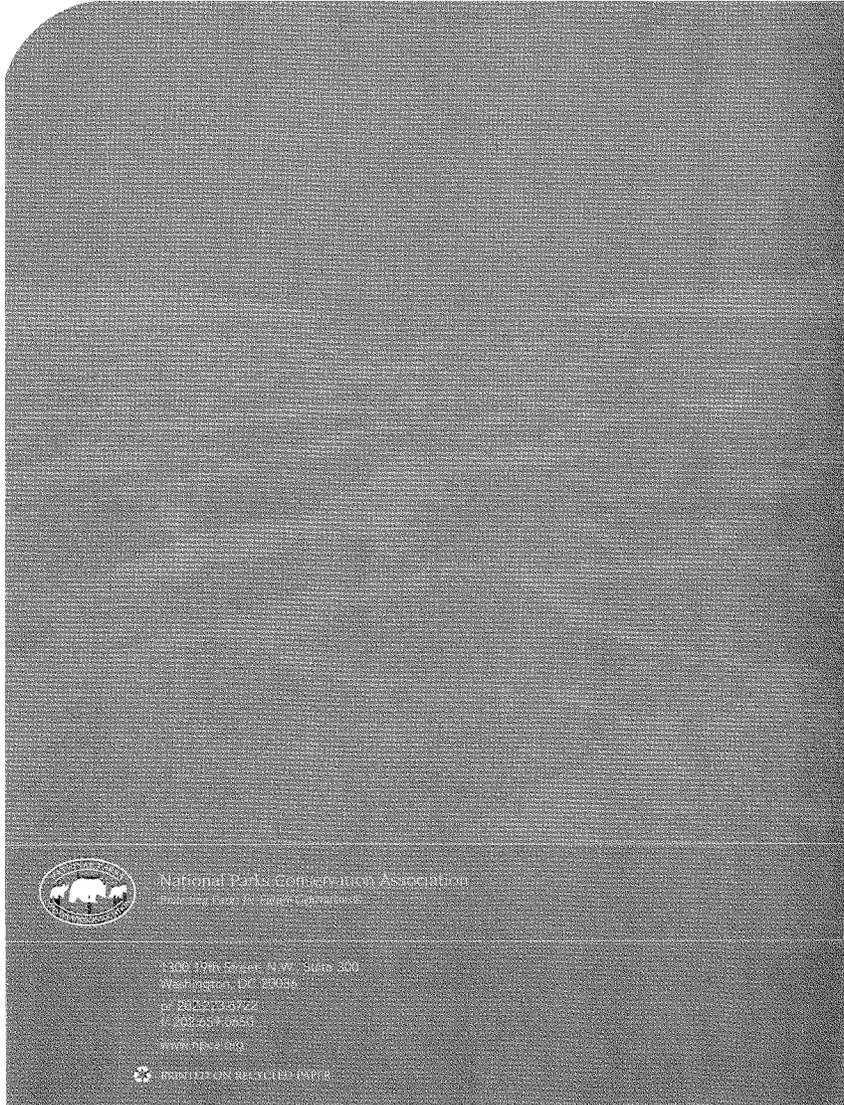
Service's ability to protect park resources, and includes discussion of funding and staffing levels, park planning documents, resource education, and external support.

For this report, researchers collected data and prepared a paper that summarized the results. The draft underwent peer review and was also reviewed by staff at Joshua Tree National Park, Death Valley National Park, and Mojave National Preserve.

NPCA's State of the Parks program represents the first time that such assessments have been undertaken for units of the National Park System. Comments on the program's methods are welcome.



NATIONAL PARK SERVICE



Faded **Glory**



Top 10 Reasons to **Reinvest** in America's National Park Heritage



National Parks Conservation Association®
Protecting Parks for Future Generations®

March 3, 2005

Top 10 Reasons to Reinvest in America's National Park Heritage

Poaching will **eliminate** 19 species from the parks.

Road and bridge repair needs **exceed \$3 billion**.

90 percent of Americans say that they are drawn to national parks for the **educational benefits**, but funding shortfalls have resulted in only one interpreter per 100,000 visitors.

Two-thirds of the historic buildings and structures in the national parks are in need of repair.

More than half of the 100 million items in the Park Service's museum collections have **yet to be catalogued** or shared with visitors.

Damages from 2004 storms exceed \$50 million.

Nearly 3 million acres of parkland are **infected** with invasive, non-native species.

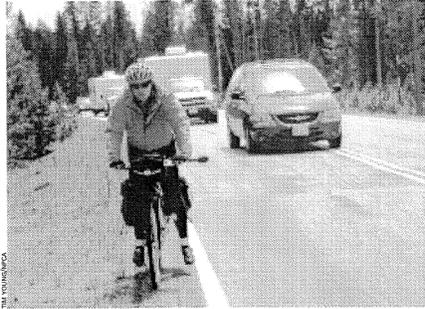
More than 500 species **completely new** to science have been discovered in Great Smoky Mountains National Park.

An annual shortfall in excess of **\$600 million** is affecting the condition of park visitor centers, trails, and restrooms.

Visitors spent \$10.6 billion in the towns surrounding national parks in 2001, and supported nearly **300,000 jobs** in tourism-related businesses.

"These are lands we as a people said we would hold as our ideal. **It's sacrilege to grow marijuana here,"** National Park Service sub-district ranger Dave Walton told the *Fresno Bee* in June 2004 about Sequoia-Kings Canyon. "To me it's like they're selling crack in the Vatican."

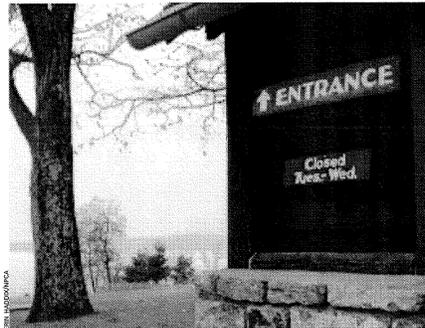
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ALFONSO BARRON/PHOTO



PHOTOGRAPHICA

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Cover photo by George A. Grant, 1929.
National Park Service Historic Photograph Collection

Introduction

Fifty-one years ago, historian Bernard De Voto said, “The progressive impairment of the parks by budgetary bloodletting is a national disgrace.” Sadly, that statement remains as true today as it was in 1954.

While national parks remain premier destinations for American families, a description of current conditions in our parks is unacceptable: dilapidated historic buildings; education cutbacks; traffic jams; marijuana farms operated by drug cartels; forests besieged by foreign insects; dirty restrooms; and crumbling artifacts.

To be sure, the National Park Service does a great job with the limited funding available, and most visitors enjoy their vacations. But behind the scenes—and sometimes peeking through the curtain—is a growing litany of problems caused by chronic underfunding. It is an unfortunate reality rooted in decades of inadequate investment by the American public, Congress, and the White House. But we can no longer neglect our responsibility to act. The national parks represent America’s heritage—our legacy to the future. Under current conditions, the future for the parks is not a bright one.

The National Parks Conservation Association (NPCA) has compiled a list of the *Top 10 Reasons to Reinvest in America’s National Park Heritage*. But really, we need only one: America’s national parks are the legacy we leave to our children and to future generations.

With the 100th birthday of the National Park System approaching in 2016, we have a prime opportunity to renew our



From the redwood forests to the gulf stream islands, Americans can protect America’s heritage in time for the National Park System’s centennial.

commitment to these national treasures and invest in their protection to ensure a healthy, happy birthday for the park system and the dedicated staff that continue to inspire the world.

Icons of Democracy, Landscapes of American Heritage

Our national parks include icons of democracy such as the Statue of Liberty, the home of Dr. Martin Luther King, Jr., and the battlefields of Palo Alto, Fort Necessity, Little Bighorn, and Gettysburg. We are inspired by Thomas Edison’s laboratory, the cliff houses at Mesa Verde, the vast chasm of the Grand Canyon, and the Seneca Falls, New York, home of suffragist Elizabeth Cady Stanton. We bring our families to enjoy campfire stories at

Tuolumne Meadows in Yosemite and marvel at the giant trees in Redwoods National Park, the bison in Yellowstone, the barbells next to Frederick Douglass’s bed, Hawaii’s fiery volcanoes, and the views from the Great Smoky Mountains.

These are the places that inspire us as a nation, teach our children about America’s history and the wonders of the natural world, and realize the dreams of our forefathers that “the parks contain the highest potentialities of national pride, national contentment, and national health.”

To do so, we must take immediate action to address the chronic funding shortfalls that are crippling the National Park Service’s ability to serve as guardian of the nation’s heritage.

Key Recommendations:**A. Pass the Centennial Act**

A bipartisan group of representatives, led by Rep. Mark Souder (R-IN) and Rep. Brian Baird (D-WA), have a strategy for helping to make the National Park System fiscally healthy by its centennial in 2016.

Their innovative legislation, the National Park Centennial Act, was introduced in the U.S. House of Representatives on October 9, 2004, and re-introduced in the 109th Congress on March 3, 2005. If passed, the bill would establish a National Park Centennial Fund within the U.S. Treasury, which would be funded in part by a voluntary check-off on federal tax returns. Individual Americans would now have the opportunity to leave a legacy for their children and future generations by making a personal contribution to the preservation of the nation's heritage.

The Centennial Fund would provide a guaranteed stream of additional funding through the park system's centennial to address the non-road maintenance backlog, and augment resources available for many of the natural, historic, and cultural preservation needs chronicled in this report.

Congress and the administration should support the passage of this legislation. As well, a continued focus on securing sufficient annual operating funds, passing the transportation bill, and improving park management would enable the Park Service to fulfill its mission to truly protect and preserve the national parks.

B. Increase Annual Funding

In fiscal year 2005, Congress responded to public concern and provided a record increase of nearly 5 percent for the operations of each of the nation's 388 national

park sites. This welcome investment, an acknowledgement of the seriousness of the problem, will help to offset cost-of-living increases for dedicated park staff and in some parks, will also stop the loss of additional staffing and programs this year.

Fortunately, the administration's proposed national parks budget for fiscal year 2006 recognizes the importance of at least maintaining this level of funding to cover fixed costs. However, it goes no further in addressing the problems chronicled in this report. With this budget, the national parks are barely treading water for another year.

Without greater progress, a crippling annual operating shortfall—which continues to exceed \$600 million according to NPCA's 2004 analysis—threatens America's national parks.

C. Approve the Transportation Bill

Congress and the administration can take a significant step toward addressing the maintenance backlog in the parks by enacting the Senate version of the transportation bill. This legislation would provide \$320 million annually over the next six years for critical park needs such as road and bridge repairs.

D. Improve Management Resources

All of the sites within the National Park System should complete and implement a business plan to help guide decisions about where to allocate funding and staffing. Investment should be made to enable parks to implement the recommendations of these plans that encourage greater efficiency.

Additionally, the administration's forthcoming Facility Condition Index, which

“Our National Park System is the key to protecting our nation’s heritage.”

*National Park Service Director
Fran P. Mainella, January 20, 2005*

assesses the condition of historic structures and buildings throughout the park system, can only meet its potential as a management tool if funding is made available to use it.

Report Methodology

NPCA compiled this report, published in lieu of the organization's annual list of America's Ten Most Endangered National Parks, because feedback from Park Service employees, coupled with on-the-ground research, revealed that insufficient funding is the single greatest threat to the health of the national parks today—demanding immediate attention. The list was compiled by NPCA's program experts and reflects the categories of needed investments that individual national parks forward each year in their annual budget requests.

Fact Sheets

The fact sheets that follow highlight some of the most pernicious impacts of insufficient funding on our national parks. Real examples from parks used throughout the fact sheets, which themselves are not in any particular order, are offered as examples of system-wide requirements and do not dictate a hierarchy of needs.

Reason No. 1 to Invest in Our National Parks:

Parks are vulnerable to crime

The 850,000 acres in Sequoia and Kings Canyon national parks are some of the wildest country in the Sierra Nevada range—so much so that law enforcement rangers in the National Park Service have nicknamed these parks the “Wild, Wild West.” It is here among California’s tall sequoias, soaring mountain peaks, and narrow canyons that the Park Service is fighting a war with organized crime.

Between January and September 2004, the Park Service and local and federal law enforcement agencies tracked down and removed \$176 million worth of marijuana plants—exceeding the 2003 yearly total. The clandestine marijuana gardens and their guards—men armed with AK-47s—are polluting rivers and streams with fertilizer, trampling delicate soils and disrupting natural drainage, piling trash, laying miles of irrigation tubing, and poaching wildlife.

Sequoia and Kings Canyon are understaffed and underfunded, but rangers are doing their best to protect the parks by coordinating multi-agency raids and alerting the parks’ 1.5 million annual visitors to the dangers that might exist just off the trail—or alongside their campsite.

These parks are not alone. Over the past year, rangers have seized illegal drugs at several parks, including Organ Pipe Cactus and Coronado national monuments in Arizona, and Padre Island National Seashore and Amistad National Recreation Area in Texas.



Rangers at Sequoia-Kings Canyon have joined multi-agency raids on the illegal marijuana farms cultivated by drug cartels in the park.

Law Enforcement Needs are System-Wide

The chronically understaffed Park Service is increasingly challenged to protect visitors, cultural artifacts, and wildlife.

In 2002, the agency recorded 11,000 violations of the Archaeological Resources Protection Act of 1979, which among other things, prohibits destruction or removal of rare or valuable artifacts from parklands. This is a permanent loss to the American public. In its fiscal year 2005 budget, the administration raised concerns that “the illegal removal of wildlife

from the parks is suspected to be a factor in the decline of at least 29 species of wildlife, and could cause the extirpation of 19 species from the parks.”

In Shenandoah National Park in Virginia, black bears are poached so that their body parts can be resold as aphrodisiacs. An intact black bear gall bladder, for example, can easily fetch up to \$3,000 on the international black market. Brown bears are poached from Katmai National Park and Preserve in Alaska. Moss is poached from Olympic National Park in Washington and ginseng plants are removed from their

natural range from Shenandoah south to Great Smoky Mountains National Park. This year, eight grizzly bears were shot or poisoned in and around Glacier and Yellowstone national parks.

Additional rangers are needed in marine parks such as Dry Tortugas and Biscayne in Florida to prevent illegal fishing and coral poaching, and enforce boating safety and navigation laws. In 2002, National Park Service Director Fran Mainella told Congress that "poaching, overfishing, and improper fishing, boating, and diving practices" were among the "activities that contribute to the degradation" of Virgin Islands National Park's fragile marine ecosystem.

In 2003, the Interpol Working Group on Wildlife Crime reported that "globally, wildlife smuggling is estimated to be worth \$US6 billion to \$US10 billion a year, ranking third behind narcotics and arms smuggling."

But poaching and drugs are only two reasons the Park Service needs greater law enforcement resources and capacity.

The agency estimates that it needs approximately 60 new law enforcement rangers in Alaska—double the current number on staff—to conduct search and rescue and provide emergency medical services for visitors, and patrol the immense national parks in that state.

At Mojave National Preserve in the California desert, inadequate funding and staffing limit the ability of park rangers to investigate illegal off-road vehicle use, hazardous material dumping, and archaeological crimes that degrade the park. Additional capacity is also needed to rein in the rampant speeding on park roads that kills desert tortoise and other wildlife.

Equipment, Trained Personnel Needed

In many national parks, dedicated rangers work without reliable radios, backup and patrol coverage, comprehensive training, and funding for necessary equipment. Worse yet, according to statistics compiled by Public Employees for Environmental Responsibility, harassment and attacks against National Park Service rangers and U.S. Park Police officers reached a record high in 2003.

The Park Service's limited on-the-ground law enforcement capacity is further eroded by the demands of homeland security. In fact, the agency has estimated that it must spend an additional \$63,500 each day that the nation is at Code Orange. This diverts funds from the parks' operating budgets, and when rangers from parks such as Rocky Mountain and Shenandoah are sent to guard the Statue of Liberty, dams, and porous international park borders, their positions remain unfilled. At Big Bend National Park in Texas, back-country rangers who would otherwise be devoted to resource protection can be assigned to border control activities.

Key Recommendation Increase Operational Funding for Parks

The bears, forests, and historic artifacts in our national parks cannot speak for themselves. When criminals pillage, vandalize, or degrade our national parks, future generations suffer the loss of these treasures unless someone is out there keeping an eye on our heritage.

The Park Service does not have a separate budget for law enforcement, with the exception of the U.S. Park Police, which patrols the monuments in Washington, D.C., the Statue of Liberty and Ellis Island in New York, and Golden Gate

National Recreation Area in San Francisco. But the Park Police, too, are short staff. In December 2003, the former chief told *The Washington Post* that a shortage of 800 officers and \$12 million was limiting the ability of the 620-member police force to protect visitors and the parks. Funding for law enforcement personnel and equipment in all other parks is included as part of the operating budget, which research has shown to be short by more than \$600 million annually.

Congress and the administration should ensure that experienced law enforcement managers remain in charge of law enforcement activities. Additionally, sufficient resources, training, and staffing—compatible with other local, state, and federal police agencies—are needed for commissioned rangers to do their critical job safeguarding our nation's vast parklands, irreplaceable natural and cultural resources, and nearly 300 million annual visitors.

Take Action

Anyone with information about any suspicious activities within the National Park System may notify authorities by calling 888-677-2746. Callers can choose to remain anonymous.

Encourage your members of Congress to increase funding in fiscal year 2006 for the operating needs of the national parks by visiting www.npca.org/take_action

Learn More

For more information about law enforcement needs in the national parks, please contact the U.S. Park Ranger Lodge of the Fraternal Order of Police, which is an association of Park Service law enforcement rangers, at www.rangerfop.com

Reason No. 2 to Invest in Our National Parks:

Cutbacks are affecting the education of schoolchildren and park visitors

Federal Hall National Memorial in downtown Manhattan has a storied past. George Washington was sworn into office as our first president on this site. The first U.S. Congress met in here in 1789 and 1790, passing the Bill of Rights and other fundamental laws that shape our lives today.

But the park's 30-year-old exhibits don't tell all of these fascinating stories. Park managers don't have sufficient funding to update public education materials and create cohesive, interactive exhibits that resonate with visitors and tell the park's—and America's—story. This living history classroom is without a blackboard.

School Groups Are Turned Away

National parks—the living, changing embodiment of America's heritage—offer myriad opportunities for visitors—especially children—to learn about the events that shaped America's history. The park system encompasses sites that tell the stories of how we became a nation and diversity of our shared culture. At each of these sites, park staff plays an important role in relaying these stories. But budget shortfalls affect the quantity and quality of public education programs and school outreach that the national parks have historically been able to provide.

At Indiana Dunes National Lakeshore, located southeast of Chicago, more than 32,000 students, from elementary through high school, will learn about



Ranger-led programs for school groups and visitors are in limited supply.

Indiana's history and their natural world from Park Service staff this year. But one-quarter of the school groups requesting the Park Service's education programs at Indiana Dunes will be turned away.

In January 2005, the Park Service placed three members of the park's talented education staff on temporary unpaid leave. Over the past four years, Indiana Dunes has lapsed 23 full-time equivalent positions, which means fewer opportunities for school groups and other park visitors

to participate in ranger-led programs. Sadly, schoolchildren are turned away from national parks across the country.

At Sequoia and Kings Canyon, the Park Service refused about half of the school groups requesting ranger-led education programs in 2002. Three out of four school groups' requests for ranger-led programs are denied at Harpers Ferry National Historical Park in West Virginia because of insufficient staffing. The groups are still free to explore the park,

but they will not gain nearly as much benefit as they would have from an interactive, ranger-led program. Educational programs for students at Fort Laramie National Historic Site in Wyoming and at Hopewell Furnace National Historic Site in Pennsylvania have also been scaled back in recent years. Insufficient funding also imperils the popular educational outreach program at Canyonlands National Park in Utah, which uses class visits and park field trips to teach nearly 3,500 students and more than 250 adults each year about geology, minerals, botany, dinosaurs, physics, and environmental stewardship.

According to a 2004 survey conducted by the Travel Industry Association of America and Delaware North Companies, 90 percent of Americans say that they are drawn to national parks for the educational benefits. But without sufficient staff, the Park Service can't always provide those benefits.

Visitors Lose Out

In 1999, the Park Service had 1,847 full-time permanent interpreters and 843 part-time interpreters. Five years later, the parks were staffed with only 1,791 full-time interpreters (3 percent reduction) and 727 part-time interpreters (13 percent reduction), even though the park system has grown to include several additional parks. This loss of 172 permanent and part-time interpreters results in approximately one interpreter per 100,000 park visitors.

Last summer, the nation's busiest national park had only one full-time and one part-time person on hand to educate and inspire 2 million visitors to historic Cades Cove, one of the most popular spots in Great Smoky Mountains National Park in Tennessee and North Carolina. At Everglades National Park, public education programs that were once free now cost visitors as much as \$20 each. Great Sand Dunes National Park in Colorado

has cut its seasonal interpretative staff in half. At current funding levels, Yellowstone is able to provide only 6 percent of its 2.8 million annual visitors with an educational experience.

Shenandoah National Park offered 800 fewer ranger-led programs during the summer of 2004 than it did just three years ago. Public education and interpretive programs at Death Valley and Joshua Tree national parks and Mojave National Preserve in the California desert have only half the staff and 43 percent of the funding needed to adequately serve park visitors. In 2004, Denali National Park in Alaska offered 50 percent fewer seasonal interpretive programs than it had the previous summer.

Funding for public education materials and improving and updating exhibits is also lacking. In 2004, the Park Service was forced to cut the number of interpretive brochures printed system-wide. Each national park site will henceforth receive only 50,000 interpretive brochures annually, and will have to pay for additional copies out of their own limited operating budgets.

This year for example, Yosemite National Park will have to pay \$53,000 to print additional brochures, which provide 3.3 million annual visitors with information about the park's historic and natural treasures, invaluable safety advice, and a map of Yosemite's often-confusing wilderness of roads and trails.

"We are not providing the same level of service that we have been able to in years past," Paul Henderson, chief of interpretation at Arches and Canyonlands told the *Salt Lake Tribune* in 2004. "Things are definitely tight."

Key Recommendation Fund Education with More Than Pocket Change

Public education has long been identified as part of the Park Service's core mission. In 1917, only one year after the National Park Service was created, the new director, Stephen Mather, established an educational division. So important was this division to the mission of the Park Service that even though federal funds were unavailable for a staff person, Mather paid for the chief position out of his own pocket for the first year. In 2001, the National Park System Advisory Board (a legally-appointed and affirmed board of advisors) reiterated the importance of education in the mission of the Park Service and encouraged the agency to "become a more significant part of America's educational system," and to "fulfill, to a much greater degree than at present, the education potential its creators envisioned."

Today, education is no less important in our parks—and funding no more prevalent. Business plans completed by nearly 100 parks illustrate that funding for interpretation is short by 48 percent on average. Congress and the administration should ensure that the Park Service has adequate annual funding to meet the growing demand for educational opportunities for all ages.

Take Action

Teachers, students, and parents are encouraged to raise their voices about the important role of national parks as catalysts for a well-rounded education by visiting www.npca.org/take_action

Learn More

For more information, read NPCA's report on the educational capacity of national parks in California at www.npca.org/report/education.asp

Reason No. 3 to Invest in Our National Parks:

Park roads are unsafe



With limited funding, parks struggle to accommodate car traffic and meet the needs of pedestrians and bicyclists.

In September 2004, Ann Mattson, a seasonal interpretive ranger at Grand Teton National Park in Wyoming, was riding her bike home from park headquarters when a vehicle drifted from the high-traffic park road onto the narrow shoulder and side-swiped her from behind. Mattson was injured and her bike destroyed. The *Jackson Hole News and Guide* reported that

she will “think twice about taking that risk next summer.”

As more and more visitors seek to enjoy national parks with bicycles, safety becomes a major issue. Most park roads, like those in Grand Teton, simply aren’t designed to be bike- or pedestrian-friendly. Countless close-calls occur each year. In

some cases, tragedy strikes as it did in Grand Teton in 1999, when a 13-year-old girl was killed while riding with her parents; a second fatality occurred in Grand Teton in 2001.

The Park Service has embraced a bold and visionary plan that offers safer options for visitors to Grand Teton. Today, thanks to

community and congressional supporters like Sen. Craig Thomas (R-WY), working hand-in-hand with dedicated park leadership, Grand Teton is making strong progress toward a transportation plan that offers visitors an additional way to enjoy the park—a safe new system of bike paths.

“The construction of a pathway system will give folks the chance to enjoy the park by walking or riding their bikes, rather than looking out the window of a car or truck. It’s time for pathways to move forward and I’m glad we made this first step,” Sen. Thomas, chairman of the National Parks Subcommittee, said in a 2004 press release.

Parks for Pedestrians

In 1998, the Park Service developed the Alternative Transportation Program to address the impact of automobile congestion on the experiences of visitors and the natural and cultural treasures parks are intended to protect, and to meet public demand for other ways for getting around congested parks. Clearly, the need is great.

At Grand Canyon National Park in Arizona, a four-mile greenway trail, funded entirely by the Grand Canyon National Park Foundation and supported by Arizona’s congressional delegation, offers visitors a scenic way to travel between Yavapai Point and Pipe Creek Overlook by bicycle, wheelchair, or on foot. Plans call for a total system of 73 miles of handicapped-accessible bicycle and pedestrian trails in both the South and North Rim areas. Trail construction will begin on the North Rim this summer.

A new five-mile pathway in the Sandy Hook area of Gateway National Recreation Area in New Jersey has enabled visitors to jog, bike, and walk throughout this park. Glenn Craig, a park staff mem-

ber who often bikes to work along the new pathway, is pleased to see local residents using the pathway. “It’s established a whole new group of users. They were always here, but now they have another reason to call Sandy Hook home.” The Park Service is currently working with local communities to make the roads and bridges that lead to the pathway even safer and provide better access to the path.

Beyond pedestrian needs, parks also struggle to accommodate car traffic. In fact, two-thirds of all park roads are rated in poor to fair condition. Poorly maintained roads can be more dangerous and harder to travel, which can, in turn, increase traffic congestion and damage park resources. And traffic jams are common in many parks, particularly during the summer.

National Parks or Parking Lots?

Cades Cove, a popular destination inside Great Smoky Mountains National Park, features a single lane, one-way loop road for the area’s 2 million annual visitors to view the historic valley. In the summer, driving the congested road can take as long as four hours; in the off-season, the same drive might take 40 minutes.

The traffic jams in Yosemite and the Grand Canyon National Park are also well known. On peak days, an average of 6,000 cars enter the Grand Canyon’s main South Rim area, which has only 2,400 parking spaces. The park’s shuttle system helps alleviate automobile congestion, but it is aging and most buses are not yet wheelchair-accessible.

Even smaller parks are susceptible. Funding is needed to implement the planned transit system at Little Bighorn National Battlefield in Montana, where visitors on the road are forced to focus

on the car immediately in front of them, instead of the history surrounding them. When parking lots are full, eager visitors park on the battlefield itself.

At Bandelier National Monument in New Mexico, parking lots fill quickly during busy summer months, so visitors often park along the steep, windy entrance road—a dangerous proposition.

All Aboard!

Shuttle buses can be a means for addressing some of the aforementioned safety, overcrowding, and resource-protection concerns. The Park Service estimates that nearly one-third of the national parks in more than 30 states use alternative transportation systems, such as shuttles, vans, and ferries, to help address traffic congestion; protect park plants, animals, landscapes, and historic items from inadvertent harm; and reduce air pollution created inside the park.

At Zion National Park in Utah, seasonal shuttle buses operate both inside the park as well as in the neighboring community of Springdale. Since the shuttle began operating in 2000, traffic congestion in the park has dropped, local business has improved, and air and noise pollution have been noticeably reduced.

Of the more than 2 million annual visitors to Acadia National Park in Maine, a majority enjoy the park from late June through Columbus Day. Each summer, these visitors can ride a free, propane-powered, wheelchair-accessible daily shuttle system that serves the park and five nearby towns, including Bar Harbor. A majority of visitors tour Denali National Park via its highly successful bus system, which allows passengers to see grizzly bear, caribou, moose, wolves, and Dall sheep. Year-round shut-

tle systems also serve Yosemite National Park, easing congestion during the summer and offering visitors a more comfortable way to enjoy popular park sites.

Key Recommendation
Get Transportation
Funding Out of a Pothole

The good news is that there are solutions to traffic congestion in the parks, but in too many parks, funding is lacking.

A 2001 study by the Federal Transit Administration documented that \$1.6 billion will be needed between 2002 and 2020 to meet the Park Service's alternative transportation needs such as developing shuttle bus systems.

Sequoia and Kings Canyon national parks, for example, are struggling to get a transit system. But because of insufficient funding, the parks known as the "smoggiest" in the country cannot yet offer this alternative form of transportation to park visitors.

The Park Service currently receives \$165 million annually from the federal transportation bill for its Park Roads and Parkways Program. This program provides most of the funding to reconstruct park roads and bridges, and fund alternative transportation systems (buses and bike and pedestrian trails). The \$165-million funding level, however, is inadequate, as the Park Service has estimated that its road and bridge repair backlog exceeds \$3 billion.

Costs vary by park: The projected cost for road resurfacing in Great Smoky Mountains adds up to more than \$29 million between 2006 and 2009; alternative transportation options for visitors to Cades Cove are likely to cost more than \$20 million between 2004 and 2009. In November 2004, Glacier National Park in Montana received \$5 million to repair the popular but perilous Going-to-the-Sun Road, but the estimated cost to complete the ongoing project is more than \$150 million. Eighty percent of the park

system's shuttles are already more than 12 years old and in need of repair or replacement.

To meet the needs of the parks' nearly 300 million annual visitors, Congress and the administration should reauthorize the stalled transportation legislation, TEA-21. The bill provides increased funding to repair park roads and bridges, and support much-needed transportation alternatives in national parks.

President Bush pledged to work to address road and bridge repair backlogs during his first term, and has appropriately recommended that funding for the Park Roads and Parkways program should average a minimum of \$320 million annually over the life of the TEA-21 reauthorization. This funding, if provided by Congress, would be a welcome investment in the backlog of road repair projects in the parks. In addition, the legislation should include dedicated funding for the Alternative Transportation Program—\$60 million annually to provide visitors with safe bike paths and trails and to develop and maintain transit systems.

Take Action

Urge your members of Congress to co-sponsor the Transit in the Parks Act and pass a transportation bill that increases funding for national parks by visiting www.npca.org/take_action

Learn More

For more information about transportation needs in America's national parks, visit NPCA online at www.npca.org



A majority of visitors tour Denali National Park via its highly successful bus system, which allows passengers to see grizzly bear, caribou, moose, wolves, and Dall sheep.

Reason No. 4 to Invest in Our National Parks:

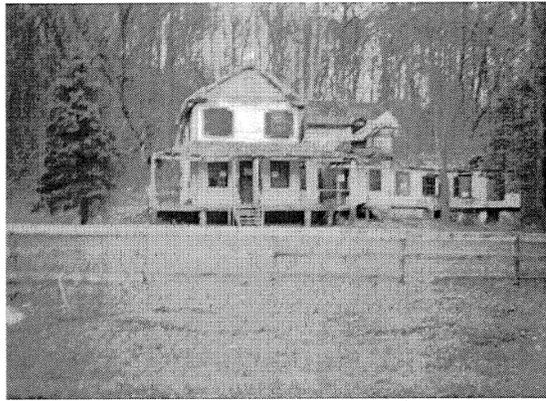
Historic buildings are falling down

More than 140 years ago, Union and Confederate soldiers at Gettysburg fought the bloodiest battle in the nation's history, one that would serve as a turning point for the Civil War and for our country's future. Today, this Civil War classroom moves and educates close to 2 million visitors every year, yet nearly 150 historic structures in the park are in need of maintenance, from old stone walls, wooden fences, and bridge—to cannons, monuments, and equestrian statues. Regrettably, budgets for restoration and maintenance are deteriorating along with the structures themselves.

Crumbling Foundations

It's alarming to think that any structure in the National Register of Historic Places might have a roof caving in because of a lack of funding and preservation expertise, but the Park Service now finds that two-thirds of the structures in its care are in need of repair.

Some Civil War-era and early 20th century buildings in Harpers Ferry National Historical Park in West Virginia are in need of significant restoration to ensure their preservation and visitor safety. Additional resources are needed so that the Park Service is able to maintain the numerous 12th and 13th century masonry structures at Aztec Ruins National Monument in New Mexico. Without increased funding, the Warden's House and Officer's Club at Alcatraz, part of Golden Gate National Recreation Area in



C&O Canal National Historical Park, which runs 184.5 miles through Washington, D.C., Maryland, and West Virginia, includes historic buildings such as Pennyfield, which once welcomed guests, including President Grover Cleveland. Today, Pennyfield is deteriorating.

San Francisco cannot be preserved, and parts of the north end of Alcatraz Island must remain closed for safety reasons.

Oscar Blevins Farm, the most intact farmstead in Tennessee's Big South Fork National River and Recreation Area, is boarded up and closed to visitors because the Park Service cannot afford to maintain, preserve, or interpret the 1870s farmhouse for the public. Limited funding is available to stabilize and preserve the historic structures in Delaware Water Gap National Recreation Area in Pennsylvania

or to protect them from arson and vandalism. More than 70 percent of the historic and prehistoric structures in Canyonlands National Park, which offer physical evidence of prehistoric communities, early agriculture, and ranching, will be significantly damaged or irretrievably lost if action is not taken within the next two to five years. The Maritime Child Development Center at the Rosie the Riveter/World War II Homefront National Historic Site in Richmond, California, needs additional restoration funds so the story of the nation's unprece-

dented support for women workers and their children during World War II can be shared with visitors. The cost to remove lead paint and restore several historic buildings at Valley Forge National Historical Park in Pennsylvania was estimated to be nearly \$19 million in the park's 2001 business plan. The buildings date back to General George Washington's 1777-78 encampment.

As these structures deteriorate, so too does our ability to teach our country's colorful history to the next generation.

Caretakers Needed

The phone book doesn't contain a list of experts qualified to repair wooden waterwheels, Civil War cannons, and ancient pueblos. So the Park Service needs to employ its own trained craftsmen and preservationists—experts in short supply, especially during lean budget times.

For example, Rocky Mountain National Park in Colorado has one of the most comprehensive systems for tracking the restoration of its many historic structures. In addition, the park has completed an outstanding five-year plan to address the needs of its 150 historic buildings and structures—30 percent of which were identified in 2002 as in poor condition.

But while deficiencies are well documented and a maintenance plan is in place, the Park Service may not be able to satisfy the plan because of a lack of funding to employ staff with appropriate expertise.

The Park Service's Vanishing Treasures ini-



Several historic buildings in Gateway National Recreation Area in New York and New Jersey await repair.

tiative was launched in 1993 to provide project funding and train and employ new craftspeople to preserve prehistoric and historic ruins in nearly 50 national parks, primarily in the southwest. Unfortunately, this program has also felt the impact of chronic annual budget shortfalls.

Although Congress intended to fund the program to the tune of \$60 million over ten years when it began providing funding in fiscal year 1998, the program has received "only a dribble of that," according to one cultural resources manager in the agency.

Key Recommendation Increase Funding for Historic Preservation

Nearly 20 years after the Park Service was created, the Historic Sites Act of 1935 charged the agency with the responsibility of preserving historic sites, buildings, and objects of national significance.

Today, this mandate to preserve our shared past is in jeopardy because of insufficient funding.

Funding to restore and maintain historic structures for the national parks is not



"I am sure the need [for park preservation funding], regardless of how it is categorized, is **billions**, not millions."

*Randall J. Biallas
National Park Service
Chief Historical Architect and Manager,
Park Historic Structures and
Cultural Landscapes Program
December 2004*

recorded as a single budget item, but rather, is available to park managers through monies generated by the Recreational Fee Demonstration Program (fees paid by visitors), through the operations and construction budgets of individual parks, and through the aforementioned Vanishing Treasures initiative.

The bipartisan National Park Centennial Act includes a provision for the creation of a new historic and cultural resource program to provide annual, dedicated funding for the protection of such resources in parks across the country. It comes none

too soon. Congress must act now, before history textbooks are all that remain to tell the story of America's heritage.

Take Action

Volunteers with special interests or skills in archaeology or historic preservation should contact the Park Service's Center for Cultural Resources at www.cr.nps.gov/aad/PUBLIC/archvol.htm

Encourage your members of Congress to support and co-sponsor the National Park Centennial Act by visiting NPCA online at www.npca.org/take_action

Learn More

For more information about historic preservation needs in the parks, read NPCA's State of the Parks® reports on the web at www.npca.org/stateoftheparks

Learn about the National Park Service's efforts to preserve historic structures and cultural landscapes at www.cr.nps.gov/phscl/index.htm

Reason No. 5 to Invest in Our National Parks

Museum collections are collecting dust

Declared a Biosphere Reserve by the United Nations in 1976 in recognition of its spectacular resources, Denali National Park and Preserve in Alaska attracts more than 300,000 visitors annually, inspired by the massive scale of the park's mountains, sweeping natural landscape, and abundant wildlife. But the park's often-overlooked cultural treasures, likely to hold clues to a better understanding of how and when the Americas were populated, are in trouble.

Only a few items in the park's extensive museum collection of nearly 450,000 items, including mining tools, cultural artifacts, and archaeological objects, are used in park interpretation programs. For lack of a full-time museum curator and archivist, 88 percent of Denali's 340,000 archival documents, including historic photographs, is not processed and remains inaccessible to researchers, staff, and park visitors.

Without additional staff and funding to protect Denali's cultural heritage, the rich history of this land and the people that survived here will be neither fully realized nor protected for future generations.

Prized Possessions

Many Americans equate the Park Service with preserving splendid vistas of lush forests, stunning deserts, and snow-capped mountaintops, but the agency is also charged with preserving our shared history. Thousands of objects represent-



This museum exhibit at Gettysburg contains a wealth of items that tell the story of the battle and offer a glimpse into the life of a Civil War soldier. But more than half of the items in Park Service museums and archival collections have yet to be catalogued or shared with visitors.

ing our culture are displayed in the Smithsonian Institution, stored under glass and carefully protected in “the nation’s attic” in the shadow of the Capitol. But artifacts in the national parks remain in the exact context where they first defined our culture. That means that visitors from across the country have a greater chance to appreciate their significance—if the artifacts are preserved and their stories told.

Nearly every national park preserves artifacts of some cultural or historical significance: All told, more than 105 million museum objects in 350 parks unlock the stories of American history, cultural experiences, and scientific phenomenon in the parks. The weapon that John Wilkes Booth used to shoot President Abraham Lincoln, botanical specimens from Yosemite, a Union soldier’s backgammon set, and Frederick Douglass’ books are counted among museum collections, as are thousands of artifacts from ancient cultures.

In Need of Cataloging, Greater Care

Sadly, although the value of many of these treasures is quite clear, the quantity, scope, and condition of artifacts in the national parks is less clear. A full 54 percent of the items in Park Service museums and archival collections have yet to be catalogued. Of those items catalogued, 61 percent are in good condition, 31 in fair condition, and 8 percent in poor condition. Items not yet catalogued have received even less attention than these, so their condition is likely much worse.

The Great Smoky Mountains’ archival and museum collections contain more than 357,000 items, including tools, equipment, clothing, and household furnishings that belonged to the people who once lived in the region. In 2004, nearly

99 percent of the park’s cultural and historical museum objects were moved to a storage facility 100 miles from park headquarters, where the objects can be protected, but not viewed by the public. The park has requested funds to build a new museum storage facility onsite, but Congress has not yet approved this request. For now, the park’s archival collections remain in three separate locations, including an attic infested with insects and mice.

In Maine’s Acadia National Park, a pair of Revolutionary War-era dueling pistols and museum objects that are centuries old sit in boxes at park headquarters. These treasures, along with more than a million others, need to be catalogued and preserved—the first steps before they can be fully enjoyed by park visitors.

At Point Reyes National Seashore in California, more than 460,000 archival documents from the historic RCA transmitting station, used to contact the Pacific Fleet in World War II, have yet to be catalogued and are not accessible to researchers or the public because the Park Service lacks an appropriate level of the necessary archival expertise.

Although Ocmulgee National Monument in Georgia protects one of the five largest archaeological collections in the entire park system, there is no museum curator on staff to monitor or catalog the collection. As a result, unique artifacts like a Mississippian-era (700 AD to 1300 AD) copper sun disk are not adequately preserved.

Key Recommendation Take Up a Collection

As of 2002, cultural resource protection received roughly 6 percent of the overall Park Service operating budget. According to business plans that NPCA and the Park Service have completed in nearly 100

parks, cultural resources are typically among the most poorly funded and poorly staffed segments of the national parks.

The Park Service is entrusted with the nation’s keepsakes and Congress and the administration must do all they can to make sure these national treasures are preserved in the coming years. Years ago, Congress established the Natural Resource Challenge to specifically fund Park Service efforts to protect plants, animals, and the natural environment in the parks—now it’s time for a Historic and Cultural Resources Challenge to preserve America’s shared heritage.

Take Action

To volunteer in a national park, visit www.volunteer.gov/gov; those with special interests or skills in archiving, curation, or preservation may want to contact the Park Service’s Center for Cultural Resources, which contains information on more specific programs, at www.cr.nps.gov/aad/PUBLIC/archvol.htm

Encourage your members of Congress to support and co-sponsor the National Park Centennial Act by visiting NPCA online at www.npca.org/take_action

Learn More

For more information about the condition of museum collections in the national parks, read NPCA’s State of the Parks® reports on the web at www.npca.org/state-oftheparks Learn more about the Park Service’s efforts to preserve cultural artifacts at www.cr.nps.gov/phscl/index.htm

Reason No. 6 to Invest in Our National Parks:

Storms needn't drown the parks and their budgets



Storms at Death Valley National Park in August 2004 caused extensive damage to roads and visitor facilities, including filling this Zabriskie Point restroom halfway with mud.

The weather was brutal in 2004. At Delaware Water Gap National Recreation Area, summer storms flooded the Kittatinny Point Visitor Center and washed out roads and trails. Hurricane Charley caused extensive damage to Dry Tortugas National Park in August. Heavy storms in Virginia and North Carolina, brought on by hurricanes Frances, Ivan,

and Jeanne, caused landslides that closed portions of the 470-mile Blue Ridge Parkway—impacting visitation.

The hurricanes also caused nearly \$3 million in damages to Great Smoky Mountains National Park, including \$1.3 million in trail repairs. Hurricane Ivan caused \$30 million in damages at Gulf

Islands National Seashore in Florida and Mississippi—washing out several miles of roads, flooding historic buildings, a visitor center, and parking lots, and destroying pavilions. Today, road repairs are under way and the Park Service is restoring the visitor center in anticipation of reopening in summer 2005.

It can't happen soon enough. The Park Service struggles to ensure that facilities are repaired quickly to continue welcoming visitors. During the summer of 2004, severe storms flooded parts of Death Valley National Park in California, killing two people and destroying restrooms as well as the primary highway used to enter the park. Through the heroic efforts of local, state, and federal agencies, the majority of the park was reopened and operational in less than three months. However, because of flooding damage and insufficient resources for repairs, popular visitor attractions, including parts of the scenic roads Artist's Drive and Titus Canyon, will remain closed through early spring 2005.

In addition to infrastructure damage, storms can wipe out fragile habitat for protected species, damage that is not easy to put a price tag on. Hurricanes Frances and Jeanne wiped out nearly 1,400 sea turtle nests at Florida's Canaveral National Seashore (one of the few beaches in the eastern United States where the turtles can safely lay eggs), and affected fragile dunes that are home to several endangered species such as the gopher tortoise. Additionally, the Park Service removed hundreds of dead oceanic birds from the 24-mile beach at Canaveral National Seashore.

Costly Damages

Damage caused by such storms raises concerns about whether national parks have adequate funding and staffing to prepare for and recover from weather emergencies.

The Park Service's fiscal year 2004 budget included only \$3 million to address emergency needs in the parks, and most of this funding had already been spent when the first of four hurricanes hit the Florida coastline. In total, the hurricanes damaged 26 national parks in eight states. The Park

Service estimates that 2004 storm damages exceeded \$50 million system-wide.

Fortunately, emergency hurricane relief funding requested by the administration and approved by Congress provided \$48.9 million for cleanup and repairs in affected areas of the National Park System. Construction monies in the fiscal year 2005 budget will be used to augment this funding so that the parks can quickly repair damaged facilities.

But in 2003, Hurricane Isabel caused nearly \$100 million in damages at several national parks, including flooding a basement full of artifacts at Colonial National Historical Park in Virginia. Insufficient funding was available to assist battered parks in making repairs, so the Park Service was forced to reallocate other limited funds.

Key Recommendation Reimburse Parks for Storm Repairs

Congress and the administration appropriately addressed many of the needs of damaged parks in 2004. But the Park Service must be consistently reimbursed for necessary repairs resulting from the frequent acts of nature that besiege our parks. Indeed, several parks suffering storm damage during the seasons prior to 2004 have not received sufficient reimbursement. In this case, storms drown the parks and their budgets. Park managers are left scrambling for years to find adequate funding for repairs and visitors are not adequately served.

Take Action

National parks need a lot of help to prepare for and recover from big storms. Volunteers can help to clean up debris, restore trails, and rebuild and repaint buildings. In October 2004 in Florida,

Governor Jeb Bush and the Department of Interior announced Take Pride in Florida Day to coordinate restoration of public lands in hurricane-affected areas. To help national parks recover from devastating storms, please visit www.volunteer.gov/gov

Encourage your members of Congress to increase funding in fiscal year 2006 for the annual operating needs of the national parks by visiting NPCA online at www.npca.org/take_action

Learn More

For more information about the impact of storms on the national parks, visit NPCA online at www.npca.org

Reason No. 7 to Invest in Our National Parks:

Invasive species are overrunning parks

Sixty years ago, America's eastern forests were a different kind of place—so different, in fact, that a 1940s visitor to Shenandoah National Park would barely recognize its forest today. From Maine south to Georgia, from North Carolina west to the Ohio Valley, forests were dominated by the magnificent, towering American chestnut, its population four times that of the birches, maples, and oaks we see today. Mountaintops in Great Smoky Mountains National Park appeared to be covered in snow when the chestnut trees bloomed with white flowers. Wildlife depended on the nutrient-rich nuts for food, and rural Appalachian economies thrived on the chestnuts that were shipped by the trainload to large cities like New York and Philadelphia each holiday season.

In the 1950s however, a chestnut blight likely imported from Asia began spreading aggressively, wiping out nearly every American chestnut tree in the country and dramatically altering eastern parks. Today, the blight prevents remaining chestnuts from reaching maturity. Hundreds of other invasive, non-native species have infested the national parks, threatening—and in some cases, permanently altering—these fragile ecosystems.

Non-Native Invaders

A 1998 study of threatened and endangered species in the United States found that non-natives are second only to habi-



These Brazilian pepper shrubs may be attractive—but are unwelcome in Everglades National Park.

tat loss in threatening imperiled species. These invasive, non-native species run the gamut. Feral pigs threaten native plants in Great Smoky Mountains, predatory lake trout threaten the native cutthroat trout at Yellowstone, zebra mussels clog waterways in the Great Lakes, and hundreds of introduced plant species threaten to overtake thousands of acres throughout the National Park System.

Beyond altered landscapes, non-native species can set off a disturbing domino effect across delicate ecosystems. At Shenandoah, for instance, a tiny sap-sucking insect introduced from Asia—the woolly adelgid—threatens to kill Eastern hemlocks that provide shade for mountain streams. The cool waters are necessary for the survival of native trout. Once the hemlocks are gone, the tem-

perature of the streams will increase, making them uninhabitable for the trout. In Theodore Roosevelt National Park in North Dakota, more than 60 non-native species have found their way into the park—including leafy spurge that invades native grasslands that wild bison and elk depend on for food. Joshua Tree National Park is being overrun by the rapid proliferation of non-native grasses such as cheatgrass and red brome, which spur larger and more destructive wildfires and compete with native plants and animals for precious water.

At Everglades National Park, non-native boa constrictors and Burmese pythons have invaded the waterways. Invasive melaleuca, Australian pine, and Brazilian pepper plants are overtaking native mangroves and cypress, while fishermen lament the decline of native largemouth bass, which are losing nesting habitat to exotic fish from Africa and South America.

In Big Bend National Park, the native cottonwood trees that traditionally lined the banks of the Rio Grande are quickly being replaced by non-native tamarisk. Eleven non-native fish now inhabit the river, competing with native fish for limited resources.

Millions Needed to Save Millions of Acres

In December 2004, *Smithsonian* magazine reported that “several thousand foreign plant and animal species have colonized the United States. All told, invasive species cost the nation upwards of \$140 billion a year.”

Since 1999, the National Park Service has effectively controlled exotic plant species on more than 167,000 acres—but 2.6 million acres remain infested. Certain

parks, like Denali National Park, have aggressive programs to eradicate non-native invasions using biological methods (releasing natural predators that are not themselves invasive), physical (shoveling or hand-picking invasive plants such as dandelions every June), and chemical (applying fungicides and other chemical treatments)—but all of these approaches require solid management programs, sufficient staff, and adequate funding, which isn’t always available.

The Park Service estimates that it would cost approximately \$21 million to eradicate the woolly adelgid infestation in Great Smoky Mountains National Park. “There is no immediate source for this amount of funding,” a 2004 agency memo said, “so land managers have developed a prioritized plan to determine which infested sites are treated and with which methods.”

Key Recommendation Increase Natural Resource Funding for Parks

A commitment to natural resource protection in the national parks is crucial in order to save the native landscapes that make the parks so distinctive.

Recognizing the need to strengthen funding for natural resource management in the parks, Congress established the Natural Resource Challenge in 1999. The program helps to fund initiatives to address the most critical threats, such as non-native and invasive species management, among other science-based projects.

But the Natural Resource Challenge, like many aspects of the Park Service’s budget, is chronically underfunded. In fiscal year 2002, the program received \$20 million; in fiscal year 2005, the program received \$5 million.

Take Action

Educate yourself on the plant species indigenous to your area. When gardening, be sure to use native plants, and avoid invasive plants such as Japanese honeysuckle, English ivy, bamboo, and purple loosestrife.

Be sure to clean your shoes before and after your visit to a national park, because seeds, spores, bugs, and viruses can easily be transported this way. If you drive or boat in a national park, be sure to scrub your tires, or your boat, trailer, and equipment, too. And don’t release your pets into the wild. For more helpful tips, visit www.npca.org/wildlife_protection/threats/alien_invaders.asp

Volunteer to help clear invasive species from the national parks by visiting www.volunteer.gov/gov

Encourage your members of Congress to support and co-sponsor the National Park Centennial Act by visiting NPCA online at www.npca.org/take_action

Learn More

For more information about invasive species, visit the website of the National Invasive Species Council at www.invasivespecies.gov

Reason No. 8 to Invest in Our National Parks:

Park science is inadequate

A phenomenal effort to record every living species in Great Smoky Mountains National Park is under way. The initiative, called the All Taxa Biodiversity Inventory (ATBI), has drawn scores of scientists, teachers, students, and volunteers into the park to research and chronicle the tens of thousands of species that make up the park's fragile ecosystem—considered one of the most biologically diverse spots in the temperate world.

Nearly 4,000 species not previously known to inhabit the park have been identified—more than 500 of which are insects, plants, and fungi completely new to science. Of the 100,000 species (larger than microbes) estimated to live in the park, about 12 percent have been inventoried and identified, including 1,300 plants, 2,250 fungi, 4,000 insects, 240 birds, and more than 30 distinct salamander species, including the behemoth eastern hellbender salamander that can grow up to 29 inches long—nearly the size of a human toddler.

The initiative, a model for better examination and appreciation of our natural heritage, is still going strong, nearly seven years after it was launched. It was formed by a partnership between the Park Service and Discover Life in America, a nonprofit representing universities, organizations, state and federal agencies, and leaders in science, education, conservation, and technology. Discover Life in America is coordinating the ATBI; Friends of the Great Smoky Mountains and the Great



The All Taxa Biodiversity Inventory in Great Smoky Mountains National Park is one of the most significant scientific undertakings in the national parks. It is also almost entirely privately funded.



The forthcoming removal of the Elwha dams at Olympic National Park is the second-largest ecosystem restoration project in the National Park System. Scientists say that dam removal will facilitate the return of a healthy salmon population to rivers and streams, but more funding is needed to research the health of the ecosystem before dam removal and to quantify changes in river sediment, wildlife, and water flows.

Smoky Mountains Association have provided the most significant funding for this innovative effort.

The All Taxa initiative provides an uplifting anecdote in an otherwise stark landscape. The good news is that it is providing a model for nearly a dozen other parks and reserves, which are conducting their own ATBI. The program's role as a progressive model is crucial to other national parks with equally urgent needs to strengthen the science within their borders—and ensure that such research is put to use. But the bad news is that all too

often, scientific research does not receive the funding and attention it deserves.

Science Takes a Back Seat

In 1963, A. Starker Leopold reported that the Park Service should “recognize the enormous complexity of ecologic communities and the diversity of management procedures required to preserve them.” But with a few notable exceptions, the ATBI among them, science still takes a back seat in the parks.

Over the past few years, the Park Service has made great progress in expanding its

field science and research capacity through project funding provided by the congressionally authorized Natural Resource Challenge. The agency has established 13 strategically located in-park Resource Learning Centers to promote collaborative research activities with universities, educators, and community groups. The Park Service has also been a major partner with 12 other federal agencies in establishing a national network of 17 Cooperative Ecosystem Study Units—partnerships designed to conduct regional and ecosystem-wide natural resource research. Additionally, many individual national

parks such as Rocky Mountain in Colorado have successfully partnered with local universities or with NPCA through its State of the Parks® program to conduct science and research projects.

However, these innovative partnerships have only a minor effect on the health of individual parks when internal scientific capacity is limited.

For example, Glacier National Park provides some of the best habitat in North America for the threatened bull trout, but the population has plummeted 90 percent in the last few decades because of an invasion of non-native lake trout. Park managers are trying to address the problem by partnering with local universities, the Fish and Wildlife Service, NPCA, Trout Unlimited, and others, but the coalition's efforts to reduce lake trout numbers and prevent their invasion into the few remaining un-invaded lakes are hampered by the fact that Glacier doesn't have sufficient funding to have a fisheries biologist or an aquatic ecologist on staff.

Although Joshua Tree National Park is downwind of the Los Angeles Basin and six regional power plants, the Park Service has insufficient staff and resources to adequately monitor the park's air quality and assess the effect of pollution on plants, wildlife, and visitors. Shenandoah National Park—one of the nation's most polluted national parks—cannot afford to replace its Air Resource Program Manager, who would monitor the park's air quality. Mount Rainier National Park in Washington lacks funds to hire a full-time volcanologist, even though Mt. Rainier is an active volcano. Additional funding and staffing is needed to help monitor and ensure the survival of endangered species such as the mission blue butterfly at

Golden Gate National Recreation Area, which is classified as a Biosphere Reserve. For lack of funds, the Park Service has been unable to complete an archaeological survey of the puebloan village sites in White Sands National Monument in New Mexico, leaving valuable cultural resources undocumented and unprotected from looters and other threats.

Grand Teton National Park provides habitat for endangered and threatened species like the Canada lynx, wolverine, grizzly bear, and peregrine falcon, but cannot afford staff to monitor the species. Death Valley National Park's federally listed Devil's Hole pupfish and other native species face possible extinction if more funds aren't made available for critical groundwater assessment and monitoring. And in the midst of Great Smoky Mountain's ATBI, the park can't afford to replace its retired Chief of Natural Resources.

Perhaps the greatest wildlife re-introduction story in America is that of the Yellowstone wolves. In ten years, Yellowstone National Park's wolves have again become a fully functioning part of the park ecosystem after being eradicated nearly a century ago. Their presence is producing enormous volumes of new ecological information and data from studies of the predator/prey relationships. Yet despite the science renaissance unfolding inside Yellowstone, this Park Service flagship program has had its funding dramatically cut in 2005, forcing the program to seek out additional private donations to fund its core monitoring and research efforts.

Key Recommendation **Fund this Core Mission**

The National Park System Advisory Board's 2004 report, *National Park Service*

Science in the 21st Century, sounded an alarm. The report included strong recommendations to accelerate long-delayed scientific inventories to determine where species protection should be focused; to establish conservation of biodiversity as a core purpose; and to support wildlife migratory corridors and greenways through partnerships outside of the park. "Every conceivable effort must be made to marshal the necessary resources to preserve the integrity of the parks and the life residing within them," the document states. "Over the years, science has not fared well."

More than a dozen of NPCA's State of the Parks® assessments show that insufficient funding is hindering the Park Service's ability to protect resources and prompting the loss of species. Until Congress and the administration address the parks' chronic funding shortfalls, the protection of natural resources will remain an uphill battle.

Take Action

Many national parks need volunteers to help inventory and monitor species. To see if your favorite park needs help, visit www.volunteer.gov/gov

Encourage your members of Congress to support and co-sponsor the National Park Centennial Act by visiting NPCA online at www.npca.org/take_action

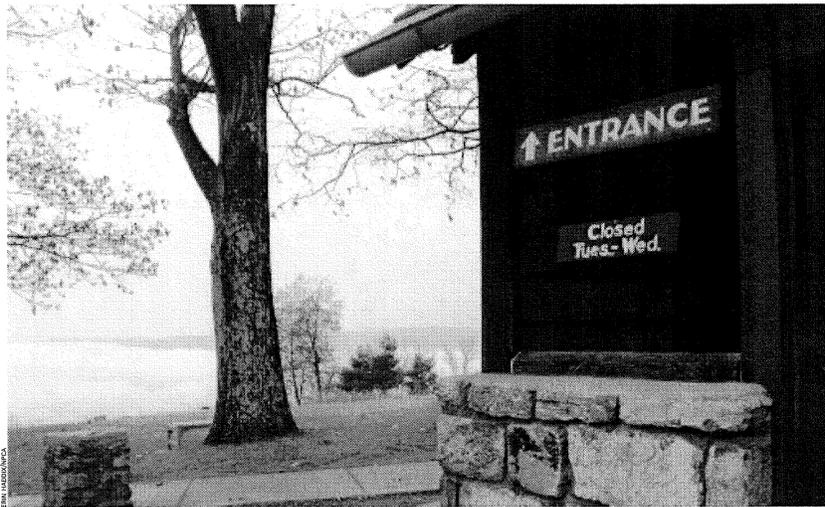
Learn More

To learn more about science and natural resources in the national parks, read NPCA's State of the Parks® reports on the web at www.npca.org/stateoftheparks

To volunteer your time, visit www.nature.nps.gov/scienceresearch/index.htm

Reason No. 9 to Invest in Our National Parks:

Park facilities are in **bad** shape



Sbenandoab's Dickey Ridge visitor center is closed part of the year because of insufficient funding and staffing.

When Seattle resident Kathy Connors visited Mount Rainier this summer for the first time, she was aghast. "I was shocked and annoyed that I saw no rangers all day, and I was in several areas of the park. The restrooms at the Paradise Information Center were not much better than a gas station. All I could think of was that this was due to administrative cutbacks, and lack of support for these incredible treasures. I think it makes us look bad to have no respect for our national treasures."

Visitor Facilities Suffer

Without adequate funding, the Park Service is unable to effectively manage park wildlife and cultural and historic treasures, while also meeting the needs of nearly 300 million annual visitors.

And it is starting to show. From neglected trails to dirty or deteriorating facilities, national parks across the country are showing the strain of budget shortfalls in excess of \$600 million annually.

For example, the Park Service is struggling to maintain popular trails in Grand Canyon National Park, several of which are more than 100 years old. At Acadia National Park this past summer, restrooms were not cleaned as frequently, roadsides were not mowed as often, and solid waste was removed less often. The visitor center at the *USS Arizona* Memorial in Hawaii is overcrowded, its foundation is cracking, and it is sinking.

A shortage of staff and funding limits the ability of the Park Service to maintain campgrounds at Nevada's Great Basin National Park. Broken benches, dilapidated buildings, and a crumbling boardwalk greet visitors to Riis Park in Gateway National Recreation Area in New York and New Jersey. Chaco Culture National Historical Park in New Mexico lacks funding to maintain and repair the park's 28 miles of backcountry trails. As a result, trails are damaged by heavy use and weather, compromising the experiences of visitors and the integrity of cultural resources and nearby natural resources that become trampled when visitors cannot follow the trails.

In other parks, the lack of visitor services is a challenge. The Alaska parks' five-year construction program needs \$76 million to fund 14 significant projects, including building a much-needed new visitor center in Kenai Fjords and replacing a visitor

center at Denali, and additional funding to staff these public facilities. Shenandoah National Park's Loft Mountain and Dickey Ridge visitor centers are closed part of the year for lack of sufficient funding and staffing.

Key Recommendation Funding Needed to Repair Facilities, Offer Services

Funding for the maintenance of existing and new visitor facilities in the national parks is available through the Park Service's limited operating budget; through the Recreational Fee Demonstration Program, which generates more than \$150 million annually through visitor fees; and through the construction budget. But clearly, available funding has not kept pace with need.

Congress and the administration need to address the parks' operating shortfall, now in excess of \$600 million annually, and fully fund the ongoing maintenance needs

of the national parks so that visitor facilities are in the best possible shape to welcome—and inspire—visitors.

Take Action

If your experience in a national park wasn't what you were expecting—or didn't meet the standards you remember from prior visits—visit NPCA online at www.npca.org/take_action to send a letter to the editor of your local newspaper.

Visit NPCA's National Parks Scrapbook to post your own list of the top 10 reasons parks should be protected, as well as your photos and memories of beloved park trips, at www.npca.org/scrapbook

Learn More

For more information about the condition of visitor facilities in the national parks, read *The Burgeoning Backlog* at NPCA's website at www.npca.org/report/backlog.asp

"I can tell you that we will definitely be able to keep this park open and keep the visitor center open through the worst of the future year projections... what I cannot guarantee is the quality of your visit."

*John Latschar, superintendent of Gettysburg National Military Park
Harrisburg Patriot-News, June 2004*

Reason No. 10 to Invest in Our National Parks:

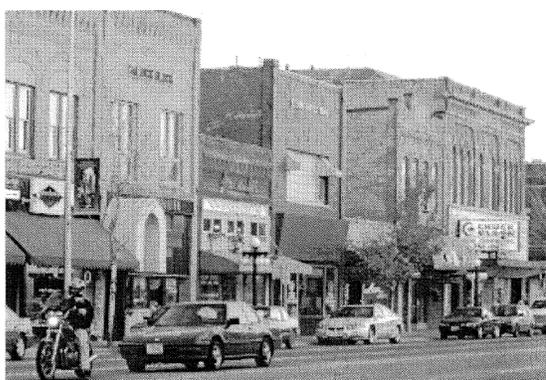
Neglected parks can't be good neighbors

When logging jobs dwindled in Forks, Washington, the town diversified its economy and focused more closely on its location as a gateway to Olympic National Park, which welcomes 3 million visitors annually. But when the mayor learned that the Park Service planned to close the park visitor center in Forks because of funding shortfalls, community leaders contacted Rep. Norm Dicks (D-WA), urging him to help the Park Service fund operating hours for the visitor center through the spring and summer.

"Our businesses rely on people visiting the park," Mayor Nedra Reed told the *Peninsula Daily News* in May 2004. In fact, research has shown that visitors to Olympic generate \$80 million annually for the local economy—revenue jeopardized by visitor-service reductions.

Catalyst for Economic Growth

America's national parks are important generators of revenue to state and local economies. A 2004 survey conducted by the Travel Industry Association of America and Delaware North Companies revealed that among those Americans who visited a national park in the last five years, 75 percent stayed overnight in or within ten miles of the parks on their most recent trip. A conservative economic model developed by Michigan State University



Communities such as Kalispell, Montana, outside Glacier National Park, have increasingly recognized that their prosperity is tied to the park.

for the Park Service reveals that visitors spent \$10.6 billion in the communities surrounding national parks in 2001, and supported 267,000 jobs in tourism-related businesses.

The 275,000 annual visitors to Harpers Ferry National Historical Park in West Virginia, for example, generate \$12 million annually for the local economy. Additionally, the Park Service, which is among the largest employers in Jefferson County, spends approximately \$876,400 a year—much of it locally—for goods and

services such as fire, police, water and sewer. The park spends another \$6 million annually on capital improvements, most of which, according to the Friends of Harpers Ferry National Historical Park, goes to local contractors.

The city council of Seward, Alaska, once opposed the creation of Kenai Fjords National Park, but is now one of the park's biggest champions. In 2001, a study conducted by the University of Alaska, Anchorage's Institute of Social and Economic Research revealed that "most of

the economic growth, particularly since 1990, [in Seward, Alaska, was] driven by the visitor industry” and “Kenai Fjords National Park is widely regarded as the primary magnet, along with recreational fishing, for most of this growth. The national park status has also elevated the profile of Seward as a visitor destination across the country and indeed the world.” Visitors to Kenai Fjord are estimated to have generated \$15.7 million in 2001 for the local economy.

“I admit it, my attitude has changed 180 degrees,” former Seward city administrator and current Alaska Sealife Center manager Darryl Schaefermeyer told *National Parks* magazine in 2004. “The park has been a marvelous success, and most people in Seward today would speak highly of having it here. Kenai Fjords has become the backbone of the economy and a source of pride. And its staff—from the superintendents on down—have been good neighbors, good friends.”

Studies conducted by researchers at the University of Montana of the economy of the state’s Flathead County, a gateway to Glacier National Park, found that national parks are important economically not just because of tourism, but also as magnets for new residents and amenity entrepreneurs. “Many gateway communities, including Flathead County, have thriving, diverse economies that are not primarily dependent upon tourism and recreation. Yet the natural appeal of these areas is at the heart of their economic success,” states NPCA’s 2003 report, *Gateway to Glacier*.

“This report makes the argument that we can maintain our small-town community character, grow a healthy economy, and conserve the natural treasures of our region. I believe these are goals we all share,” Susan D. Burch wrote in the intro-

duction to the *Gateway to Glacier* report. Burch is past chair of the Kalispell, Montana, Chamber of Commerce.

Visitors to Death Valley and Joshua Tree national parks and Mojave National Preserve in the California desert spend more than \$95 million annually and support nearly 2,450 jobs in local communities. “Tourism has replaced mining as our primary economic engine, and healthy national parks are the key to our regional industry,” Brian Brown, proprietor of China Ranch Dates in Shoshone, California, said in NPCA’s report, *National Treasures as Economic Engines*.

In growing numbers, communities such as these are recognizing that their prosperity is tied to national park tourism. As parks wither for lack of funds, so too do the gateway communities and they have begun to protest. To date, more than 400 private businesses, nonprofit groups, chambers of commerce, and other groups have joined NPCA’s Americans for National Parks coalition to call attention to the annual funding shortfalls affecting the national parks. The state of Maine and municipalities in California, Montana, and other states have passed resolutions in support of the national parks, encouraging Congress to fund the preservation of these national treasures.

“If the park is healthy, people will come,” Amy McNamara, national parks director for the Greater Yellowstone Coalition told the *Casper Star-Tribune* in February 2005. “That’s the big message for the gateway communities and their businesses.”

Key Recommendation **Invest for the Sake of** **Our Communities**

Because national parks are so important to local and state economies, Congress and

the administration need to continue investing in the parks. It is important that local, state, and federal decision-makers appreciate the delicate balance between the environment and the economy that is essential for continued prosperity around our national parks.

Take Action

Join the coalition of Americans for National Parks. Lend the name of your organization or business to this national effort to call attention to the needs of the national parks by visiting www.americans-for-nationalparks.org

You might also submit a letter to the editor of the local newspaper, explaining the importance of national parks to your community, by visiting NPCA online at www.npca.org/take_action

Learn More

For more information about the financial impact of visitation to the national parks, read NPCA’s reports: *National Treasures as Economic Engines*, available online at www.npca.org/report/CaliforniaParks.asp or *Gateway to Glacier*, which is online at www.npca.org/healthycommunities

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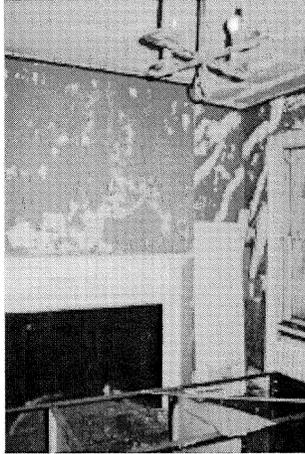
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Insufficient funding leaves the National Park Service unable to restore parts of Hamilton Grange, the 1802 New York City home of founding father Alexander Hamilton.

COURTESY OF NEW YORK HISTORICAL SOCIETY

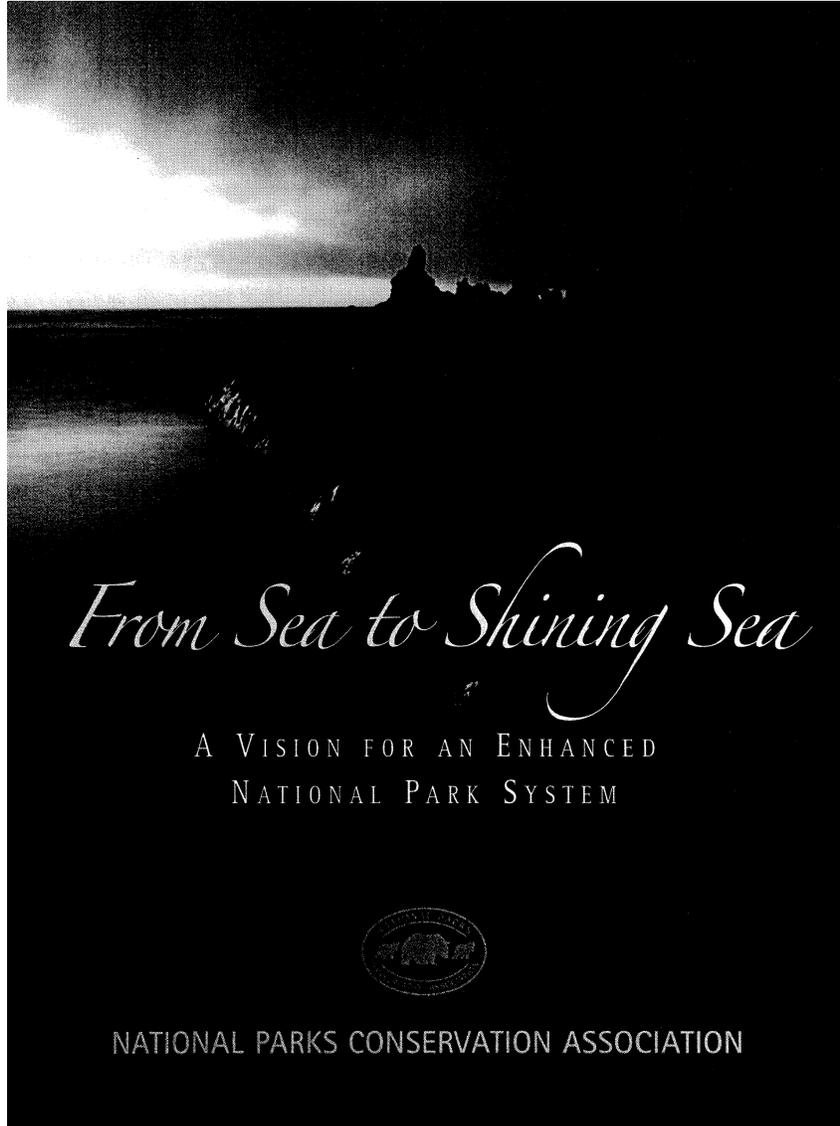


National Parks Conservation Association®
Protecting Parks for Future Generations®

Since 1919, the nonpartisan NPCA has been the leading voice of the American people in the fight to safeguard our National Park System. NPCA, its members, and partners work together to protect the park system and preserve our nation's natural, historical, and cultural heritage for generations to come.

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From Sea to Shining Sea

A VISION FOR AN ENHANCED
NATIONAL PARK SYSTEM



NATIONAL PARKS CONSERVATION ASSOCIATION

**At the Crossroads of American History:
A Dedicated Park Ranger Relays an Incredible Story**

It's a 90-degree June day in the heart of Yosemite Valley, and National Park Service Ranger Shelton Johnson is wearing a cavalryman's heavy, dark blue wool shirt. Fifteen men, women, and children from various walks of life and distant parts of the United States have gathered to listen to Johnson talk about Yosemite's hidden history; specifically on the subject of the Buffalo Soldiers or Negro troops deployed by the Army in the late 19th and early 20th centuries to protect national parks and public lands in the western United States. Johnson appears this afternoon as Elizy Bowman, a sergeant from K Troop of the 9th US Cavalry (Colored) circa 1903.

In character, Sergeant Bowman explains that the 9th arrived in Yosemite and near-by General Grant and Sequoia national parks in May 1903. The troopers built roads, protected Yosemite's wildlife from poachers, and conducted patrols through remote regions of the park. The Buffalo Soldiers earned honors for themselves and their commanding officer, Captain Charles Young. But they also developed a fundamental love and appreciation for the majestic landscapes they were asked to protect.



Ranger Shelton Johnson

Thanks to Sergeant Bowman, park visitors gain a deeper insight into the complete and complex history of Yosemite. Thanks to dedicated park rangers like Shelton Johnson, our national parks are providing visitors with something more profound than memories. Without enough funds for the parks, we run the risk of losing the experience and knowledge embodied in rangers such as Johnson. The National Park System has lost hundreds of permanent and seasonal rangers in the last few decades. This past year, fewer educational programs were offered in many national parks because of staffing cuts. Some of the lessons rangers teach and the appreciation they bring of the significance of these important places that occupy the crossroads of American history could be lost forever.

NPCA'S MISSION:
TO PROTECT AND ENHANCE AMERICA'S
NATIONAL PARK SYSTEM FOR PRESENT
AND FUTURE GENERATIONS

Cover: Olympic National Park, Q.T. Luong/Terra Galleria Photography

Introduction: National Parks Preserve America's Stories

On September 17, 1862, 23,000 Americans were killed, wounded, or declared missing in action at the Battle of Antietam. The country had never before witnessed such carnage on the battlefield, and Antietam remains the single bloodiest day in American history.

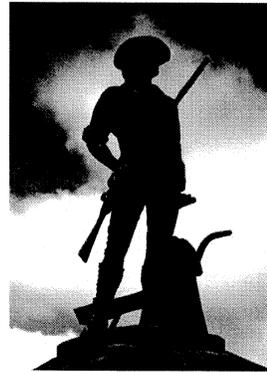
Although technically a draw, the repulse of Confederate General Robert E. Lee's first invasion of the North provided President Abraham Lincoln with a reason to issue his Emancipation Proclamation. That document called for the freeing of all enslaved persons in states considered in rebellion against the federal government. In one bold stroke, Lincoln elevated the war from a conflict over states rights to a struggle to secure basic human freedom. That great confluence of events, people, and ideologies is commemorated to this day at Antietam National Battlefield in Maryland, a national park.

National Parks Tell America's Stories

Our national parks are the most significant natural, cultural, and historic places on the American landscape. They sing to us of America, telling our most important stories. And, just as Antietam does, they often occupy a strategic place at the crossroads of

our history, where the individual threads of our disparate legacies are joined together into the whole cloth of one common heritage.

America's national parks celebrate the core values that make our nation strong. In the patriotism and valor of civil rights marchers on the Selma to Montgomery Freedom Trail, in the sacrifice and suffering of the Continental Army at Valley Forge, and in the determination of John Wesley Powell to explore the length of the Grand Canyon, we find the best exemplars of the American spirit. Even though these special places occupy an important place in our national tapestry, business plan research conducted in nearly 100 national parks between 1998 and 2004 demonstrates that on average national parks operate with only two-thirds of the funding they need. This amounts to a system-wide shortfall of more than \$600 million annually. Today these special places face this operating shortfall largely because of increased demands from needs such as homeland security and the rising cost of benefits and salaries without corresponding increases. As the House of Representatives recently stated in its report on the fiscal year 2005 Interior Appropriations bill: "For three years, the Committee has been concerned about the absorption of pay costs, storm damage, anti-



America's national parks celebrate the core values that make our nation strong. A minute man statue at Minute Man National Historical Park.

terrorism requirements, competitive sourcing activities and other mandates from the Department and the Office of Management and Budget for which funds have not been provided."

An estimated \$15 million of the nearly \$75 million increase that Congress generously obligated to the Park Service budget in the final FY05 spending measure will be absorbed by mandated, but previously unfunded, staff pay increases.

In just 12 years, the National Park System—described by author Wallace Stegner as the best idea America ever had—will celebrate its 100th anniversary. By that anniversary, we must commit ourselves to creating a system that sets the highest examples in sound management, aggressive resource protection, and innovative public initiatives. To achieve this goal, we must understand the history of funding in the national parks and work to change some of the challenges facing the park system.

Unfunded Mandates Affect Park Units

Funding Not Keeping Pace with Demands

Park funding is not a new concern. Since the establishment of the National Park Service in 1916, management staff, concerned citizens, and political leaders have struggled to determine what appropriate levels of funding should be and how to best ensure these special places receive the support they deserve. As the National Park System increased in size, scope, and popularity in the early 20th century, it became increasingly difficult to keep pace with financial and maintenance needs. Nonetheless,

leaders who recognized the value of our national parks and their significance to the American people embraced the challenge. From the Roosevelt administration’s initiation of the Civilian Conservation Corps to the Park Restoration and Improvement Program established and maintained by the Reagan administration, the Park Service has benefited from a variety of funding initiatives. Why then, has the park funding situation become so dire in recent years?

Each of these efforts, although well intended, has not been enough to keep up with a growing park system and changing demands.

Homeland Security, Natural Emergencies, and Unforeseen Costs

The Park Service manages more than 84 million acres of prime natural lands, sensitive historic sites, and cultural antiquities. It also plays host every year to millions of visitors. Since 1980, park visitation has grown by 40 percent, and Congress has added more than three million acres and 62 new park units to the National Park System. In this same period, funding for basic management and protection of park resources has fallen far short of the need.

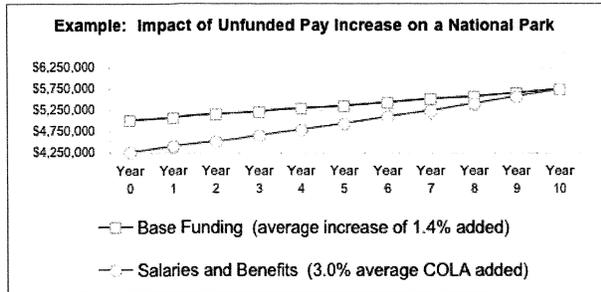
The primary source of funding for park operations is the congressionally appropriated operating budget of the National Park Service. Although the operating budgets of most national parks have received increased congressional appropriations over the past several years, unbudgeted costs have eaten away at the actual buying power of our national parks. The hidden or unforeseen cost of maintaining national parks includes:

- ◆ Unbudgeted increases in salary and benefits
- ◆ Absorption of homeland security related expenses
- ◆ Response to and mitigation of natural emergencies (such as wild fires, floods, hurricanes) and,
- ◆ Inflation

As a result, the small annual increases, when assessed in real dollar terms, amount to flat growth or worse, actual decreases in the base operations budget for parks. In addition, the budget process itself must change. It currently lacks the flexibility park managers must have to apply funds where they need them most.

As the nation approaches the centennial in 2016, we should commit ourselves to creating, by that anniversary, a well-funded National Park System. The world’s wealthiest nation has an obligation to meet this challenge. The American people—who respect and cherish our nation’s parks—deserve nothing less.

What follows is a summary of the tangible benefits that a well funded National Park System will provide for the American public, examples of what that picture would look like at two parks, Gettysburg National Military Park and Olympic National Park, and a guide on how best to achieve that goal by 2016.



If a park’s staffing cost increases 3.1% annually due to mandated pay increases (Cost of Living Adjustment, or COLA) while a park’s base operational budget continues to rise at a much slower rate (1.4% on average), staffing costs will eventually consume the park’s budget and no funds will be available to cover needs such as seasonal rangers, electricity, vehicle leasing, paper, pencils, toilet paper, etc.

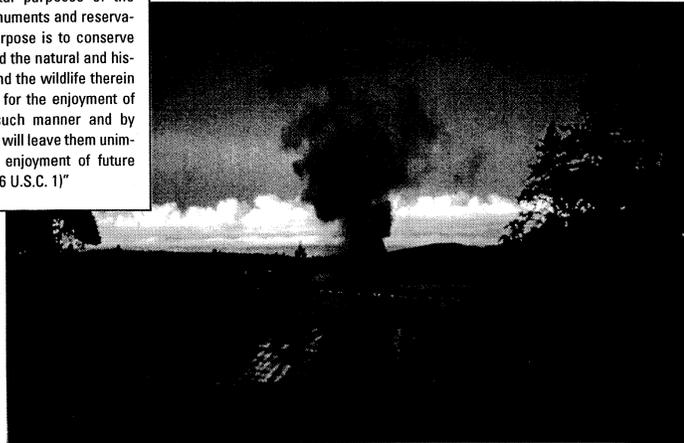
National Park System At a Glance

- 388 units in the National Park System, including national parks, national historical parks, national historic sites, national battlefields, national seashores, national memorials, national scenic trails, and national recreation areas
- More than 84 million acres managed by the National Park Service
- First national park was Yellowstone, created by President Ulysses S. Grant in 1872
- The National Park Service was established in 1916 by President Woodrow Wilson

The Park Service's mission is to "promote and regulate the use of the federal areas known as national parks, monuments, and reservations...hereinafter specified by such means and measures as conform to the fundamental purposes of the said parks, monuments and reservations which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations. (16 U.S.C. 1)"

The Centennial Vision 2016

Imagine a strong, vibrant National Park System in which hundreds of thousands of salmon churn the waters of the Elwha River on their return journey to Olympic National Park; where every visitor to Gettysburg National Military Park can envision the historic, bloody battle that turned the tide of the war because the landscape is exactly as it was hundreds of years before; and where the 12-hour work days of the mill girls who made clothes in textile mills and fueled the Industrial Revolution at sites such as Lowell National Historic Site would come to life through the stories of rangers.



The geysers and geothermal pools at Yellowstone National Park, the world's first, helped to inspire the country to create a National Park System.



The purple mountain majesty of Grand Teton National Park.

An enhanced National Park System could more effectively carry on its responsibilities as the principal guardian of our natural, cultural, and historical legacies. The tents used by George Washington's army during the long winter at Valley Forge would be well maintained in perpetuity. Botanists, scientists, and maintenance staff would be employed in sufficient numbers to rid Great Smoky Mountains National Park of the invasive pest currently threatening the park's ancient hemlocks. And the Park Service would be able to afford enough law enforcement rangers to safeguard black bears in Shenandoah, Indian artifacts at Chaco Culture, and barrel cactus at Saguaro from greed-driven thieves and poachers who view these resources as an easy way to make a buck. Imagine a National Park System that lives up to the vision of its founders as a system that would protect our nation's most precious landscapes and representations of our history for the enjoyment and use unimpaired for future generations.

Sing to us of America: Resource Protection in an Enhanced National Park System

If the Smithsonian Institution is regarded as the nation's attic, surely then the 388 units of the National Park System comprise the rest of our national house. Our national parks are the streets, towns, and communities where the country grew up, the mountains, valleys, and streams, that have challenged explorers and inspired poets, and the battlefields on which so many have made the ultimate sacrifice in the noble effort to preserve the ideals of freedom and liberty. Our national parks tell a million or more stories, one document, petroglyph, geologic formation, or historic structure at a time. The proper preservation and stewardship of these natural and cultural resources is our obligation and the only way to ensure that our national parks continue to so beautifully sing to us of America.

In the park system of 2016, the historic buildings and artifacts that represent our nation's heritage would be protected by and benefit from the

presence of sound, strategic comprehensive interpretive plans. For example, at Frederick Douglass National Historic Site in Washington, D.C., the Park Service has taken great pains to preserve the interior of the home in much the same condition that it appeared the day, in 1895, when the famous abolitionist, author, and women's rights advocate died. Although Congress recently appropriated nearly \$1 million for preservation work on the home, the Park Service still lacks a sufficient annual budget or staff to develop a master plan or maintenance schedule for the restoration of the landscape. This deprives visitors of a picture of Douglass' Cedar Hill mansion within the context of the historic Anacostia community he called home. A well-funded Douglass home would have adequate staff and money to prevent such a piecemeal approach.

The Park Service of 2016 also would have enough money and staff to engage in meaningful partnerships with indigenous people, American Indians, and diverse representatives from communities adjacent to national parks. This would enable those local experts to assist in telling the more complete story of their history and of the park. Biscayne National Park would, in addition to being the world's premier classroom for marine systems and coral reefs, offer insights into the lives of the Seminoles and Africans who created places of refuge in and around what is now the park in the 17th, 18th, and 19th centuries.

Our parks also would have the capacity to conduct annual resource condition assessments to better enable the Park Service to engage in preventive maintenance rather than reacting to a never-ending series of crises. By 2016, the Park Service's display facilities would allow for the safe, public display (when appropriate) of a majority of the cultural artifacts maintained in a park's collection. Ideally, all of the irreplaceable 5,000 pieces of

correspondence, 2,000 photographs, more than 45,000 archival documents, battle flags, guidons, and other items belonging to the collection of Little Bighorn Battlefield National Monument would be properly protected and available for visitors to experience, instead of spilling onto office floors or off of file cabinets. All storage and display facilities would have state-of-the-art fire suppression and climate control systems to ensure that these valuables are protected from disaster.

An annual assessment also would be done in the natural world to keep track of the population trends of the animals and plants that depend on the national parks for survival. This task will be much easier when all parks have the adequate number of staff who can expertly handle invasive species and biological threats. In 2016, Shenandoah and Great Smoky Mountains will have sufficient resources to stem the woolly adelgid infestation that threatens balsam and hemlock forests. Full funding also would enable the staff at Shenandoah to eradicate the invasive species that currently make up 20 percent of all plants and to re-hire an air pollution specialist in this park that is now considered one of the five most polluted in America.

Who's Watching the Park: Visitor Safety and Resource Protection

Like any city or town, our national parks must have law enforcement and public safety staff to manage traffic, catch criminals, protect property, fight fires, and rescue lost or injured visitors. In the national parks, this role is expanded somewhat to protect endangered wildlife, rare vegetation, priceless artifacts, and historic buildings.

Having a presence is one of the first rules of law enforcement. Having

park rangers visible and available to visitors prevents accidents, crime, and resource damage. Yet park business plans in 54 park units show, on average, a funding shortfall of 42 percent for visitor safety services, which has led to serious law enforcement staffing shortages.

In 2016, parks would have a sufficient number of permanent and seasonal protection rangers to ensure the safety of visitors. This means that visitors camping in a park's backcountry would, at least once during their stay, have contact with a ranger who could answer questions and check backcountry permits. Large parks such as Yellowstone and Glacier would have enough seasonal backcountry rangers to monitor campsites and trails regularly and assess conditions and the effects of visitor use. Parks such as Yosemite and Sequoia, where an early snowstorm in October 2004 trapped many hikers and killed two climbers, would have the funds to keep their backcountry rangers on patrol through the now-popular fall hiking season.

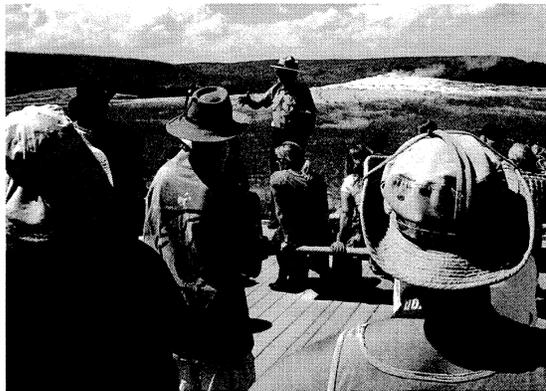
In the park system of 2016, the protection ranger force would have

enough staff to protect wildlife, artifacts, and other resources from poaching, theft, or vandalism. Great Smoky Mountains National Park would have a strong ranger field presence in remote backcountry areas and along park boundaries to stop the ginseng and black bear poachers who operate there now. Petrified Forest National Park would have the staff to monitor and prevent the theft of tons of petrified wood and pillaging of pots and artifacts from ancient settlements.

In this park system, enough staff would be available at Bandelier National Monument in New Mexico to accommodate a temporary reassignment to protect the Statue of Liberty because of heightened homeland security needs, as well as protect its own backcountry archaeological sites.

Park Rangers Lead the Way: Visitor Education and Interpretation

In the National Park System of 2016, educating visitors about the sites they are visiting—either through up-to-



A ranger talks to park visitors about the mysteries of geysers at Yellowstone.

date displays or through well-trained rangers—would be among the top priorities for the Park Service. Park rangers, the symbol of excellence for national parks since 1916, are key to a top-notch education program. They inform the American public about the significant stories our national parks have to tell and the commanding place they occupy at the crossroads of our history and culture.

In 2016, the National Park System will have restored the overall number of interpreters to pre-FY99 levels, reversing the alarming loss of full-time and part-time interpretive rangers. In more than 50 parks with business plans, the average shortfall facing educational programming is more than 50 percent. In this park system, the shortfall would not exist, and the Park Service will have made considerable progress toward narrowing the ratio of interpretive staff to park visitors.

Daily ranger-led walks would be routinely available to visitors to learn about the natural and cultural treasures of Yosemite National Park. In Shenandoah, the Loft Mountain Information Center would offer regular hours of operation throughout the year and would have a full complement of Park Service staff and trained volunteers to meet public demand. All of the school and community groups requesting ranger-led programming would receive them rather than waiting for years for such a program. School groups requesting such a program at Santa Monica Mountains National Recreation Area outside of Los Angeles must wait up to four years; and at Harpers Ferry National Historical Park, every three out of four requests for such a program is denied. In an ideal system, no one would be deprived of the wonderful experience of participating in a ranger-led walk or talk.

Bringing it into Focus: A Vision for a Well-Managed Park

In the park system of 2016, park managers of every rank and position have a firm grasp of park system laws, regulations, and policies and are trained in the art of professional management. Senior managers in the field, in regional offices, and in Washington, D.C., possess a refined and tested understanding of financial and personnel management, organizational planning, media relations, and negotiation and conflict resolution. All park managers understand the importance of developing comprehensive and realistic park business plans and the mechanics of using such a plan.

In 2016, responsibility for developing financial strategies will reside with high-level business managers who are conversant with generally accepted accounting principles and are capable of managing the business affairs of a national park as they relate to contracting, partnerships, outreach to local stakeholders, and active cultivation of relationships productive to the park and aligned with the Park Service's mission and goals.

Field managers would be empowered to work effectively in their park unit using management and administrative systems and tools that are consistent, unified, and designed for effective park management.

The most senior professional and political management will foster and encourage a culture of growth that rewards creativity and performance, transparency of decision-making, and active outreach to stakeholders, and acknowledges that professional growth is obtained equally from success and well-managed failure.

In addition, an improved Park Service budget process would give park man-



The shadow of a statue on a barn at Gettysburg National Military Park.

agers greater flexibility in how their money is allocated. Operational accounts would be clearly separated from construction and maintenance accounts. An ideal Park Service operations budget would allow flexibility, while ensuring that parks have sufficient staff to perform all core functions. An improved budget process would enable parks to balance their permanent, full-time employees, seasonal or term employees, contractors, partner organizations, and volunteers to meet staffing requirements that usually shift seasonally.

Business Relationships, Partnerships, Volunteerism, and Philanthropy

A successful management environment in a park will incorporate strategies for the efficient and appropriate engagement of concessionaires, partner organizations, gateway communities, volunteers, and philanthropies. Throughout its history, the Park Service has actively engaged in a

variety of relationships that enhance its ability to do its work. In 2016, these relationships would continue, and park managers would have the staff and expertise to manage them appropriately.

Concessionaires

The Park Service has relied on private sector contractors—concessionaires—to provide necessary and appropriate visitor accommodations, food, gifts, gas, and other commercial services for visitors in the parks.

For a generation, NPCA led the fight to bring concessions operations in national parks in line with standard operations for concessions outside of the parks. In 1998, the Concessions Policy Act finally passed, and since that time the Park Service has put its own management of these business contracts on a more solid basis. The 1998 statute allows the Park Service, for the first time, to charge an appropriate franchise fee for the privilege of operating in a national park, retain these franchise fees, and put the fees back to work to support improved visitor services and concession evaluations and business operations. The Park Service is making extensive use of contractors to support its conces-

sions programs—firms with extensive business, accounting, and hospitality industry expertise.

In 2016, any well-managed park with extensive concession-run operations will have an appropriate number of experienced and well-trained concession business managers on staff to develop and monitor concession contracts that promote each park's visitor service and resource protection goals, are fair to both the park and concessionaires, and help support parks' management of visitor services and concessionaires.

Volunteers

Because of their vast popularity, the national parks readily attract scores of volunteers. Parks use retirees as campground hosts, college undergraduates for useful resource management projects, and high school students for trail work. Many parks would be hard pressed to open their visitor centers without volunteers.

In 2016, every park should have a full cadre of volunteers to support its full contingent of career staff. Volunteers require recruitment, training, and supervision. As a result, their labor is not free. Efforts of groups,

such as the USA Freedom Corps and the resurgence of Take Pride in America with its 80,000 volunteers in our parks, provide a great example of how working with volunteers can work well. But volunteers should supplement and not supplant full-time experienced employees

Partnerships, Gateway Communities

Partnerships between the Park Service and non-governmental organizations and municipal governments have a history of adding value to the National Park System, but good, appropriate partnerships depend on Park Service staff having an adequate level of skill, training, and knowledge to develop effective relationships with outside organizations. Here are some examples of partnerships that have benefited the park system over time.

For nearly 50 years, the Student Conservation Association has recruited, trained, and, in some cases, supervised park volunteers to carry out millions of hours of hard and useful park work. It is one of the Park Service's most successful partnerships.

Cooperating associations operate bookstores in park visitor centers, and on-line, offering visitors a full range of educational materials about each park and about the system as a whole. The cooperating associations donate millions of dollars each year to the Park Service in support of park interpretation and education programs.

Some national parks have had great success building partnerships with local gateway communities. One example is Springdale, Utah, just outside Zion National Park. Park managers at Zion worked alongside local leaders to find a solution to chronic traffic jams on the main road. Together, they developed a town/park transportation system that both visi-



Volunteers pitch in to fix up a building at Olympic.

tors and residents can use, eliminating the traffic problem in the park.

In 2016, field managers of every rank will understand that parks exist not in isolation, but as a functional part of a broader community of resource protection, historic preservation, and education, as well as a critical part of local communities and local economies. Managers will express this understanding in their daily activities and outreach to partners who can help support park goals, functional professionals and local leaders. As a result of this outreach, managers will be able to solve park challenges and problems with creative, dynamic, and appropriate strategies.

Philanthropy

More than 40 years ago, Congress chartered the National Park

Foundation, a private-sector, fundraising partner for the parks. Today, NPF generates more than \$20 million annually for a wide array of national park projects, including restoration, maintenance, resource management, research, and education.

In addition, individual parks have benefited greatly from the advent of independent, locally based park-focused philanthropies, including such organizations as the Friends of Acadia or the Yosemite Fund, which annually raise millions in private funds to support specific park programs or projects.

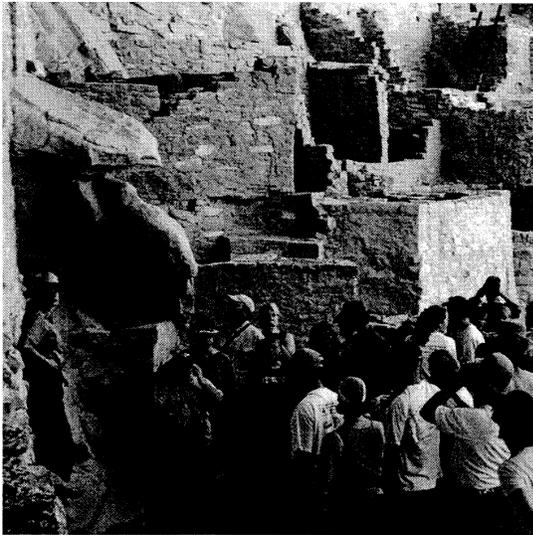
These non-profit fund-raising partners are generally a great benefit to the Park Service in carrying out its mission and providing the agency the

ability to achieve an extra measure of excellence in resource preservation and visitor education, among other things.

In 2016, philanthropies and park friends groups will provide the Park Service with support that enriches and enhances core park programs. The Park Service will manage its private fund-raising partnerships in such a manner that the agency does not concede its authority and standards by accepting funds for projects it neither requested nor wants. Funding partners will seek donations only for projects and programs that the Park Service has directly agreed or requested are appropriate targets for private support, and for projects that have been vetted above the park level, so that projects approved at the park level have the understanding and support at higher levels of the agency. Congress and the administration would not offset or reduce direct appropriations against private funds. Private funds should supplement, not supplant federal appropriations.

Model Parks

Olympic National Park in Washington and Gettysburg National Military Park in Pennsylvania are two of the most heavily visited and well-loved units of our National Park System. These parks are icons in a system that preserves our most significant sites and most spectacular landscapes, yet the Park Service's ability to effectively manage and protect these two parks as well as many others is handicapped by the chronic shortfall of funds. But what if both parks had the funds they needed? The following case studies illustrate the substantial return on investment that adequate funding of Olympic and Gettysburg would provide the American public.

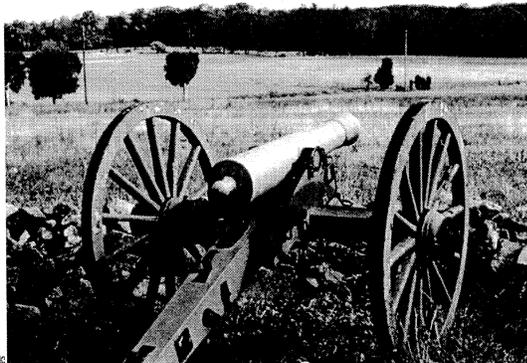


A ranger tells visitors about the people who built and lived in the cliff dwellings at Mesa Verde National Park.

Gettysburg National Military Park in 2016

Geography was a key factor in determining how the Battle of Gettysburg was fought and why the North ultimately prevailed. Little Round Top, Devil's Den, the Peach Orchard, and copse of trees, or dense forest, where the Confederacy reached its "high-water mark" on July 3, 1863, influenced the outcome of the fighting as much as any general or private.

Today, visitors can almost hear the thunderous roar of the more than 150,000 soldiers who clashed on these Pennsylvania farm fields over the course of three days, see the blur of blue and gray uniforms and the clouds of gun smoke from firing cannons and hear the screams of dying men and horses.



At Gettysburg, the landscape has been preserved so that visitors can almost hear the roar of soldiers and see the clouds of smoke from firing cannons.

The same granite boulders mark the fields where thousands of soldiers died. In addition the trees, lichen, moss, and fence lines have been painstakingly reconstructed so that any visitor standing here sees exactly what those thousands of soldiers saw as they anxiously awaited orders in their heavy wool uniforms in the steaming heat of a July day.

Full funding for the park's acquisition of in-holdings will ensure that the sightline of this most hallowed ground is unmarred by motels and fast-food restaurants, and other unwelcome intrusions at a site where the tide of our bloodiest war began to turn against the Confederates, and where President Abraham Lincoln gave his famous address that consecrated these grounds.

In 2016, visitors to Gettysburg would begin their tour at a museum and visitor center that would be hidden from view behind Cemetery Ridge. Modern visitors will be able to retrace the steps of Pickett's Virginians as they charged the Union lines along Cemetery Ridge spurred on by the shouts of their commanders that "Home boys! Home is beyond those hills!"

The Gettysburg of 2016 would have 40 miles of new fence line, and 571 acres cleared of trees and vegetation that did not exist at the time of the battle. And behind the scenes, all of the historic structures remaining on the battlefield would be equipped

with state-of-the-art fire suppression systems, ensuring that the places so important to the story of this battle remain protected well into the next century. A well funded park would have a full complement of 53 maintenance employees to ensure that the landscape retains its 1863 appearance.

The new visitor center would safely accommodate the 700,000-piece archival collection—that includes a note written by a Confederate soldier on a heart-shaped card and addressed to Mr. Yankee, a resident of Gettysburg. The cards says the soldier killed a goose and took one pair of stockings from the house during the battle. This, the soldier points out, was much less damage than that inflicted by a Yank on his home in Fredericksburg.

A majority of these extraordinary pieces would be displayed in the center that would contain classrooms in which some of the 46 interpretive rangers would tell the incredible story of the battle to thousands of visitors and schoolchildren. A complement of trained volunteers would work in the visitor center, conduct tours, and lead educational programs, making it possible for the park to offer ranger-led activities to all visitors and students who request them. The Park Service would work with townsfolk in the Borough of Gettysburg to develop educational materials and programs highlighting the role of civilians during the three-day battle.

The restored Gettysburg Cyclorama painting—a dramatic 360-degree recreation of the battle scene—would remain the centerpiece of a revamped museum where displays would focus on explaining the battle within the larger context of American history. As a part of the park's comprehensive interpretive plan, the new exhibits would focus on telling the history of the battle from the perspective of individual civilians and combatants, giving visitors a more personalized

view of how the battle affected the lives of participants and witnesses, and changed the course of American history.

Friends groups and volunteers would continue to play a significant role in 2016. They would assist the Park Service in the rehabilitation of the Little Round Top visitor center, in covering the cost of an expanded park shuttle bus system, and in estab-

lishing an interpretive legacy program providing paid internships for college students pursuing degrees in historic preservation, landscape architecture, or other related fields. An increase in volunteers would allow the park to expand its "Adopt-a-position program" through which groups take responsibility for the annual maintenance of a stone wall or field used by Union or Confederate forces during the battle.

What We Gain from Full Funding at Gettysburg:

In 2002, park staff and business plan analysts released the Gettysburg National Military Park/Eisenhower National Historic Site Business Plan. The report revealed a troubling combined annual operating shortfall for both parks of \$3.56 million. The Gettysburg Business Plan highlighted five functional areas where the gaps between available and required funding were significant and on the increase. The operations most adversely affected are resource protection, facility operations, and visitor experience.

Taken as a whole this lack of sufficient operating funds impedes the ability of the Park Service to preserve and protect the resources at Gettysburg "unimpaired for the enjoyment of future generations." In operational terms, full funding for Gettysburg would enable the park to:

- ◆ Expand education and interpretive programs to meet public demand.
- ◆ Fully restore the historic Gettysburg Cyclorama painting.
- ◆ Hire a cannon preservation specialist to finish restoring the park's 410 Civil War cannon and oversee the cyclic maintenance of cannon carriages and gun tubes.
- ◆ Employ a volunteer coordinator to properly manage partnerships with constituents, "friends groups," and volunteers.
- ◆ Eliminate the 40-person staffing shortfalls across the five key operational areas by adding the requisite number of historians, archivists, landscape preservationists, and interpretive rangers, as identified in the Gettysburg Business Plan, to effectively protect and enhance the park.
- ◆ Add modern fire suppression systems to the park's historic buildings.
- ◆ Remove the last non-historic structures from the battlefield.
- ◆ Repair and rehabilitate the David Wills House for use as a Lincoln Museum as a part of the effort to extend interpretive programming into the Borough of Gettysburg.
- ◆ Establish natural and cultural resource inventory and monitoring.
- ◆ Rehabilitate the visitor use area at Little Round Top.
- ◆ Implement a shuttle bus service to reduce or eliminate the threat heavy vehicle use poses to park resources.

Olympic in 2016

To look forward at Olympic National Park, we need first to look backward. Imagine a scene from the late 1800s, when members of the Lower Elwha Klallam Tribe gathered by the dozens at the mouth of the Elwha River to catch some of the thousands of salmon that migrated from the Pacific each spring and fall to spawn in the tributaries and streams of Olympic National Park.

The Elwha once was one of the most productive salmon streams on the West Coast, supporting nearly 400,000 coho, pink, chum, and sockeye salmon, steelhead, and mighty chinook salmon that sometimes topped 100 pounds. But those prodigious runs halted some 90 years ago, when a dam was built a mere 4.9 miles upstream from the Elwha's mouth, blocking passage. A second dam, the Glines Canyon Dam completed in 1926, further severed the river from its once-close ties to the Pacific Ocean.

In just a few years, that is scheduled to change. The two dams are slated for removal by 2007, and although it could take as long as 30 years for the river to fully recover—the promise that the fish will return to once again feed the tribe as well as bears, eagles, martens, weasels, and countless other creatures is a sign that this ecosystem could return to its glory days of the 19th century.



Olympic protects one of the few temperate rainforests in the world.

At Olympic, salmon link together the mountains, forests, coast, and sea. The park contains 3,550 linear miles of stream, including 300 miles of river and 3,250 miles of creek. Together with the park's lakes, these waters are now home to 29 native fresh water fish species, including at least 54 unique populations of Pacific salmon and steelhead.

A restored Olympic National Park would sustain healthy populations of salmon in the Elwha, Hoh, and Queets rivers as well as native, high-elevation vegetation in the mountains. These plants would be flourishing in the park thanks to the removal of the non-native mountain goats. As the salmon return to the park, so do the rituals and festivals once enjoyed by the Lower Elwha Klallam

Tribe. By 2016, Native American culture and heritage will be fully integrated into the park's education programs and enhanced by the direct involvement of native peoples in Olympic's outreach programs. The Makah Tribe's Museum and Cultural Center will offer park visitors superb opportunities to learn about contemporary and historic Indian life on the Olympic Peninsula. The park's visitors would learn of the importance of the Olympic Peninsula to native peoples from well-trained park staff and volunteers.

By 2016, the gray wolf would be successfully reintroduced, keeping herds of the coastal Roosevelt elk in check, and the Park Service's biologists and other scientists would track the progress of wolves, salmon, and

native plants and know exactly what and how many species depended on the park.

By 2016, Olympic would have enough staff to regularly maintain the park's 600 miles of backcountry trails and protect the park from poachers and its visitors from harm. The Park Service also would have launched an effective program to protect the park's petroglyphs from vandalism. Encroachment on the park borders would no longer be an issue, because boundaries would be enhanced and the park would be large enough to support migratory populations of animals.

Visitors would be able to tour the park's historic buildings, including Lake Crescent Lodge where President Franklin Roosevelt stayed during a 1937 visit, and understand their significance to the park's history. Visitors also would understand—thanks to well-funded research and archaeological investigation—the history and importance of the park's archaeological sites, including one of an Ozette village that may once have been one of the largest whaling villages south of Alaska.

What We Gain from Full Funding at Olympic:

In Olympic National Park's business plan released in 2002, park managers and business plan analysts identified an annual operational funding shortfall of \$6.6 million and a large staffing gap that is harming the park's ability to excel in areas such as visitor services, education, trail maintenance, historical and scientific research, and resource protection. Since that time, the funding and staffing gap has grown wider. This shortfall at Olympic contributes to the more than \$600 million operations budget shortfall systemwide that has caused a severe staffing shortage throughout the park system. Moreover, NPCA's State of the Parks® report on Olympic rates the park's overall stewardship capacity as poor and ties the problem directly to funding and staffing issues. If the park were on a stronger financial footing, Olympic's managers could realize the vision presented here. In more operational terms, appropriate funding levels would enable the park to:

- ♦ Conduct ranger-led campfire talks seven nights a week at all six park amphitheaters during the summer season.
- ♦ Extend hours at Port Angeles, Hoh, and Hurricane Ridge visitor centers.
- ♦ Increase the number of "roving rangers" who meet visitors on park trails to provide informal interpretation.
- ♦ Maintain trails and have enough staff to respond to trail obstructions like fallen trees and mudslides.
- ♦ Hire five fisheries and marine biologists to monitor and manage the park's vast aquatic, riverine, and marine resources.
- ♦ Conduct a ranger-led snowshoe program for fifth grade classes from the region.
- ♦ Better protect coastal archaeological sites and public education about archaeological resources in the park, such as ancient petroglyphs.
- ♦ Develop visitor and school education programs on the process and results of dam removal of the Elwha and Glines Canyon dams.
- ♦ Keep more than 100 historic structures in good condition and open to the public and available to teach park visitors about local history and culture.
- ♦ Improve public access to the park's museum collection and archives so that citizens and academics can better research the region's history.



By 2016, the Elwha River will churn with thousands of salmon.

Achieving the Vision: How To Enhance Our National Parks

Homeland security costs, natural disasters, inflation, and an expanded park system are all contributing factors to the chronic funding shortfall that affects our national parks. Although these challenges are great, they are not insurmountable. If Congress and the administration make an adequate investment in preserving these most special places, then America's national parks will continue to protect our natural and cultural heritage, educate and inspire the American public, and enchant visitors from around the world.

To achieve the vision of a vibrant, well-funded National Park System, NPCA recommends that:

- The president's budget and Congress increase by more than \$600 million, after inflation, the annual base operations budget for the national parks by FY09;
- Congressional budget and appropriations allocations for Interior-related programs be sufficient to enable the Interior appropriations subcommittee to fund the parks' needs.
- Congress and the administration should, before the centennial of the National Park System, eliminate the large and growing non-transportation portion of the maintenance backlog by reducing it 10



Visitors at Grand Canyon enjoy the extraordinary vistas and create memories for a lifetime.

percent per year based on 2004 estimates;

- Congress pass the bipartisan National Park Centennial Act to facilitate elimination of the maintenance backlog and the annual operating deficit, and to bolster the protection of key cultural and natural resources within the parks;
- The president's budget and Congress significantly reduce the transportation portion of the maintenance backlog by increasing the annual appropriation of the Park Roads and Parkways program to \$450 million through the reauthorization of the Transportation Equity Act for the 21st Century (TEA-21). Any remaining transportation backlog would be eliminated through the ultimate reauthorization of whatever Congress passes in
- six years. Insufficient funding for alternative transportation systems such as transit systems and bike and pedestrian trails are met through the establishment in the TEA-21 reauthorization of a Transit in the Parks program that provides at least \$90 million annually for fund construction, operation and maintenance of such systems;
- The president and Congress encourage responsible budgeting within the national parks by ensuring that all national park units have completed business plans within four years;
- Congress should make permanent the Recreation Fee Demonstration Program, which can annually provide as much as \$150 million in needed resources to the national parks.

Conclusion

All of the steps listed on the previous page address important pieces of the park-funding problem. If enacted into law, these bills would make significant contributions to eliminating the park system maintenance backlog and would help bridge part of the operational funding gap. Other actions are necessary to improve the protection and management of our national parks, but the chronic shortfall in funding presents a challenge to park managers that impedes progress on many other fronts. A well funded National Park System will empower park managers to perform the duties expected of them by all Americans.

Since the park system's inception, we have added nearly 400 units, including all of the Civil War battlefields, Everglades National Park, Statue of Liberty and Ellis Island National Memorial, and most recently—the Flight 93 Memorial. These places preserve our shared history, our most soaring moments of achievement, as well as some of our most sorrowful and shameful episodes.

The legislation that created the National Park Service on August 25, 1916, included some lofty language. The legislation signed by President Woodrow Wilson said that "these areas derive increased national dignity and

recognition of their superb environmental quality through their inclusion jointly with each other in one National Park System preserved and managed for the benefit and inspiration of all people of the United States..."

The reasons for including these sites in the National Park System are no less meaningful today, but as the centennial approaches, we should recommit ourselves, through this well-thought out plan, to fund the parks at an appropriate level, and to preserve the parks, as President Teddy Roosevelt said, "for your children, your children's children, and all who come after you."



National parks preserve our shared history and our most soaring moments. These sites are no less inspiring today. We should recommit ourselves to maintain and restore these treasures for the benefit of all.



Some friends enjoy a picnic in a park.

Acknowledgements

A majority of the information contained in this report was based on data provided by our State of the Parks® program as well as completed park business plans.

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PROTECTING PARKS FOR
FUTURE GENERATIONS®

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Since 1919, the nonpartisan National Parks Conservation Association has been the leading voice of the American people in protecting and enhancing our National Park System. NPCA, its members, and partners work together to protect the park system and preserve our nation's natural, historical, and cultural heritage for generations to come.

Mr. SOUDER. Thank you for your testimony.
Mr. Moore.

STATEMENT OF GREG MOORE

Mr. MOORE. Thank you. Mr. Chairman, thank you for the invitation to testify today about the work of the Golden Gate National Parks Conservancy and our role at the Golden Gate National Recreation Area.

Like Many Americans, especially those of my generation, my love of the national parks began with family visits as a child and I was honored to begin my professional career with the National Park Service as a park ranger in 1974. Since then I have devoted my entire career to the national park system, both working for the National Park Service and now as executive director of a nonprofit support group, the Golden Gate National Parks Conservancy.

Since our inception in 1981, we have provided nearly \$80 million of support to national park projects and programs here at the Golden Gate National Recreation Area. The Parks Conservancy is 1 of over 100 similar nonprofit organizations nationally, known as Friends groups or cooperating associations, working to support the mission of the National Park Service.

Among other things, the Parks Conservancy works alongside the National Park Service and here at the Presidio with the Presidio Trust to ensure that our Bay Area national parks are a philanthropic priority for our community. Our role is to open direct and active channels through which Americans can contribute time and charitable gifts to augment the critical work of our Federal partners. As a result, the San Francisco Bay Area community continues to show tremendous generosity and volunteerism to these parks.

Working here at Golden Gate, along with my three decades of professional involvement with our national parks, I have observed a few key factors which I think are relevant to the committee's review of the national park system and the Centennial Act legislation.

First, as you know, Americans love their national parks, believe in their intrinsic value and are willing to be generous to help preserve and enhance them.

The American ethic of charity and volunteerism has made a remarkable impact on our national parks. In addition to the more than \$100 million provided annually in philanthropic support, last year, 140,000 volunteers donated 5 million hours to the national parks at a value estimated at \$85 million. What motivates this level of commitment?

Few things inspire Americans like the immense beauty and nature and the historical poignancy of our national parks. Our national parks are an American idea, and as you have suggested Mr. Chairman, the "soul of America" where we see the inherent beauty, nature and heritage of our country reflected. Americans understand that national parks require not only the care and investment of the National Park Service, but their direct support and involvement as well.

Throughout the park system, whether at Golden Gate, Yosemite, the Arizona Memorial, Yellowstone or Rocky Mountain, philanthropic projects have been inspired by visionary National Park

Service leaders, implemented by effective and eloquent nonprofit partners, and funded by generous donors.

As one example, here at the Golden Gate, our organization worked directly with the National Park Service, to bring \$34 million of support to restore Crissy Field at the Presidio. But this generosity of time and money can only occur when a substantial Federal foundation is in place to receive and nurture public support and care for those investments.

Organizations like ours work closely with the National Park Service and here with the Presidio Trust to understand the agency's priorities and chart a strategic course in unison. The Conservancy helps our Federal partners recognize which of their priorities are likely to appeal to donors and we work together to ensure that donor-supported projects and programs are operationally and financially sustainable.

The philanthropic results depend upon Park Service commitment, professionalism, knowledge, and active staff presence in our parks. These capacities, and the Federal funding to support them, are essential to philanthropy working in a dynamic and effective way.

To make projects like Crissy Field meaningful to the community that supports them requires not only executing these park transformations, but also an ongoing commitment to preserve over time what has been transformed together. To sum up on this point, if donors give, they want to be assured that the National Park Service can care for the very improvements that their contributions made possible.

Finally, Americans do not want their generosity to actually erode or replace the Federal funding commitments. Americans do not see their philanthropic support as a substitute for the role of the National Park Service or as a replacement for funding provided through tax dollars. Philanthropic donors do not have the interest, the expertise, or the capacity to substitute for these vital Federal responsibilities.

Increasingly, donors are asking that their contributions be contingent upon assurances that future park budgets will be there to preserve and care for the improvements that their gifts have made possible. So solid operating budgets and Federal capital investment are key ingredients to our success in bringing outside support to these parks.

The healthiest public-private partnerships are preserved through an appropriate balance of investment. Many park budgets are stretched, with infrastructure repairs occurring over many years and even basic services strained. But these functions cannot be supported solely through philanthropy. In the words of my colleague, Ken Olson, who leads a very successful Friends of Acadia National Park, "Friends groups are here to provide a margin of excellence for our parks, not the margin of survival."

The Centennial Act would provide vital relief to this straining balance and set a specific timeframe for bringing parks back in balance, bringing things back in balance for our national parks. We commend you, Mr. Chairman, for conceiving of and introducing this bill. By ensuring revenue streams that help fund the needs of our national parks, the Centennial Act can build a profound public con-

confidence that the National Park Service, as the steward of our Nation's heritage, will continue to lead the way in preserving these places for future generations.

To conclude, philanthropy and volunteerism are, and will continue to be, essential and positive forces in achieving the mission of the National Park Service. These forces will grow in scale and impact if Americans know that their contributions will be effectively stewarded by the National Park Service and if they are treated with sincere appreciation as they donate time and resources.

Thank you very much for the opportunity to testify. I look forward to your questions.

[The prepared statement of Mr. Moore follows:]

**Greg Moore: Testimony to the Criminal Justice, Drug Policy and Human Resources
Subcommittee of the Committee on Government Reform
Monday, November 28, 2005, 3:00pm**

Mr. Chairman and honorable committee members, thank you for the invitation to testify today about the Golden Gate National Parks Conservancy and our role at the Golden Gate National Recreation Area.

My name is Greg Moore. I am the Executive Director of the Parks Conservancy and I have been with the organization for over two decades. My love of national parks began in 1974 when I was hired as a National Park Service ranger. Since then I have devoted my entire professional career to our national parks, both with the National Park Service and now as the executive director of a nonprofit support group, the Golden Gate National Parks Conservancy.

The Golden Gate National Parks Conservancy is a nonprofit membership organization that works to preserve the Golden Gate National Recreation Area, to enhance the experiences of park visitors, and to engage community members in conserving the parks for the future. Since our inception in 1981, the Parks Conservancy has provided nearly \$80 million of support to national park projects and programs.

The Parks Conservancy is one of over 100 similar nonprofit organizations nationally, known as friends groups or cooperating associations, working to support the mission of the National Park Service. These organizations, including the National Park Foundation, promote philanthropy and volunteerism for our parks. In our case, we also actively manage supporting education, visitor services, interpretive, conservation and park improvement programs.

Here at Golden Gate, we have parklands that have been recognized as nationally and internationally significant for their scenery, historic landmarks, and natural history. Each year, millions of visitors from across the country and around the world visit these parks, including Alcatraz, Muir Woods, the Marin Headlands or the Presidio. The total visitation of these parks now totals over 15 million people per year.

Parks are deeply restorative places and national parks are among the most cherished, inspiring awe and humility. Urban parks are doubly important as places that provide solitude and an escape from dense and frenetic urban life as well as a civic meeting ground for recreation, restoration, and ongoing stewardship. The Golden Gate National Recreation Area is a magical constellation of places – thought provoking and peaceful, expansive and dramatic – all eminently accessible to a densely populated metropolitan area. The Parks Conservancy works alongside the National Park Service to ensure that these places remain a philanthropic priority, open and accessible, with ample opportunities to enjoy them, to learn from them, and to contribute to their restoration and improvement.

Additionally, the San Francisco Bay Area community continues to show tremendous generosity and volunteerism to our national parks at the Golden Gate. At the Golden Gate National Parks Conservancy, our role is to open direct and active channels through which Americans can contribute their time and charitable gifts to augment the critical work of the National Park Service and Presidio Trust.

In my three decades of work with our national parks, I have observed a variety of key factors relevant to your Committee's review of the National Park System and the Centennial Act legislation.

First, Americans love their national parks, believe in their intrinsic value and are willing to be generous to help preserve and enhance them.

The American ethic of charity and volunteerism has made a remarkable impact on our national parks. In addition to more than \$100 million in annual philanthropic support, last year 140,000 volunteers donated 5 million hours to the national parks at a value of \$85.9 million¹. What motivates this level of commitment?

Few things inspire Americans like the immense natural and physical beauty and the historical poignancy of national parks. We understand that national parks require not only the care and investment of the National Park Service, but our direct support and involvement as well. Americans entrust the National Park Service to lead the protection and stewardship of these cherished places and, in effect, to be the ultimate caretaker of our nation's heritage. Throughout the National Park system, whether at Golden Gate, Yosemite, the USS Arizona Memorial, Yellowstone, or Rocky Mountain National Park, philanthropic projects have been inspired by visionary Park Service leadership, implemented by effective and eloquent nonprofit partners, and funded by generous donors.

Here in the San Francisco Bay Area, community members share a very strong connection to the Golden Gate National Recreation Area and recently contributed \$34 million for the restoration of Crissy Field, a former army airfield in the Presidio on the shore of San Francisco Bay. A lead gift of \$18 million by the Evelyn and Walter Haas, Jr. Fund, followed by a major public campaign of the Parks Conservancy, rallied the community behind this project. Over 2,000 gifts and 3,200 volunteers transformed this national park site. Today, these donors and volunteers retain their commitment and generosity to our parks.

Second, this generosity of time and money can only occur when a substantial National Park Service foundation is in place to receive and nurture public support and care for those investments.

Organizations like the Golden Gate National Parks Conservancy work very closely with the National Park Service and Presidio Trust to understand their priorities and to chart our strategic course in unison. The Conservancy helps our federal partners recognize which of its priorities are likely to have donor appeal, and we work together to ensure that donor-supported projects and programs are operationally and financially sustainable.

These philanthropic results depend upon Park Service and Presidio Trust commitment, professionalism, knowledge, and active staff presence in our parks. These capacities are essential to philanthropy working in a dynamic and effective way.

To make projects like Crissy Field meaningful to the community that supports them requires not only executing park transformations, but also an ongoing commitment to preserve over time what has been transformed and restored together. Federal operating funds can be leveraged with volunteer support in this long-term stewardship. As one example, each year over 15,000 people donate over 350,000 hours of volunteer time to preserve park habitat, lead interpretive tours and support education programs for children throughout the Golden Gate National Recreation Area.

To sum up on this point, if donors give, they want to be assured that the NPS can care for the improvements their contributions made possible.

Third, Americans do not want their generosity to actually erode or replace the federal funding commitments.

¹ National Park Service, Volunteers-In-Parks

Americans do not see their philanthropic support as a substitute for the role of the National Park Service or as a replacement for the funding provided through their tax dollars. Donors and volunteers are keenly aware of the Park Service role and follow its lead in addressing park needs and enhancements. Philanthropic donors do not have the interest, expertise, or capacity to substitute for vital federal responsibilities. Increasingly donors are also making their contributions contingent on the assurance that park budgets will be there to preserve and care for the park improvements that their gifts make possible. In fact, removing or diminishing federal funds when donor dollars are available would be a major disincentive to giving and a serious, perhaps lethal blow to the future of national park philanthropy. So, solid operating budgets are key ingredient to our success in bringing outside support to these parks.

Speaking at a recent conference on partnerships for public lands, David Rockefeller Jr., philanthropist and former vice chair of the National Park Foundation, stressed the important distinction between federal and philanthropic roles in our national parks. Our mission, he said, is “not to build roads or employee housing units, nor to build or maintain infrastructure, but to create strong connections between visitor and place.” He called this distinction the “Bright Line” between federal responsibility and private opportunity.

The healthiest public-private partnerships are preserved through an appropriate balance of investment. Many park budgets are stretched – with infrastructure repairs occurring over many years and even basic services strained. But these are not functions to be supported through philanthropy. In the words of my colleague, Ken Olson, who leads Friends of Acadia, “friends groups are here to provide the margin of excellence, not the margin of survival” for our parks.

The Centennial Act would provide vital relief to this straining balance and we commend the Chairman for his introduction of this bill. By ensuring revenue streams that help fund maintenance and operating needs of national parks, the Centennial Act can build a profound public confidence that the National Park Service – as the stewards of our nation’s heritage – will continue to lead the way in preserving these places for future generations.

To conclude, philanthropy and volunteerism are, and will continue to be, essential and positive forces in achieving the mission of the National Park Service. These forces will grow in scale and impact if Americans are asked to share in the vision for our national parks, if they are given respect for their views and involvement, if they are provided with clear and expeditious ways to contribute, if they know that their contributions will be effectively stewarded by the National Park Service, and if they are treated with sincere appreciation as they donate time and resources.

Our continued momentum will be greatest when leveraged from a firm foundation of federal funding, national park professionalism, and effective nonprofit partners, well aligned to the Park Service mission. Upon that foundation, we can and will achieve the margin of excellence so essential for our national parks, which collectively represent that very best of America’s scenic, natural and historical treasures.

Thank you very much for the opportunity to testify today. I’d be glad to answer any questions that you have.

Mr. SOUDER. Thank you. Have I been mispronouncing your name Ms. Kwok?

Ms. KWOK. No, I think you've got it right, it's Daphne Kwok.

Mr. SOUDER. OK, thank you.

STATEMENT OF DAPHNE KWOK

Ms. KWOK. Good evening, Mr. Chairman. I'm Daphne Kwok. I'm executive director of the Angel Island Immigration Station Foundation, and we are a nonprofit organization committed to the preservation of the Immigration Station as a place that honors the complex and rich cultural heritage of Pacific Coast immigrants and their descendants. I have recently relocated to San Francisco from Washington, DC to accept this unique opportunity to be a part of American history.

Thank you, Chairman Souder, for the opportunity to describe for the record the strong partnership that the Angel Island Immigration Station Foundation has with the National Park Service and the California State Parks in telling the story of the "Ellis Island of the West." Angel Island Immigration Station is the "bookend" to Ellis Island, telling another chapter of immigrant roots, part of the "peopling of America." We want to thank you especially for your support on H.R. 606, the Angel Island Immigration and Restoration Act.

Since we last testified before your subcommittee in 2004, much has happened and I'd like to submit for the record the more detailed description.

Most Americans know the story of Ellis Island, which processed millions of immigrants crossing the Atlantic, but the story of Angel Island remains virtually unknown. And we are very pleased that tomorrow we'll be able to have the opportunity to show you the Immigration Station.

It has been 50 years since Angel Island Immigration Station was actively used. Since then a lot of our treasures there which are depicted in these photos here to the left have been able to protect these historical treasures. The Angel Island Immigration Station Foundation has worked tirelessly to raise awareness and dollars to preserve this site and its history. Our goal, in partnership with California State Parks and the National Park Service, is to create a world-class visitor and genealogical research center to ensure that the story of the Pacific Coast immigration can be told for generations to come.

Over the past few years, Angel Island Immigration Station Foundation and its preservation partners, CPS and NPS, have conducted historic preservation studies with approximately half a million in funds raised from private, State and Federal sources. The California Park Service and Angel Island Immigration Station Foundation have jointly completed a master plan for the site calling for restoration for the historic Immigration Station in three phases. The first phase of the restoration efforts is being funded by \$15 million in California State bonds and a half a million through the Save America's Treasures grant. The core project overall is expected to cost about \$50 million.

Like Ellis Island, Angel Island Immigration Station's history and legacy is important to all Americans, not just Californians. Nearly

\$18.5 million of State funds have been raised to date to support the preservation project. The addition of Federal dollars serves to endorse the national importance of Angel Island Immigration Station's history. And in particular, we hope to be able to receive the \$15 million soon through the Congress to really help with the hospital building which is rapidly deteriorating. And with each passing of each winter, the structure faces an uncertain survival. So funding for the hospital building, in particular, is extremely timely.

The rare and complementary partnership between the Angel Island Immigration Station Foundation, the National Park Service and California State Parks has been most beneficial in pooling our collective resources toward a common goal. Our small staff and board of directors work diligently as stewards of the Immigration Stationsite and history by maintaining and building our relationships to the broader community: schools, the press, advocating for legislation, fundraising in the corporate and private sectors.

Through our partnership with CPS, we successfully submitted a proposal to the California Cultural and Historical Endowment, which resulted in a \$3 million grant for the hospital preservation and construction. When a \$60,000 obstacle in the Form A required California Environmental Quality Act study stood in the way before the \$3 million grant could be accessed, CPS Director Ruth Coleman cleared the way by providing the needed funds for the study. We plan to submit a second proposal for an additional \$3 million to the California Cultural and Historical Endowment in January.

The Angel Island Immigration Station Foundation has been invited by the California Cultural and Historical Endowment in January. The Immigration Station Foundation has been invited by the California Park Service to participate next week in the interview process for a new Angel Island Superintendent. Being a part of the hiring process underscores the importance of the partnership.

In a fundraising update, we are continuing to seek support of the restoration efforts. We will, as I mentioned earlier, submit another request for another \$3 million from California State. We have also hired Signature Philanthropy to raise funds for this effort as well. So we are currently putting together a national board. We are currently also developing a marketing and public relations committee to help us with the branding of Immigration Station for our fundraising campaign and we've been in discussion with a number of Fortune 500 companies about their interest in supporting Immigration Station.

The enduring value of Angel Island Immigration Station lies in the lessons that its past can teach us about our present and our future. Immigration is a national story.

The restoration of Angel Island Immigration Station is a prime example of how everyday Americans can work together with private, State and Federal partners to preserve an important, yet little known chapter of our national story. Collaboration is the only way to make this a reality. We need a West Coast counterpart to Ellis Island to reflect a uniquely American, yet universal story of immigration.

Thank you for your understanding of the importance of this project. Your support for this unique opportunity for creative, inno-

vative, three-way partnership with Angel Island Immigration Station Foundation, California State Parks, and National Park Service is critical to our ability to restore and preserve Angel Island Immigration Station. In doing so, generations can appreciate this site, a symbol of the perseverance of the immigrant spirit and the diversity of this great Nation.

Thank you very much for letting us participate in today's hearing.

[The prepared statement of Ms. Kwok follows:]

Testimony of
Daphne Kwok, Angel Island Immigration Station Foundation
Before the United States House of Representatives
Committee on Government Reform
Subcommittee on Criminal Justice, Drug Policy,
and Human Resources

National Parks of California
Oversight Hearing

Monday, November 28, 2005
San Francisco, California

Introduction

I am Daphne Kwok, Executive Director of the Angel Island Immigration Station Foundation, a non-profit organization committed to the preservation of the Immigration Station, as a place that honors the complex and rich cultural heritage of Pacific Coast immigrants and their descendants. I have recently relocated to San Francisco from Washington, DC to accept this unique opportunity to be a part of American history.

Thank you, Chairman Souder for the opportunity to describe in the record the strong partnership that the Angel Island Immigration Station Foundation (AIISF) has with the National Park Service (NPS) and the California State Parks (CSP) in telling the story of the "Ellis Island of the West." Angel Island Immigration Station is the "bookend" to Ellis Island, telling another chapter of immigrant roots, part of the "peopling of America." We are particularly thankful to you for your leadership in the recent passage of H.R. 606, the Angel Island Immigration and Restoration Act and that is expected to be signed shortly by the President. As you know, this legislation will authorize up to \$15 million in federal funding to preserve and restore this national treasure.

Since we testified before your Subcommittee in 2004, much has happened and we are happy to give you an update on our progress. We are delighted that you are holding this hearing in San Francisco so you can see first hand the Immigration Station, and the importance of restoring and preserving it.

Most Americans know the story of Ellis Island, which processed millions of immigrants crossing the Atlantic, but the story of Angel Island remains virtually unknown. Angel Island was also federal facility enforcing federal immigration policy. Located in the middle of San Francisco Bay, within the footprint of the Golden Gate National Recreation Area (GGNRA), Angel Island Immigration Station was routinely the first stop for most immigrants crossing the Pacific Ocean. Between 1910 and 1940, it is estimated that Angel Island Immigration Station processed paperwork for a million people; immigrants from around the world including Chinese, Japanese, South Asian, Korean, Filipino, Mexican and Russian immigrants got their first taste of the United States at Angel Island.

Preserving the Legacy

It has been 50 years since the Angel Island Immigration Station was actively used. The buildings and the poems carved on the walls of the detention barracks have deteriorated due to time and the elements. To protect these historical treasures, AIISF has worked tirelessly to raise awareness and dollars to preserve the site and its history. Our goal, in partnership with California State Parks and the National Park Service, is to create a world-class visitor and genealogical research center to ensure that the story of Pacific Coast immigration can be told for generations to come, a West Coast bookend to the Ellis Island Immigration Museum. AIISF's achievements include:

- Designation of the site as a National Historic Landmark in 1997, and one of "America's 11 Most Endangered Historic Places" in 1999
- In 1998, Senator Daniel Akaka proposed and Congress approved \$100,000 to conduct a study to determine the feasibility and desirability of preserving and interpreting sites within the Golden Gate National Recreational Area (GGNRA) that relate to immigration and the peopling of the nation, which included Angel Island Immigration Station.
- Placement of a \$400,000 earmark in the California state budget in 1999 and \$15 million in California bond funds for the restoration into Prop. 12 in 2000
- Receiving \$500,000 from the Department of the Interior from its special Save America's Treasures program for the preservation of the Chinese poems carved into the barracks walls
- \$3 million funding from the California Cultural and Historical Endowment (CCHE) to begin Phase 2 of the Station's reconstruction—the renovation and preservation of the historic Hospital into a museum, interpretative center, library, assembly and research center
- Preparing for a national capital campaign aimed at individual, corporate, private foundation giving to supplement governmental funds towards the preservation of the Immigration Station in 2005. AIISF has retained the expertise of Signature Philanthropy, which raised funds for the restoration of Ellis Island, for this effort.
- In 2004-2005, we testified at three hearing on Capitol Hill including your Subcommittee, the House Resources Subcommittee on National Park and the Senate Energy and Resources Subcommittee on National Parks.
- On November 16, 2005, the Congress passed H.R. 606, the Angel Island Immigration Restoration and Preservation Act, which is expected to be signed by the President soon. This legislation authorizes up to \$15 million to be appropriated for the restoration and preservation effort.

Over the past few years, AIISF and its preservation partners CPS and NPS, have conducted historic preservation studies with approximately \$500,000 in funds raised from private, state and federal sources. CPS and AIISF have jointly completed a master plan for the site, calling for restoration for the historic Immigration Station in three phases. The first phase of the restoration efforts is being funded by \$15 million in California state bond funds and a \$500,000 Save America's Treasures grant. The core project is expected to cost \$50 million.

Federal Role

Like Ellis Island, Angel Island Immigration Station's history and legacy is important to all Americans, not just Californians. Nearly \$18.5 million of state funds have been raised to date to support the preservation project. The addition of federal dollars serves to endorse the national importance of Angel Island Immigration Station's history, one which differs significantly from Ellis Island, yet offers equally important and inspiring lessons. The Immigration Station was built to enforce federal laws and

was operated by a federal agency throughout its period of significance. The Angel Island was the place where on the ground level, officials interpreted and implemented immigration practices that affected not just individual people but also other governments' policies.

Just as Ellis Island immigrants arriving from across the Atlantic Ocean profoundly changed our country, so too did Angel Island immigrants who crossed the Pacific. Angel Island immigrants played a vital role in the development of the American West, and the peopling and prosperity of our nation. Asian immigrants were pioneers in the agricultural and fishing industries of the West. They reclaimed the Sacramento and San Joaquin deltas by constructing networks of irrigation canals and constructing miles of dikes and ditches. In doing so, they played a lead role in transforming California into the nation's leading agricultural state. These immigrants and their descendants helped create the vibrant palette of ethnic cultures that first painted the American West and whose impact is now felt throughout the nation.

The eloquent and heartfelt poems carved on the walls of the Detention Barracks serve as a physical touchstone and testimony of the experiences of immigrants who crossed the Pacific Ocean. The poems, along with the transcripts of their interrogations are stored at the National Archives and Records Administration (NARA) in San Bruno, California, provide firsthand documentation of the immigrants' experiences.

Immigration Station's Hospital building will serve a family history/genealogy center for digital access of NARA's immigration records and will house additional exhibitions and programs exploring Pacific Coast Immigration. Unfortunately, the hospital building is deteriorating rapidly and with each winter the structure faces an uncertain survival. Funding, in a timely manner, is desperately required to prevent further deterioration and to stabilize and restore the building. With your leadership, we hope to obtain federal appropriations next year to help save the hospital building.

Unique Relationship

The rare and complementary partnership between AIISF, the National Park Service and California State Parks has been most beneficial in pooling our collective resources toward a common goal. AIISF's small staff and board of directors work diligently as stewards of the Immigration Station site and history by maintaining and building our relationships to the broader community; schools, the press, advocating for legislation, fundraising in the corporate and private sectors.

Through our partnership with CPS, we successfully submitted a proposal to the California Cultural and Historical Endowment (CCHHE), which resulted in a \$3 million grant for the hospital preservation and construction. When a \$60,000 obstacle in the form a required California Environmental Quality Act (CEQA) study stood in the way before the \$3 million grant could be accessed, CPS Director Ruth Coleman cleared the way by providing the needed funds for the study. We plan to submit a second proposal for an additional \$3 million to CCHHE in January.

AIISF has been invited by CPS to participate in the interview process for a new Angel Island superintendent. Being a part of the hiring process underscores the importance of the partnership.

Current Status of the Immigration Station

In mid-August 2005, major construction for the restoration of immigration station's barracks and construction of the footprint of the administration building began utilizing California state bond funds.

A day before the site was closed for construction work, AIISF co-sponsored a Community Picnic with CSP and the Angel Island Association at the Immigration Station. Over 300 persons, many whom were descendants, toured the barracks one last time, and attended film screenings and readings by children's book authors before the preservation work started.

AIISF is working to bring the Angel Island story to national attention through media exposure. Recent in-depth articles about the Immigration Station restoration project have appeared in the San Francisco *Chronicle*, the Sacramento *Bee*, *Associated Press*, and *Voice of America* among some of the major press.

Fundraising Update

AIISF is continuing to seek support of the restoration efforts. We plan to submit a second grant application to CCHF for the maximum amount of \$3 million to continue our work. The application is due on January 31st with awards announced in July 2006.

AIISF has hired Signature Philanthropy who raised the funds for the Statue of Liberty/Ellis Island restoration to consult with us. We are currently putting together a diverse National Board of Directors that will have geographic and ethnic representation and will be responsible for major fundraising. Signature Philanthropy is working with us to develop a corporate outreach strategy as well. In the works is a Marketing/Public Relations Committee that will assist us in branding the Immigration Station for our fundraising campaign. We have already been in discussion with a number of Fortune 500 companies about their interest in supporting the Immigration Station.

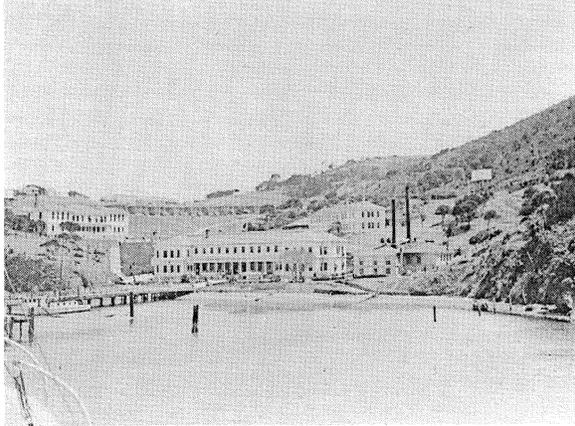
Building the Future

The enduring value of Angel Island Immigration Station lies in the lessons that its past can teach us about our present and our future. Immigration is a national story, one, which gets to the very heart of the American identity - "Who is an American?" and "Who is included or excluded and how has that changed over time?" While Angel Island Immigration Station represents a difficult chapter in our national history, it is ultimately, a story of the triumph and the perseverance of immigrants who endured and established new lives in this country. Angel Island and Ellis Island serve as bookends, not only in geography, but also in meaning and experience.

The restoration of Angel Island Immigration Station is a prime example of how everyday Americans can work together with private, State and Federal partners to preserve an important, yet little known chapter of our national story. Collaboration is the only way to make this a reality. We need a West Coast counterpart to Ellis Island to reflect a uniquely American, yet universal story of immigration.

Thank you for your understanding of the importance of this project. Your support for the three-way partnership with the Angel Island Immigration Station Foundation, California State Parks and National Park Service is critical to our ability to restore and preserve Angel Island Immigration Station. In doing so, generations can appreciate this site, a symbol of the perseverance of the immigrant spirit and the diversity of this great nation.

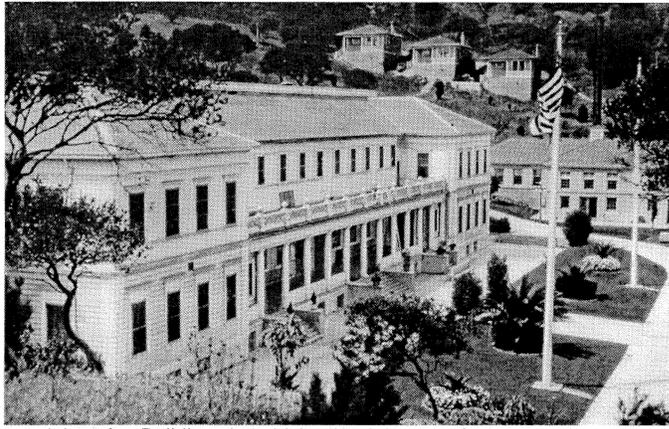
Photographs of Angel Island Immigration Station



Angel Island Immigration Station
Historic photo courtesy California State Parks



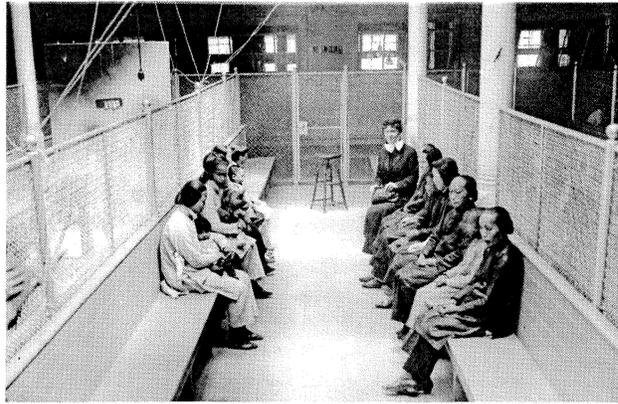
Immigrants arriving at Angel Island
Historic photo courtesy California State Parks



Administration Building, Angel Island Immigration Station
Historic photo courtesy California State Parks



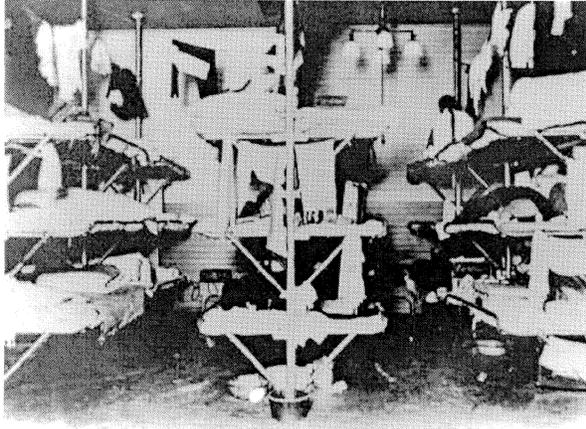
Japanese Picture Brides at the Registry Desk, Angel Island Immigration Station, c. 1916, Historic photo courtesy California State Parks



Women waiting in the Administration Building
Historic photo courtesy California Historical Society



Medical inspections at Angel Island Immigration Station
Historic photo courtesy National Archives



Detention Barracks Interior
Historic photo courtesy of California State Parks



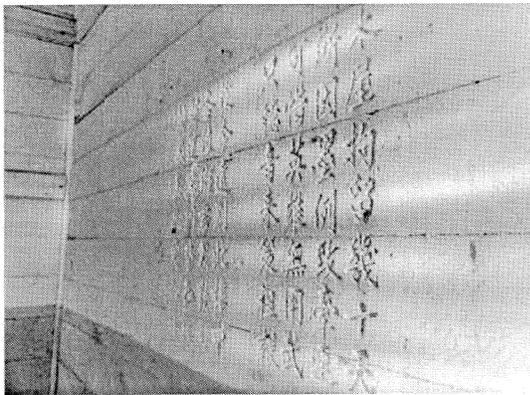
Interrogation at Angel Island Immigration Station

Testimony of Daphne Kwok of the Angel Island Immigration Station Foundation.

Historic photo courtesy National Archives and Records Administration, College Park, MD



Hospital Building at Angel Island Immigration Station
Historic photo courtesy California State Parks



Poetry at Angel Island Immigration Station
Contemporary photo by Chris Huie

Testimony of Daphne Kwok of the Angel Island Immigration Station Foundation.



Detention Barracks at Angel Island Immigration Station Foundation
Contemporary photo courtesy Surrey Blackburn

Mr. SOUDER. Thank you and everybody's full statements will be inserted into the record and if there are additional materials, if you want to get it to us, for the record.

Let me kind of start off with the micro and I'll move to the macro, if I can do it that way. On Angel Island, do you know during its years of operation were the bulk of Asian immigrants, did they come through Angel Island? Was it for the whole region?

Ms. KWOK. Between 1910 and 1940, 1 million immigrants came through Immigration Station and out of that about 175,000 were Chinese, about 60,000 were Japanese. There were South Asians, Filipinos, Koreans and in smaller numbers Russians, individuals from Australia, as well as Mexico as well, but still the bulk were Asian.

Mr. SOUDER. And so if anybody wanted to come in legally, they had to come through that point or were there other stations?

Ms. KWOK. If they were coming in through the Pacific.

Mr. SOUDER. So it was a Pacific point.

Ms. KWOK. It was a Pacific entryway.

Mr. SOUDER. So in that sense, it was, in fact, like Ellis Island.

Ms. KWOK. That's right.

Mr. SOUDER. It was also used for detention and other types of operations, particularly in the Asian-American community, is there an awareness of Angel Island today? Is it high? Is it low? Is it negative? Is it positive?

Ms. KWOK. I would answer that in several ways. Especially here in San Francisco, there's a lot more awareness because it is here. I am from the East Coast and I have to say that most of my colleagues and friends from the East Coast and throughout the rest of the country don't particularly know about the Angel Island story. And that's why we feel it's very, very important and timely right now to really make this a national story since it is a national story and to be really able to educate, not only Asian-Americans, but the broader public about the importance of the Immigration Station.

But here in San Francisco it is known, especially among the Chinese community. It, unfortunately, is a very negative story because of the detention of the Chinese and so what's one of the sad parts of the story is that those that were detained there and their descendants, many of them don't even want to talk about their experience. And so for us, we're trying to have to educate them about how important it is to really learn about the story for those that are still living and there are not many left.

Mr. SOUDER. How much of—still leaning toward public support do you think that is?

Ms. KWOK. That the Chinese—

Mr. SOUDER. Yes, in the Chinese community.

Ms. KWOK. I think right now for the second generation, the younger generation, they're extremely interested now about their heritage, about where they came from, about their immigrant past and so forth. A lot of them are very much interested in their family trees and so now they are starting to ask the questions. There are a lot of other organizations, community organizations that are talking about the family trees and so forth. The younger generation, now, there's a real interest in learning more about Angel Island, the history there, and especially those that came through there.

Mr. SOUDER. Was material saved, like at Ellis Island, just to have the potential to do the family tree?

Ms. KWOK. I think as we get the word out within the Asian-American community, very much so. The Asian-American Studies Programs throughout the country have really galvanized and educated and increased the awareness of this next generation of Asian-Americans. They're extremely interested about Asian-American history.

Mr. SOUDER. But there's not a repository of documents that are remaining, like at Ellis Island?

Ms. KWOK. At the site?

Mr. SOUDER. Or in a general archives somewhere. It might not be at the site any more.

Ms. KWOK. There are some materials at the site, but some of the items are also being housed in Sacramento, but all the paperwork, the archives of the paperwork, immigration papers are actually at the National Archives in San Bruno.

Mr. SOUDER. Are there other—and pardon my ignorance on this—are there other sites that would even approach the significance of this in the Asian-American community?

Ms. KWOK. The only real other significant historical sites would be the internment camps. But as a major point of entry on immigration, there's no other major point.

Mr. SOUDER. In looking at gaps, I had a Peopling of America bill that's kind of stopped right now, but as we look at not only the immigration question, but as we look at broadening the base of the National Park Service as well as State parks and look at Hispanic-Americans, that's clearly going to be another category, but in Asian-Americans, part of the reason I back this is it's an increasing part of population and this, to me, appears to be about the only thing out there that's of real potential national significance.

Ms. KWOK. That's right. It really is the only site that there is. And so that's why for us we really feel the urgency of propelling this history forward to really educating the community nationwide about it and really to raise the funds as soon as possible to preserve what's left there as well.

Mr. SOUDER. Mr. Jackson, when you look at a park like Angel Island which—it seems to me we're going to have a little of the kind of debate that occurred at Alcatraz, particularly as increasing national interest comes because as I understand it, in reading about Alcatraz, a lot of it was is it going to be interpreted as a prison or is it going to be interpreted as a natural resource, beautiful vistas, should be more like a park where people can come out and picnic. There are other uses of that island as well before and after the prison, so to speak, particularly before. But its national memory and significance and its uniqueness was the prison.

Here, what you have inside this island, to some degree has never really been publicized and to some degree people have been kind of ashamed of the history of what happened, not only with the Chinese, but the Japanese in World War II and others. Yet, it is compelling when you look at the national significance of this island and what's likely to be an exponentially increasing Asian-American population in the United States. How do you see management of that mission? Do you think this site will be dominated and lead the

primary interpretation in dollars being with the immigration station in that or how do you see it in park management this is going to evolve?

Mr. JACKSON. We continue to work closely with the foundation and obviously their interest is in interpreting that period, but the island is 750 acres. It offers magnificent vistas. It has a trail system associated with it. There is another side of the island where there are barracks. There are a myriad of stories that have to be interpreted and told and we would like to do all of those in concert with our partners of the Foundation—we also have an active concession there that leads tours. We have a volunteer program. This is a popular place for school groups to come to and we try and tell all of the stories there.

We're challenged on this by our resources and by time. And to the extent that we put significant dollars in, I mean, one of the things about Angel Island, that shouldn't be lost of you tomorrow, is I talked about it having the greatest collection of post civil-war buildings, on the coast here in the Western United States. And so we have significant deferred maintenance issues at Angel Island. So there are some things that we won't be telling stories about because we can't either get into the buildings or we can't prepare them in a safe manner for people to see them.

Mr. SOUDER. Are the bulk of these buildings related to the immigration or to a fort that was there?

Mr. JACKSON. They're all across the board. We're getting a significant effort of improving those buildings associated with the immigration story, the hospital, the barracks. I have a feeling that—and we're looking at this in phases and I have a feeling, I'm hopeful, optimistic, that we'll be able to get a good portion of those buildings funded to a point where we can tell a pretty compelling story, a complete story. There seems to be enough interest in that.

Mr. SOUDER. It's kind of fascinating, because from the first time I read about this and focused on it a little bit in the National Parks Committee in hearings, it just seems to me that the contrast with the overwhelming awareness of Ellis Island, that it's not understood or appreciated and it's hard for me to sort out why that is true.

Mr. JACKSON. Well, I think that gets into—

Mr. SOUDER. Because Ellis Island wasn't always pretty either. In other words, the stories there that you hear the romantic and the Statue of Liberty, but it wasn't always a pretty picture either in any immigration—we probably won't be doing one of these in the Southwest border. I think that's really safe to say.

Mr. JACKSON. I think it's a function of the East part of the United States is just older and richer in history and was more fully developed and those stories were richer and resonated and as people migrated and moved out to the West, I think the attention has begun to shift out here and this is one of those stories that just didn't get a lot of widespread attention, but that's because of the difficult subject matter. We just really get into a lot of issues there. Probably in the last 20, 30, 40 years it has been kind of sexy for this country to begin to explore what happened to people of minority persuasion. So I can't explain why that is.

I do think that the story will become—I do think the story has gotten a lot of traction. It's got a tremendous amount of publicity. As you have indicated, I think it will only continue to grow in terms of the interest and the fascination and people's desire to get out there and want to see it.

Mr. SOUDER. Is the State park system also looking at sites of significance to Hispanic, particularly Mexican-Americans? I'm not sure what that would be. Historic to that just meant missions, which is the kind of historic attempt of Spain and Mexico. What other reach-out things—one of the most fascinating things for me to watch when we talk about how do we expand the vision of the Park Service and how our parks are going to respond to new urban populations. When I went to San Antonio Missions, I think their official visitation is—I forget what it is, but it's not big to see the missions. They're beautiful missions. They're kept up. Yet, when you go there, you realize that I think their official report is like \$1.1 million of which maybe 200,000 people go into missions and 900,000 are picnicking because it's some of the only green space in San Antonio.

And so one of their challenges is the people who are using park don't want to use the park the way the people running the park want to use the park, that they're trying to decide whether to put more parking lots in because people just pull up on the grass and start to picnic. Now some of them are going to drift over and see the missions and ask about the history, but some of our challenge is that at the State and local park level, there's just a shortage of green space and places to picnic and other types of things.

And I'm wondering, how do you and the State park system view this with city parks and Federal parks? Because now we're going to meet this urban demand, particularly in the minority populations who, generally speaking, aren't going to go to wilderness parks.

Mr. JACKSON. A couple of responses. In terms of Hispanic parks, we're trying to do some outreach to that segment of the population. We do have Pio Pico State Historic Park which is down in Los Angeles area, actually in East L.A. Pio Pico was the first Governor of Mexico California. He was actually a Mexican of black descent. Pico Boulevard in Los Angeles, if you're familiar with L.A., was named after Pio Pico.

There's a Pico House at a place called El Pueblo which is the original founding for Los Angeles. And we used to, California State Parks used to own El Pueblo, also known as Alvaro Street. We actually in the 1990's when we were going through difficult budget times, we sold that or gave that to the city of Los Angeles to operate, but we do have Pio Pico. We are actually in partnership again with the National Park Service as a condition of one of our MOUs with them to explore opportunities for interpreting and telling the story of Cesar Chavez, the great labor leader of the Farm Workers Movement back in the 1970's and 1980's and both the national parks and State parks are looking at a way of memorializing his life as a way of reaching out and telling a story to Hispanics and Latinos.

We just recently as a part of the—and I'm probably missing out on some other aspects of our system. We're going through the

whole kind of embracement of our Old Towns, like down in Old Town San Diego which are areas that were first established by Mexicans and so in doing that, we're trying to be much more faithful in terms of interpreting the historic period that those towns were found around and try to be a little more faithful to telling an accurate story of those cultures down there.

We just passed the two largest bonds in the history of the State, principally for acquisition and a segment of that is taken off of the top to go to local cities and counties, purchase parkland in the State and so each time a bond act is passed, a significant portion of that goes to trying to address local park and recreation needs. Along the lines of trying to make State parks more relevant, we spent somewhere close to \$80 million of our bond acts, Prop. 12, the 2000 bond to purchase 40 acres in the heart of downtown Los Angeles, principally a low-income area, a place where the availability of open space is like less than an acre per 1,000 or whatever that number is.

And if you go over to the west side of town it's closer to 8 acres per 1,000. And so in trying to address that and in trying to get the parks closer to the people, we purchased 40 acres there. We purchased 40 acres in a place called Baldwin Hills, which is down in urban Los Angeles. We're developing our first urban parks in both of those areas in order to try and reach out to those communities.

The park where we developed in the area called the "Cornfield," which is right in the heart of downtown, you can see the downtown skyline from the park, that park will be a State historic park and will tell the stories of all of the peoples that crossed that site and really was kind of an entry point. It's right down the street from El Pueblo. It's kind of an entry point for a lot of Angelinos and a lot of people that came to Los Angeles looking for a better life. And so we'll be telling a number of stories there.

Mr. SOUDER. For our record and following up with Jim, and if you can followup and get some material on the bond, how you sold the bond issue, what some of the arguments you made, what were some of the opposition said about the bond? I think that would be very instructive to have in our record as we look at how we should move forward in the Park Service and then also, if you have any written materials on the urban park question that you just outlined, particularly in Los Angeles. That was very interesting.

Mr. Moore, in your—first, let me, in the conservancy question, to try to separate, other than the Presidio, would your organization be the primary fundraising group to support the Golden Gate Recreation Area?

Mr. MOORE. Yes, we are.

Mr. SOUDER. Are there other funds that do that like Yosemite Fund or do you function—

Mr. MOORE. There are other nonprofit partners providing programs that will raise money for capital improvements in their operating budgets, but we are the sole supporting organization directly to the National Park Service.

Mr. SOUDER. So would you be, in some ways, more like the Friends that operate the stores or are you an umbrella organization?

Mr. MOORE. We're both. We serve the role of a Friends Organization like the Yosemite Funding Yosemite, which is philanthropic in nature and we serve the role of a cooperating association providing visitor services in terms of interpretive materials and park bookstores to support the park mission.

Mr. SOUDER. So there was something on Sutro Baths and when there was work on that and do you work, do you raise money for a particular project like that to supplement?

Mr. MOORE. Yes, we do. We raise money for park projects, particularly those that have a bold public vision and a compelling public impact and we also support volunteers in the park and many different volunteer programs such as the native plant nurseries or a site stewardship program.

Mr. SOUDER. Now I wanted to explore in some of your principles, a couple of points. Do you believe if—and I'm setting up for discussion with Mr. Sykes. One of our challenges is that as we look at the budget and say OK, everybody's health costs and pension costs are way off. There's no 3 percent growth anywhere. If you find it, please let me know because we'd like to implement it. That the Homeland Security costs ideally, particularly at Golden Gate would be much higher than other parks and I believe they should be more isolated, particularly when they are national icons that demand huge dollar questions.

The drug question is very difficult. I'm on the primary committee on narcotics. It is a big debate how much of that you want to have inside the Park Service, how much you want to have drug agents running around in the Park Service and which way do we want to do that and how do we do that funding because, clearly, we're driving them with meth labs.

All you have to do is track the meth labs in the United States, find a national forest and it's going to spill into the parks. It's clear the borders, we have huge problems at Oregon Pipe and anywhere along any border.

But some of those may come and go, Homeland Security and the narcotics. The pension question and the health question are not going to come and go. They're going get greater, not less. How many rangers we put in what types of things, how much we put in visitor centers, if we froze the Park Service, which we're not going to do, in other words, I think Mr. O'Neill said it correctly; it's basically a political system and politicians will continue to add things.

My friend, Jim Ridenour, is going to testify at the Indiana hearing. He was one of the leading opponents of park barreling which, of course, started in the first four and is not likely to end. Furthermore, he created heritage areas, partly to get around what he called the lowering of the standards of the National Park Service, but what's happened is east of the Mississippi, we don't have all this huge public land, so what we decided is we like heritage areas.

So now we're backed up like 80 heritage areas that have passed Congress and another 100 that are introduced that haven't gone through and I don't see this trend changing. In other words, we're either going to have heritage areas that are going to be recreation areas because what you have is a pent-up demand east of the Mississippi to add to the National Park Service.

So the land responsibility and purchases, I mean one of what we get into in this kind of debate is at Paoli Battlefield, it came forward that a group of Sisters had decided to sell their land of the convent and the decision was we either had to buy the Paoli Battlefield which they were going to sell at a fraction of the cost of developing it, or it was going to be developed. It becomes a zero sum game.

Unless the Nature Conservancy steps in, we're pretty well out of options. We maybe get easements sometimes to try to do it. The bottom line is that land is gone. Every time we do that and protect something, it basically doesn't get added to the Park Service, it's transfer funds. Something that was on the cycle or backlogged gets taken off.

My opinion is even if we pass this intended act intact which I'm hopeful of, but not holding my breath completely that we'll have that much annual money, that with the additions and the rising costs, we're going to get squeezed. You've raised some challenging questions and I wanted to address some of those.

If your donors were told that—I thought the Rockefeller quote that you had in your written statement, but you didn't say his name. The bright line between—things like employee housing units and roads and maintained infrastructure should be the function of the Federal Government and the goal of the support groups, like the National Park Foundation, was to do the connection between visitor and place, that kind of covers the extremes, but a lot of this is in the murky middle.

If your donors felt that the Federal Government wasn't going to provide the support, do you think they would have? They would rather have the Federal Government provide the support, but do you think that they would as an option to giving money, let it fall down?

Mr. MOORE. No. I think there is an issue in any marketplace of just the charitable capacity, the competing demands that people that are generous face about where to give funds. Our experience with national parks is that because donors see their value so clearly and many of them, particularly in our area, enjoy them so frequently, that they gravitate toward a responsibility of helping.

A responsibility of helping is different than a responsibility of totally taking care. And we have not tried to direct them to a different position because we believe, even if we tried to get them to a responsibility of totally taking care of that amount of charitable giving would be so big for the whole system that it would in some ways collapse in on itself.

There are institutions that are totally charitable, charity-driven, but they are completely nonprofit managed with their own board taking care of it, not Government entities.

We've looked at schools. Public schools have fundraisings, support groups. Public hospitals have fundraising support groups. Those models show that people are willing to contribute, but appropriately, when there is some form of public foundation that is in place that they are adding value to as opposed to replacing a fundamental public foundation.

Mr. SOUDER. Of course, the problem we face with the taxpayers is roughly the same thing.

Mr. MOORE. Yes, it is.

Mr. SOUDER. In other words, they're willing to buy Paoli Battlefield, but they don't want to pay to keep it up. In trying to do a vision of how to capture the imagination, like Mission 66, this is a very tough tradeoff. How can you be visionary and how can you do maintenance? Everybody wants to pay for the new, but not the old. Everybody wants a new car, but not have to do the maintenance on their car.

Clearly, the Federal Government has to bear the bulk of it in that thanks to NCPA, each year we've done additional, tried to get the funding boosted up some. We get some, quite frankly, national parks are one of the only discretionary agencies that's consistently been flat or increased funded as opposed to cut, that I just—I'm trying to sort through because on the Education Committee we're facing the same thing.

Like you say, the public schools are getting squeezed, extra curricular arts programs, music programs, and I'm wondering where this line is and it's a similar thing we just did in Katrina. Where is the line in Katrina? What's the Federal Government versus the private sector and let me ask this question. With the Centennial Act, I believe at a minimum, what I'm hoping at a maximum, what we'd like to have is what doesn't come from charitable is covered by the Federal Government.

I'm not sure at the end of the day as quite frankly people understand what precisely that means in Congress and our escalating variable, that's financially doable. It depends on the economy and how we're coming.

But at the very least, I'd like to see a match and that at a minimum standard, a match and then plus the budget, that it would be a match that's additional, over and above a fixed amount to go up and whatever else we can get beyond that as part of a visionary kind of shot toward 2016.

Do you believe that the donors that—you said a key word, you said they see it here in San Francisco and they're willing to give to San Francisco. Will they feel that same giving if they see the National Park Service and will they give it if they thought the Federal Government was going to match for the Park Service as a whole and what kind of vision would they have to see to be willing to do that?

Mr. MOORE. I think a match could be a strong set up, particularly if the vision showed that match produced something that was durable, that it wasn't a fixed 3 years, but actually had some lasting power and impact.

Many of our donors give to the National Park Foundation. Many give to the National Park Foundation and then discover us and give to us. Many give to us first and then give to the entire system, so I believe that there are people who have come to love national parks in different ways, but if properly cultivated and engaged in their future, are clearly willing to donate, provided they see durability to their gift.

As one example, returning to your earlier question, Mr. Chairman, there is one place where donors did step up to maintenance needs and that's at Acadia National Park. One of the Friends Group there presented a program called Trails Forever. Now the

formula there was that if the Park Service could provide the resources to rehab and restore the trail system, the capital side, private philanthropy would develop an endowment to care for it in perpetuity, so that there are limited examples where if properly leveraged and the donors properly cultivated, you can see different formulas that work.

Mr. SOUDER. Do you think that if we tinkered with something like the Centennial Act, now we're talking visionary than specific legislation because this committee doesn't do legislation, but looking at how would we do this? If there was something that gave incentive, because the orientation of this is how do we get a national parks vision and people giving charitable, giving to that and then the Federal Government putting in money, that had a component that was more regionalized, that if you did at national, you got 100 percent match, but if you did regionally, you got a 25, you get a tax deduction now. But you actually saw additional public funds go in, but at a lesser rate than if you gave at national.

Do you think that would increase the total pool or would you be cherry picking off of the same donors?

Mr. MOORE. I think it has the possibility of increasing the total pool. Our experience has been that the philanthropic asset of our national park system is that people clearly see that it is here for future generations and they can see that their impact today is a gift to the future.

Cultivating that story with people who have experienced national parks on their own, whether in a local park like this or many people here, of course, go to Yosemite or Grand Canyon or other places, there's a real love and affection for the national park system.

The Friends organizations and the Park Foundations are really at the early stages of tapping into that and incentives as you suggest I think could be quite powerful in helping the growth.

Mr. SOUDER. Mr. Sykes, I appreciate as always at these hearings the kind of the detail by park to show what exactly has happened, rather than just in theory when we're looking at 37 percent reductions and 50 percent reductions and really dramatic shifts. Some of that would occur naturally.

We're all getting squeezed in the budget, but this is not just a little, it's a major squeeze in that it's happening and most people don't realize it's happening because it's been over a number of years and then the cumulative impact of these type of decisions has certainly had a big reduction in the number of rangers you see. That's probably the most visible part of the changes, but for everyone you don't see in front of you, that means there's probably something behind that's changing as well.

In looking at the Acadia example is a tremendous example of having an endowment and clearly Acadia, like to some degree San Francisco has the luxury and Ken Olson and his people have been extraordinary about tapping wealthy people who live on that island or visit that island to put that money in. But the endowment thing is really intriguing because normally you don't see people willing to give to an endowment.

How do you feel in working this region and having worked with Nature Conservancy, if we tinkered with this some, because I can

say to Republicans being able to sell an endowment idea related to certain projects has some sizzle to it. We toyed around with this, with the National Endowment for the Arts of rather than having the debates about whether Federal Government should regulate the arts and how much could you set aside certain types of programs where you, in effect, fund an endowment that's matched.

In this case, the Park Service isn't going to turn over control of the parks, but for certain additional projects, you might tinker with match increased percentage donations. I'm trying to brainstorm and I just wonder what your reaction to some of this kind of thing is.

Mr. SYKES. I think as part of the National Parks Conservation Association, I would say we would welcome all ideas that have the benefit of creating an increased funding foundation for the parks, whether that comes through private philanthropy, through a match approach which I think is quite a good approach, actually. I think it will bring new donors to the table who are not there today or don't have the ability to see themselves as philanthropists for a government agency. So I think things of that nature are things we would look at and be quite supportive conceptually and it's hard given the magnitude of the challenge not to be very open minded and creative and somewhat aggressive about trying to generate good ideas that have a positive benefit.

It's easy to say we want to be a purist about this and we want it to be ideal and then work toward the ideal and end up with something in the mean time that isn't very good. I think from our standpoint we probably would say we have to fight to fight every single year for funding through authorization and legislation, but we also have to do everything else we possibly can because there are other sources of funding that need to be potentially approached and brought to the table and if we can determine other ways of trying to attract that, that would be good.

Mr. SOUDER. The Nature Conservancy to some degree, other State and local trusts play a huge role in protecting land before the Park Service can often get that, yet it's not very highlighted in many ways.

Do you see, as somebody who is actually working both organizations to some degree here, do you see a way to capitalize that as we go toward the 90th year and the 100th to look at how we work with this whole land acquisitions and easement question because what I'm sending underneath this is to get over the hump in the funding. Clearly, we have these huge shortages that we've been documenting in personnel.

Clearly, there are research reductions, law enforcement pressures and the individual park rangers still rate highest in public esteem of any profession, at least in popularity. But I'm not sure that has enough, when we actually get down to the dollar tradeoffs and Members of Congress, enough sizzle to put us over the top like land acquisition does, like new visitor centers do, like hotels and restaurants at a park, but possibly combined with some of the support groups that are providing some of those functions of whether it be easements near parks, the process of how we do inholdings and land acquisitions.

I'm trying to figure out where we could put some of that around it because basically our huge challenge is our infrastructure is falling apart. But that's, as a politician, me going out there and trying to sell my district that the infrastructure is falling apart in California when I don't have many—I have zero Federal lands in my District—is not the easiest sell. Maybe for Yosemite, but Vallen Islands is not on their top 10 list. That's the realistic political problem.

Mr. SYKES. Yes. There are sort of two issues here. One is that there's always the ability in some local areas to generate a lot of local political support and financial support. Golden Gate National Recreation Area and the Conservancy's work are examples of that. There are countless units of the national park system that don't have the opportunity to generate the significant sort of funding and support locally because they're in desolate regions or they're in places that don't have urban centers nearby. And yet they have tremendous resource benefits and attributes that make them treasures in the same way that this Golden Gate area is.

So the idea is how do you match the need for a system-wide concept and approach here which is valid and generally accepted by people?

Wearing my Nature Conservancy hat as opposed to my NPCA hat, I'd say that having some approach to planning that is generally accepted is a very good foundation for that. The Nature Conservancy has gone through a very rigorous process of identifying which places they believe need to be preserved because of the values they represent from a biodiversity perspective and they have a very ambitious goal about how much they want to protect different habitat types of land and earth populations around the world, not just in the United States.

That approach, I think, has been very important in allowing them to manage the complexity of dealing with local areas and different State interests, because they've got chapters in every State in the country and they're trying to carry on global activities outside of the country at the same time.

So perhaps when you look at the national park system and some of the congressional challenges, being able to do some of this overall planning, relying on a science foundation, what are we trying to do? You asked several good questions earlier with the first panel about the values of the national park system and in terms of preservation of unique places, what are the overall objectives.

It strikes me that you can build more of a national consensus if you're able to say we have a national set of values that the national park system is there to protect and enhance and that seems clear. There's a scientific foundation for it and then use that to create more opportunities for local support in places that can sustain all the support. I think you're going to have to have both concepts addressed at the same time.

Mr. SOUDER. The greatest explosion of wealth in the United States has been in the entertainment industry and in some degree service, but certainly Internet-related type, both of which have had the Internet boom and bust here in California, but clearly the entertainment wealth is huge. They seem to adopt all kinds of causes.

Do you think as somebody who represents this region, there's a chance or how would we tap into it?

I could think of several potential romantic hooks. One would be a wildlife subgroup where they adopt the preservation of at-risk species, endangered and at-risk. Another sub could be how we bring the cultural and natural resources through the education system in the United States, tapping into the National Park Service and you could have several channels of fundraising.

California has the celebrities that would let you do that, and many of the assets which would let you do that and to capture that, because normally we think in kind of traditional kind of lanes of the Park Service, yet those are two that potentially have a lot of marketing sizzle to them.

Do you think that those kind of things would play? Have you ever tried to tap into that industry to promote the supplement and expansion, assuming that this was tied with Government match type questions?

Mr. SYKES. A couple of things there. First of all, entertainment and media and communications and technology perhaps those are all sort of in the same converged area. There's been tremendous wealth created and it's relatively youthful wealth creation.

I know that the Moore Foundation, Gordon and Betty Moore Foundation which is based here in the Bay Area is a foundation that is made up of that kind of wealth. It comes out of the great success that Intel has had over the past 40 years. But that Foundation has an ambition to do things for the environment globally and that Foundation is making great strides in providing some support for things such as what we're seeing in Golden Gate and in some of the national parks.

We're seeing them do work in Alaska with the Nature Conservancy, for example, but that is just the tip of the iceberg and I think a number of the sources and very significant wealth that will ultimately move toward some sort of philanthropic activity, have not yet been addressed and I think they generally overlook the national park system because they make a simplistic assumption that the national park system has to be OK, after all, it's already in stewardship provided by the Government. It's the best of the best, we ought to be worrying about everything else.

And I think the thing that we reveal here is national park system, maybe it is the best of the best, many people would say that, but it actually needs more support than anybody imagines it needs, so I think there is a great opportunity to connect the mission to this new source of wealth that frankly hasn't attached itself to the cause as much as it should.

Mr. SOUDER. Because to me, part of the challenge is something from a business background and marketing background is that we have two things simultaneously occurring. What you documented in your testimony a gradually rising resources to meet exponentially rising costs which then result in reduction in services and more things being added and structures falling down because you can't keep up with the demands of that which is basic operating type things. Then the second thing is is even in the glory days of the best funding years of the Park Service, you still were basically

not tapping in and part of my discussions even years ago were never taking advantage of the educational opportunities.

In other words, the thought was you come to the park, you visit the park, you maintain the park in front of you, not take the park to the people. And that one of the marketing opportunities here is to come up with a vision that's beyond, I know Dick Ring was trying to address some of this kind of stuff in the Park Service, but how you can take this down to the schools. I mean the kids coming up there are health conscious. They want to hike. They want to bike. They want to do this, they want to learn more about nature. How do we get that out because that has never been tapped, even when the money was flush in the Park Service.

A second thing is that there has always been research going and the research is sometimes uncoordinated, sometimes it's coordinated, but there is no better incubation lab in the United States for tracking frogs and toads. There's some romance around grizzly bears and wolves, but it's everything. If you wanted to study bees or flies or mosquitos, you're going to find in our Park Service which is a whole pitch toward science and how you interrelate.

As I go to schools all over, they're getting ponds there and interrelating and trying to do more hands on science and relate it to the math class and here we have the biggest labs in the whole United States with the most unique type things in our Park Service. To me, those are kind of visionary things that are different that might appeal to a group that hasn't been connected. If they think it's yeah, which is Mr. Moore's point, if they think it's yeah, we're going to basically replace—we're going to pay for the interpretive ranger or make sure the pothole gets out of the road or put a new visitor center in, that's what they think the Federal Government does. But if we gave them new horizons and a new vision to supplement the National Park Service and ideally the State and local parks would pick up a similar type thing.

But we're looking at the National Park Service from the Federal level. How do we put some imagination into this? Otherwise, because our attendance is quite frankly flat and aging. It's a challenge.

Mr. SYKES. I think there's a great opportunity in that. We're seeing it in the Nature Conservancy, we see it in the National Parks Conservation Association when we do partnerships with people who want to do specific park partnerships which we do selectively. We found a tremendous amount of potential philanthropic donor enthusiasm for doing things in partnership with the parks, but I would reinforce everything Mr. Moore.

Private donors expect the Government to be a ready partner which means they really expect the Government to take part of the responsibility and be consistent and be there over the long term because I think most people in private philanthropy presume that they can create opportunities for new initiatives, but the initiatives then have to be responsibly managed by the Government which is the long-term steward.

Mr. SOUDER. Thank you all for your patience. Anything else any of you want to add on any of the various subjects? Well, thank you very much for participating in the hearing today and if you think

of other things you want to give us and we'll be doing followup questions with each of you.

I thank everyone for attending. The subcommittee stands adjourned.

[Whereupon, at 6:33 p.m., the subcommittee was adjourned.]

