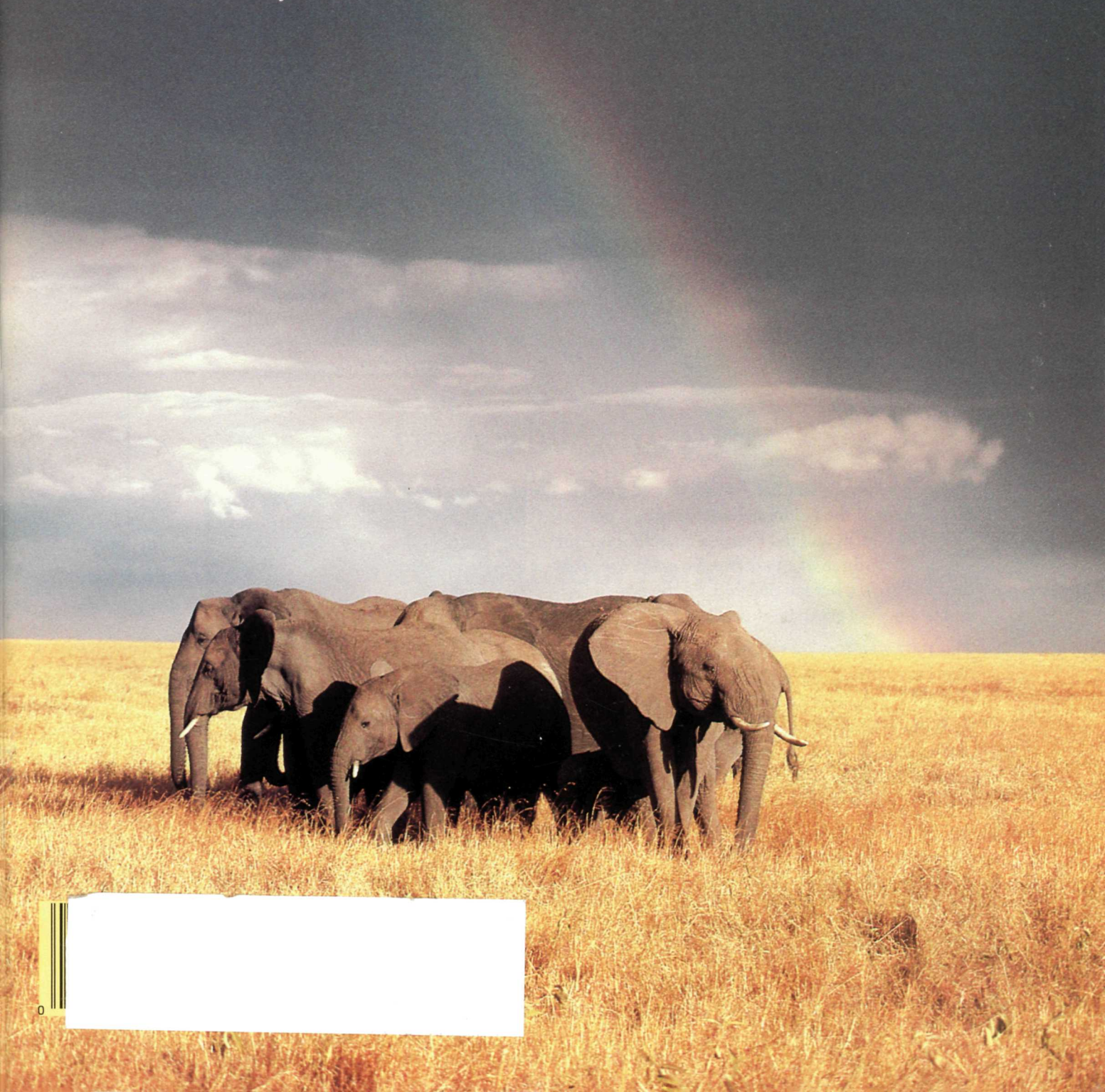


SPECIAL INTERNATIONAL ISSUE: PREPARING FOR THE 21ST CENTURY

NATIONAL
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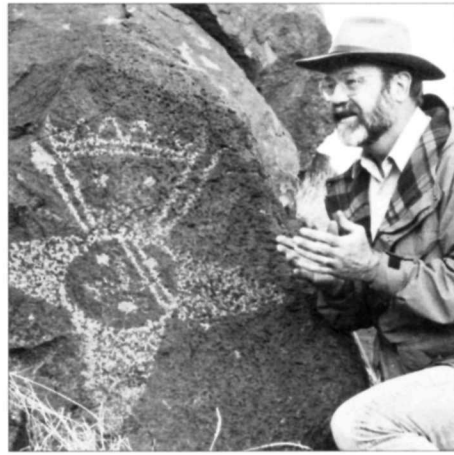


TRIBUTE TO EXCELLENCE

Marjory Stoneman Douglas Award

Presented by NPCA and the Faultless Starch/Bon Ami Co., this award recognizes outstanding efforts resulting in protection of a unit or a proposed unit of the National Park System. The award is named in honor of Marjory Stoneman Douglas, who devoted many years to preserving the fragile ecosystem of the Florida Everglades.

ISAAC C. "IKE" EASTVOLD, the 1991 recipient, is founder and president of Friends of the Albuquerque Petroglyphs, a group dedicated to preventing the destruction of ancient rock art on a 17-mile-long escarpment near Albuquerque. His leadership led to the establishment of the 7,669-acre Petroglyph National Monument in June 1990.



Isaac C. "Ike" Eastvold

Stephen Tyng Mather Award

The Stephen Tyng Mather Award, named for the first director of the National Park Service, is presented by NPCA and the Faultless Starch/Bon Ami Co. in recognition of a Park Service employee who has risked his or her job or career for the principles and practices of good stewardship.

The 1991 recipient is **CHRISTINE L. SHAVER**, chief of the Policy, Planning, and Permit Review Branch of NPS's Air Quality Division. Over the past several years, she has taken direct action to remedy sources of air pollution affecting national parks—most notably the Grand Canyon, where she helped secure emission limitations on a nearby power plant.



Christine L. Shaver



The Faultless Starch/Bon Ami Company wishes to congratulate the recipients of these awards and thank them for the excellent contribution they have made to the protection of our environment.

The Faultless Starch/Bon Ami Company has actively supported the efforts of organizations such as NPCA for more than 100 years and will continue to work toward the goal of preserving our natural resources for future generations.



KENNAN WARD

Costa Rica, p. 28

EDITOR'S NOTE

With this special issue, *National Parks* looks at parks from an international perspective, as the magazine does every two years. While NPCA focuses primarily on national parks in the United States, it is also involved in the world parks movement. Our experience and expertise are useful to other countries as they develop their own park systems; at the same time, we can learn from successful programs elsewhere in the world. With these objectives in mind, NPCA will be an active participant in the World Parks Congress this February in Caracas, Venezuela.

We hope you will enjoy this timely glimpse at the status of parks around the world.

NATIONAL PARKS

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NATIONAL
Parks

THE MAGAZINE OF THE NATIONAL PARKS AND CONSERVATION ASSOCIATION

Vol. 66, No. 1-2
 January/February 1992
 Paul C. Pritchard, Publisher

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COVER: *The endangered African elephant, by W. Perry Conway/Tom Stack & Assoc. A group gathers beneath a rainbow at Masai Mara Reserve, Kenya.*

Established in 1919, the National Parks and Conservation Association is the only national, nonprofit, membership organization that focuses on defending, promoting, and improving our country's National Park System while educating the public about the parks.

Life memberships are \$1,000. Annual memberships: \$250 Guarantor, \$100 Supporter, \$50 Defender, \$35 Contributor, \$25 Active, \$22 Library, and \$18 Student. Of membership dues, \$7 covers a one-year subscription to *National Parks*. Dues and donations are deductible from federal taxable incomes; gifts and bequests are deductible for federal gift and estate tax purposes. Mail membership dues, contributions, and correspondence to NPCA, 1776 Mass. Ave., N.W., Washington, DC 20036. When changing address, please allow six weeks' advance notice and send address label from your latest issue plus your new address.



Perspectives

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I HAVE ASKED travelers from around the world what they think about our parks. Most are park experts, either professional or volunteer, and recognize the U.S. National Park System as the inspiration for the 120 similar systems around the world. As in Jonathan Swift's famous tale, these travelers have some important perspectives that we should ponder.



First, the wonderful diversity of our parks is immediately recognized. From the vast Alaska wilderness to the suburban Boston home storing the city park maps of Frederick Law Olmstead, each park unit reflects some aspect of the natural and cultural diversity of our piece of the hemisphere. In fact, our parks are a sort of living encyclopedia of the nation.

Second, the travelers are not amazed at the annual summer migration of Americans to the parks. They understand that we love our parks, maybe too much. But they do wonder why there is no love or respect reflected in the development patterns in and around the parks, no integration with the natural systems, no linkage with surrounding communities. Roads and residences built in precious wildlife habitats or along historic battlefield boundaries signal irreverence for our mandate to protect these symbols of our heritage.

Third, there is confusion about why some Americans never visit the parks. The travelers conclude that park managers neither welcome these Americans

nor create park experiences that relate to them. Those missing from our parks are not only members of racial minorities, but also the schoolchildren of the nation whose task it will be to care for the parks in the future. Many other nations use their parks as an extension of the classroom.

Fourth, the travelers are surprised when told that politicians have kept parks from relating to the needs of society. Be it environmental education, endangered species, energy conservation, or any of a number of issues, public officials have consistently thwarted park managers' efforts to inform and educate park visitors.

Fifth, these travelers observe a great deal of energy emanating from individuals and small groups involved with parks all across the nation—some wishing to protect the parks, others to plunder them.

Finally, and reluctantly, my friends remark that the United States is no longer the leader in the world park movement. Other nations have come to realize (from our mistakes) that visitors cannot be given priority over resources. Where we once trained other nations' park leaders, our park service no longer plays a leadership role—even with our neighbors in Mexico and Canada.

Gulliver's Travels helped one society to see what it took for granted, both good and bad. Today, we would be wise to consider the views of these friends from other nations.

Paul C. Pritchard



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KHABSO

Wounded Pride

The heartbreaking account of the Wounded Knee massacre ["Healing the Sacred Hoop," Sept./Oct. 1991] should be mandatory reading for all the "proud to be an American" jingoes who have surfaced since the beginning of the Persian Gulf fiasco.

This ninth-generation American no longer takes pride in his country. The jingoistic mentality which characterized American policy 100 years ago is still prevalent among our leaders today.

Presenting 18 Medals of Honor to soldiers who participated in the Wounded Knee obscenity belittled the significance of our highest military decoration, and it is an insult to all subsequent and prior recipients. They should be returned.

*Maj. J. William Ingeman, USAF (retired)
Jamestown, NY*

The society which allowed Wounded Knee to happen and never questioned the Army's version of the event is the same society that ignores the current vandalism in the parks. We must respect the cultures, traditions, and sacred places of the Native Americans just as we must respect the grave of the soldier who fell at Manassas. If we continue on this path, the parks will become another victim of our selfishness and greed.

*Tery Steelman
Everett, WA*

I am enclosing a \$25 check for NPCA membership. Your magazine caught my eye at the newsstand with its Wounded Knee cover photo and accompanying feature, "Healing the Sacred Hoop."

Having visited Wounded Knee, I experienced profound guilt and extreme sorrow when I stood before the mass grave at the massacre site. Reading the article and looking at the photos brought the feelings back in waves.

I've been to many historical places

in this country and abroad, but I was never moved to tears until Wounded Knee. One hundred years may have passed, but the shame was readily felt as I made my way up the grassy knoll to the hilltop cemetery. It's an experience that will stay with me forever.

*Patricia A. Podboy
Mount Prospect, IL*

Thank you very much for your story on the Lakota ["Healing the Sacred Hoop"]. It is past time for adequate attention to be given to the treatment of Native Americans by the European settlers. We must attempt to look at the entire historical picture for everyone's sake.

We cannot return the land, the flora, and fauna to what they were. We can try to learn about this sacred hoop and try to preserve and respect what remains. The first step is education, and your story helps those of us unaware of the treatment of the land and its people to face aspects that are not always pleasant to face.

*Elizabeth Schiller
North Providence, RI*

As a new member, I was glad to see the feature article in the Sept./Oct. 1991 issue dedicated to Wounded Knee. The article mentioned the proposed park would help address some of the serious social problems on Pine Ridge Reservation, which includes the nation's poorest county.

This region of the country received much publicity from the movie, *Dances with Wolves*. However, the Native Americans who are most in need in that region, like the Lakotas at Pine Ridge Reservation, benefited little, if any, from this attention. The few remaining Lakotas may be compared to some endangered species.

I would like to make readers aware of a program directly helping Native Americans on the Pine Ridge Reserva-

tion, called Adopt a Grandparent, created after several Lakota elders were found frozen to death. Individual donors are asked to send old clothing and blankets to the elders as well as to write to them.

If interested in helping Native Americans, write Gail Russell at: Adopt a Grandparent program, Mountain Light Center, P.O. Box 241, Taos, NM 87571, or call (505) 776-8474.

I read almost every word in this enlightening issue. Please keep up the good work.

*Chuck Amend
Denver, CO*

Raiders of the Parks

The problem of vandalism in national parks ["Raiders of the Parks," Sept./Oct. 1991] is the lack of education in the school system. If education about the importance of the land and how Native Americans respected it long ago were required in school, perhaps people would understand the importance of preserving our culture.

When Powhatan, leader of the Algonquin people in colonial Virginia, wrote to Captain John Smith "...that you come to destroy my Country...what will it avail you to take [by force] that you may quietly have by love..." he meant we should stand back and look at the beauty of the land, not take it away. We need to teach younger generations that they can change the world; for the better or worse is yet to be decided.

*Toni Noble
Fairbanks, AK*

I can't believe some people are so selfish that they would destroy a thousand-maybe a million-year-old geyser by throwing garbage into it. It took centuries to form and survived years of bad weather only to be destroyed by one or two thoughtless people.

I'm also shocked by the people who rob Civil War burial sites for buttons and other memorabilia. How would they like someone to dig up their ancestors for a belt buckle or coat button?

*Wade Jones
Fairbanks, AK*

Tomorrow we could read in the newspaper or hear on the news that Saddam Hussein sent people over to destroy one of our national parks. U.S. citizens would be outraged, proclaiming that Hussein was destroying some of our fondest memories. Yet when a U.S. citizen destroys parts of our national parks, somehow it doesn't seem to become as great a tragedy.

*Dena Sutherland
Fairbanks, AK*

What of the relic hunter who digs artifacts from camps or skirmishes, and doesn't desecrate graves or national parks? It's not prizes I seek but an interest in history. When I find a bullet or button, I feel I'm helping to restore what was lost and what these men died for. Much has been learned that could not have been known except through extensive field work or grave digging. I hope to continue supporting national parks and our national heritage, as I'm in possession of a small part.

*Steve Esings
Richmond, VA*

Archaeologists say that any unauthorized removal of artifacts makes an accurate accounting impossible.

—the Editors

Beauty and the Beast

Let me get this straight: A company wants to build a big-screen theater complex next to Zion National Park which would diminish the natural beauty of the park, in order to show, of all things, a film about the natural beauty of the park?

*Jeffrey V. Cefali
Hobart, IN*

The Last Frontier

Alaska is truly the last wilderness frontier. Alaska has remained unspoiled largely because of its small population, but the state now faces industry development, mostly oil. In 1989, the nation was stunned by the *Exxon Valdez* oil spill, which destroyed Prince William Sound. In our commercial fishing area, approximately 150 bald eagles lived, and now three years after the spill,

fishermen count only four.

The oil industry is lobbying to begin drilling for oil in the Arctic National Wildlife Refuge. This environment has survived 90-degree weather and 100-mile-an-hour winds, but will it be able to survive the oil rigs? The environment is a path of egg shells; if people don't post the "walk with care" sign, then who will?

*Ryan Tinsley
Fairbanks, AK*

I appreciated Kim Heacox's article, "The Taming of Denali," in the Nov./Dec. 1991 issue. Kim certainly presents the dilemma at Denali. Unfortunately, being the gentleman that he is, Kim stops short of telling the entire story. The story about a congressional seniority system that creates power lords like Alaska Sen. Ted Stevens, who has literally brought the National Park Service to its knees in Alaska. A power lord who, through appropriations blackmail against NPS, literally manipulates regional directors and superintendents, and if dissatisfied, moves them out of the state. This isn't a fairy tale; ask the last three regional directors and last park superintendent.

This might not be a perfect society, but Denali, which belongs to all Americans, not just a few greedy Alaskans, is definitely trying to survive against a rotten political system.

*George Wagner
Denali National Park, AK*

Write: Letters, NPCA, 1776 Massachusetts Ave., N.W., Washington, DC 20036. Please include address and phone number for verification. All letters are subject to editing.

Correction

In the Nov./Dec. 1991 issue, the article "Bound for Freedom" incorrectly noted the establishment of Harriet Tubman Day on March 10 as the first federal commemoration of Tubman. On Feb. 1, 1978, the U.S. Postal Service issued a 13-cent stamp in her honor.

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NEWS

GEOTHERMAL DRILLING SPARKS HOT DEBATE

Without question, the geysers, hot springs, mud pots, and fumaroles of Yellowstone National Park are among the world's most impressive natural phenomena. How rigorously they should be protected became, however, the subject of heated debate this fall.

A U.S. Geological Survey study presented to Congress in October concludes that limited drilling or pumping of underground hot water near the park is not likely to damage Mammoth Hot Springs and other geothermal wonders. But the Department of the Interior did not give Congress an accompanying National Park Service report arguing that scientific uncertainty made the risk too great.

Interior's decision to omit the dissenting report came under strong criticism at an October House hearing. The subject of the hearing was a bill introduced by Rep. Pat Williams (D-Mont.) to ban geothermal development on the park's northern border, a move supported by NPCA.

In 1986 the Church Universal and Triumphant, a religious sect, drilled a well to tap the energy of La Duke Hot Springs, located on its Montana ranch. The ranch adjoins Yellowstone and is six miles north of Mammoth Hot Springs. After pumping, the main La Duke hot spring dried up, stirring concern for the park.

In response, Congress put a temporary ban on drilling or pumping in the Corwin Springs Known Geothermal Resources Area, which includes the ranch. There is a similar ban already in the Island Park area west of the park. NPCA worked to obtain the two bans.

Congress also ordered the U.S. Geological Survey, in conjunction with the Park Service, to study subsurface con-

nections between the Corwin Springs area and the park's geothermal features. There is more geothermal activity in Yellowstone than in the rest of the world combined. It contains 300 geysers and in all an estimated 10,000 thermal features. Boiling and steaming underground water issues to the sur-

face to create geysers, bubbling mud pots, vaporous holes called fumaroles, and pools brilliantly colored by dissolved minerals and algae. Limestone-bearing water builds cones and terraces like those at Mammoth Hot Springs. Yellowstone and the Krontoski Biological Reserve in Siberia are the world's only areas of major geothermal activity left intact. The rest were destroyed or seriously diminished by drilling. None of the 30 geysers once active in Beowawe, Nevada, and only 14 of 130 New Zealand geysers still erupt.

At the hearing, USGS Director Dallas Peck stated, "The thermal water at Mammoth Hot Springs...and La Duke Hot Springs could be connected through fractures and other openings but probably only to a minor extent...we conclude some use of the geothermal water can occur with no discernible risk to the park's springs."

The USGS and Secretary of the Interior Manuel Lujan endorsed limited drilling and operation of the church well and small new wells in the Corwin Springs area.

The NPS report sharply dissented, stating, "Science lacks the tools to analyze geothermal systems definitively" and called prediction of development's effects "perilously imprecise." NPS recommended above-ground use of the springs but no tapping of the underground system. (Lujan had expressed this same position in a July letter to the church.)



The geothermal drilling controversy hinges on uncertainty over the risk to Yellowstone thermal features like Mammoth Hot Springs.

LARRY ULRICH

In a letter accompanying the NPS report, park superintendent Robert Barbee stated, "Any risk, no matter how small, to Yellowstone's geothermal resource is too much risk." Barbee said the USGS report ignores other ecological impacts of drilling and considers the impact to Mammoth Hot Springs but not to other thermal features.

After receiving the NPS report, NPS Director James Ridenour wrote Lujan's office, "If it can't be shown there are no risks, then I must assume there are...I must take the position that provides for the greatest 'sure' protection of these internationally significant features."

"It's not a question of science but of what you do when there's significant scientific uncertainty," said Terri Martin, NPCA Rocky Mountain regional director. "If the federal government won't put a priority on Yellowstone geysers over drilling for hot water, our parks are doomed."

Interior sent Congress the USGS report but not the NPS report or Barbee's letter. "We forwarded them what they asked for," said spokesman Tom Wilson, noting Congress called for a USGS study done in conjunction with NPS. "The USGS report is on the best science they know. The Park Service report is more a historical analysis. So the Secretary said go with the scientists."

At the hearing, members of Congress disagreed. "The official study's credibility is now in doubt," said Rep. Nick Rahall (D-W.V.). "A decision was made to omit, and to squash, dissent."

The hearing gathered testimony on the two reports and on Williams' bill to ban geothermal drilling within 15 miles of Yellowstone. The current Corwin Springs ban expires in April. The bill would also require more thorough study of geothermal connections between the park and surrounding areas, to be performed by NPS in consultation with USGS and the Forest Service. The bill passed the House in November and at this writing had gone to the Senate.

✍ Readers can write their senators (U.S. Senate, Washington, DC 20510), urging them to support H.R. 3359 as passed by the House.

CONGRESS WRAPS UP WITH PARK BILLS

As Congress wrapped up the year's legislative work at press time, it had taken action on some of the important national park and environmental issues before it. Others await decisions next year.

▲ One of 1990's big environmental victories was the scuttling of S. 1220, the mammoth Senate energy bill. The provision opening the Arctic National Wildlife Refuge to oil exploration galvanized opposition. Scientists suggested that, along with potential damage to the Arctic environment and to caribou, drilling would threaten polar bears. NPCA believes the refuge should be protected as parkland or wilderness.

▲ Congress also added portions of the Niobrara and Missouri rivers in Nebraska and South Dakota to the Wild and Scenic Rivers System. It expanded Saguaro National Monument in Arizona to include a large, healthy population of the park's namesake cacti. NPCA, which initiated negotiations for the Saguaro expansion, put a high priority on gaining protection for these areas.

▲ In November the Senate approved and sent to the White House a bill



ART WOLFE

Scientists have found that the Arctic refuge provides crucial habitat for polar bears.

passed by the House in June, to change the name of Custer Battlefield National Monument in Montana to Little Bighorn National Battlefield Park. The bill authorizes a memorial to the Native Americans who fought there; there is already a U.S. Cavalry memorial.

▲ Legislators approved a study of sites relating to the underground railroad for possible designation as a national historic trail. They also authorized studies

NEWSUPDATE

▲ **Old growth.** The Forest Service will hold off on plans to log old-growth hemlock and fir bordering Mt. Rainier National Park until it completes a larger environmental study this March. NPCA and its members had expressed concern about the effect on Mt. Rainier's wildlife and streams.

▲ **Everglades swap.** A complex federal exchange of downtown Phoenix real estate for wetlands needed to aid drought- and flood-ridden Everglades National Park may finally be assured. Phoenix residents balked at developers' initial plans, but a compromise that includes a 73-acre city park won support on all sides. NPCA worked on the exchange to aid the Everglades.

▲ **Grand Canyon.** The Interior Department decided in November that power companies may deviate from new restrictions on the operation of Glen Canyon Dam up to 22 hours a month. The restrictions are meant to stop wild fluctuations in the level of the Colorado River, which damage the Grand Canyon.

▲ **World news.** NPCA's *Race Against Time* report, which documented the major threats facing the National Park System, resulted in a great deal of media coverage of the problems. This was heartening but might not have been surprising—except for the front-page story on the report that appeared in the *China Daily*, Beijing edition.

of sites relating to African-American history and labor history, for potential addition to the park system. The House and Senate passed different versions of a bill to designate the Manzanar Japanese-American internment camp a national historic site.

Several bills high among NPCA's priorities have passed the House but await Senate action in 1992.

▲ A bill adding the Salt River Bay area of St. Croix to the park system cleared the House in November. Salt River Bay is one of the Caribbean's most important natural areas. The Park Service also calls Salt River Bay the "premier archaeological and historical site in the Virgin Islands." It is the only landing site of the Columbus expeditions on present-day U.S. territory. Plans for a massive hotel, condominium, and marina project make the protection legislation, which NPCA helped draft, urgent.

▲ In November the House passed a bill to protect millions of acres of California desert as parkland and wilderness, a long-time conservationist goal. (The House approved hunting in the proposed Mojave National Monument, however.) NPCA and other groups will push the Senate to pass a desert protection bill this year. "1992 is decision time for the desert," said NPCA natural resource program manager David Simon.

▲ The House also passed a bill to establish Flint Hills National Monument in Kansas. The park would preserve one of the few large remaining areas of tallgrass prairie, offered for sale by the owner. The two senators from Kansas have, however, declined to introduce a similar bill, ending the proposal's progress in Congress for now.

1992 PARK SERVICE BUDGET RELEASED

Congress completed the final National Park Service budget for fiscal year 1992. Overall funding grew slightly, and the budget gives some much-needed aid to parks but contains disappointments too.

Reversing Reagan-era patterns, the budget contains less funding for NPS than the administration had proposed



LARRY ULRICH

Federal money and a deal with Bob Hope will add new lands to Santa Monica Mountains.

in almost every area. "The budget reflects the economic strains that have developed since the administration made its original request last winter," said William Chandler, NPCA conservation programs director. "But in times like these we have to question the heavy emphasis on construction over land acquisition and resource management."

The construction budget grew to \$272 million, a slight increase over last year. It included \$400,000 for disputed costs from construction of a tournament tennis stadium in Rock Creek Park, Washington, D.C.; \$7 million towards a major reconstruction of the Denali National Park hotel; and for Alaskan national parks, \$500,000 to construct cabins in wilderness areas, which by law are to be kept free of development.

There was \$13 million for the proposed Steamtown National Historic Site in Pennsylvania, a collection of locomotives and railroad cars. NPCA, railroad historians, and museum professionals testified before Congress that neither the site nor the collection possesses the necessary "national significance" for inclusion in the park system.

Overall, the Park Service will receive \$1.4 billion for 1992, up three percent from 1991. While the increase is not dramatic, it preserved the 25 percent increase secured the year before.

Important areas did receive some more money. Resource management, the Park Service's basic task of conservation, research, and historic preservation, grew from \$141 million to \$160 million. Funds for interpretation, rangers' job of educating the public about parks, rose slightly, to \$86 million.

Maintenance funds went from \$314 million to \$347 million. The \$2-billion NPS backlog of maintenance and repairs has meant the irreparable decay of historic structures at several parks.

The Targeted Parks program, to provide \$10 million in extra resource management money at ten major parks, failed to receive funding. So did the proposed Challenge Cost Share program to attract private support for the parks.

The parks suffered a major loss in funds for land acquisition, which fell to \$73.6 million—a \$23-million decrease. There is a huge backlog of lands Congress has added to the park system on paper but has never given NPS money to buy. In time these lands may grow more expensive or even be developed.

Channel Islands National Park in California received no funds to purchase the last privately owned tract in the park; the administration recommended \$13 million. Santa Monica Mountains National Recreation Area did receive \$14 million (see next page).

FINAL SANTA MONICA MOUNTAINS DEAL PRAISED

More good news arrived for Santa Monica Mountains National Recreation Area this fall. Comedian Bob Hope, who earlier proposed a controversial land swap with the park, agreed instead to a new deal. The agreement adds more than 10,000 new acres to the park and leaves its current holdings intact.

NPCA and other groups strongly opposed the swap but feared the National Park Service, under political pressure, would permit an access road to be built using 59 acres of the park's Cheeseboro Canyon unit. Hope was offering part of his Jordan Ranch, which borders the canyon, in exchange.

"Apart from the damage to Cheeseboro Canyon, it's an extremely dangerous precedent to set, that powerful figures can leverage the Park Service to gain choice bits of parkland," said Russ Butcher, NPCA Pacific Southwest regional director. The plan was supported, however, by Secretary of the Interior Manuel Lujan and California governor Pete Wilson (R).

The proposal Hope finally agreed to sacrifices no parkland. Instead, it adds to the park many of the area's last pieces of undeveloped land. These include all 2,300 acres of Hope's Jordan Ranch, his 4,369-acre Runkle Ranch and 339-acre Corral Canyon, and 300 acres he also owns in Liberty Canyon.

The park also will gain 3,025 acres of the Ahmanson Ranch bordering the canyon. The deal allows the developers representing Hope, Potomac Investment Company, and the Ahmanson Land Company to build on the rest of the 5,477-acre ranch.

This area will hold the 1,850 houses, 400,000 square feet of commercial space, hotel, and golf course Ahmanson had planned for its property. It will also hold 750 luxury homes and a tournament golf course that Hope wanted to build on Jordan Ranch. To connect that development to major roads, Hope also wanted an access road across the park. NPS would have gained only 864 acres of the ranch in return.

Santa Monica Mountains National

Recreation Area has developed in a patchwork pattern, saving pristine canyons and ancient oak groves as new development projects spring up all around. The new areas will expand one of the major units of the park to form a significant block of wild land.

By piecing these areas together, the expansion also protects important wildlife corridors. Large mammals such as bobcats, coyote, and deer depend on more range than any individual parcel can supply. The preservation of Liberty Canyon, which links parts of the park separated by the Ventura Freeway, will be particularly important.

The Santa Monica Mountains Con-

servancy, a state agency which purchases land in trust for the park, is expected to buy the properties for an estimated \$29.5 million. The Park Service in the meantime will use the \$14 million it received in the fiscal 1992 budget to purchase Fryman Canyon, Wilacre Park, and Deer Creek Park. These are areas to the east and west of the park already held by the conservancy.

The deal awaits final approval by Ventura County but park officials and conservationists are optimistic. Ventura County Supervisor Maria VanderKolk played a central role in resisting the land swap and in bringing the various parties together to craft the final deal.

MARKUP

KEY PARK LEGISLATION

Bill	Purpose	Status
National Park Concessions Policy Reform Act S. 1755	Increase concessions fees and return them to the park system; prevent overcommercialization of parks; increase competition for contracts; reform possessory interest. NPCA supports.	S. 1755 is before the Senate subcommittee on national parks.
California desert H.R. 2929 S. 21	Create Mojave National Monument, expand Death Valley and Joshua Tree monuments and redesignate them as national parks, and designate 4.1 million acres of Bureau of Land Management wilderness. NPCA supports.	H.R. 2929 passed the House in November and has been sent to the Senate. S. 21 is before the Senate subcommittee on national parks.
Salt River Bay H.R. 2927 S. 1495	Add to the park system the Columbus expedition's 1493 landing site in Salt River Bay, St. Croix. The area also contains coral reefs, an underwater canyon, and the largest mangrove forest left in the Virgin Islands. NPCA supports.	H.R. 2927 passed the House in November and was approved by the Senate Energy Committee. It awaits a full Senate vote. S. 1495 is before the Senate Energy Committee.
Custer Battlefield National Monument H.R. 848	Rename the site Little Bighorn National Battlefield Park and authorize a memorial to the Native Americans who fought there. NPCA supports.	H.R. 848 passed the House in June and the Senate in November. It awaits the president's signature.
Manzanar National Historic Site H.R. 543	Preserve the site of the Manzanar internment camp in California, which held Japanese-Americans during World War II. NPCA supports.	H.R. 543 passed the House in June and the Senate in November, but legislators have yet to resolve differences in the two versions.
Golden Gate S. 870	Expand Golden Gate National Recreation Area in San Francisco by 1,300 acres. NPCA supports.	S. 870 passed the Senate in October. It is before the House subcommittee on national parks.
Fort Necessity H.R. 2436	Expand Fort Necessity in Pennsylvania to protect important sites from the French and Indian War. NPCA supports.	H.R. 2436 passed the House in October and is before the Senate subcommittee on national parks.

NPCA is currently working on more than 60 bills.

SNOWMOBILE TRAIL WOULD BISECT PARK WILDERNESS

The National Park Service plans to cut a snowmobile trail through the same pristine Voyageurs National Park woodlands it proposes designating as federally protected wilderness.

Voyageurs, located in the boundary waters between Minnesota and Canada, contains four major interconnected lakes ringing the Kabetogama Peninsula. The 100,000-acre peninsula is roadless and undeveloped, heavily forested, and the heart of the park's wildlife habitat. These qualities make it a strong candidate for wilderness status.

The snowmobile trail would run down the center of the peninsula for much of its length. NPCA and other groups are actively opposing the project, as they have fought similar proposals in the past at Voyageurs. They cite the damage it would do to park wildlife and its contradiction of wilderness laws.

Under federal law and NPS policy, wilderness areas are to be kept free of motorized traffic. To circumvent the requirement, NPS suggests a 100-foot "nonwilderness" strip down either side of the trail. David Simon, NPCA natural resources program manager, said, "The Park Service is violating the intent and purpose of the Wilderness Act as well as its own regulations. You don't protect an area by cutting it in two with a corridor for motor vehicles."

The combined wilderness and snowmobile proposal comes in response to a court order issued last April. The Voyageurs Region National Park Association, NPCA, and other conservation groups filed suit against the Department of the Interior and NPS in 1990. At that time, the Interior Department had still not completed a wilderness review of the park, due in 1979. By law it must consider all large, roadless areas in parks for wilderness protections.

In early 1983 Congress demanded the review and President Reagan's decision by that June. NPS gave its proposal, for 80,000 acres of wilderness, including most of the peninsula, to then-Secretary of the Interior James Watt.

Watt told NPS to rewrite the pro-



NPS plans to build a snowmobile trail across the Kabetogama Peninsula in Voyageurs.

posal recommending no wilderness. It did so but did not compile any supporting evidence. The recommendation was never forwarded to Reagan.

The district judge hearing the conservationists' suit ruled that NPS must complete a new wilderness study and provide a final decision by April 1992.

Voyageurs is "the most heavily motorized of all national parks," conservation writer Michael Frome states. Most of the lakes, which make up one-third of its surface area, are open to motorboats in summer and to snowmobiles in winter. There are also roughly 500 miles of trails in the vicinity of the park.

NPS has also constructed a temporary trail on the Kabetogama Peninsula. Its standard policy allows snowmobiling only on frozen lakes and existing roads, and bans it in areas under consideration as wilderness. But Director James Ridenour issued a waiver in 1990 to allow motorized use of the peninsula.

The suit took on this failure by the Park Service to enforce its own policy. It also contested the Park Service's approval in 1989 of plans for a permanent 30-mile trail across the peninsula.

The judge did not halt use of the temporary trail, a part of the ruling the plaintiffs have appealed. But he did not allow the permanent trail to go forward until the Park Service had made wilder-

ness designations for Voyageurs.

The new Park Service proposal is for 127,000 acres of wilderness. But it also slips in the trail, now scaled down to 11 miles, by recommending the strips of "nonwilderness" on either side.

The peninsula is in the heart of the endangered timber wolf's only foothold in the continental United States. It is also home to black bears, coyotes, deer, moose, beavers, and fox. The park provides habitat for 240 species of birds, including endangered bald eagles, great blue heron, loons, and osprey.

To urge NPS to adopt parkwide wilderness without an overland snowmobile trail, write Superintendent, Voyageurs National Park, HCR 9, Box 600, International Falls, MN 56649.

MINING APPROVED AT RICHMOND BATTLEFIELD

County officials have given a gravel mining company permission to excavate 70 acres, including much of the Malvern Hill battlefield, on the border of Richmond National Battlefield Park in Virginia.

The Henrico County Board of Zoning Appeals approved the West Sand and Gravel Company's application for

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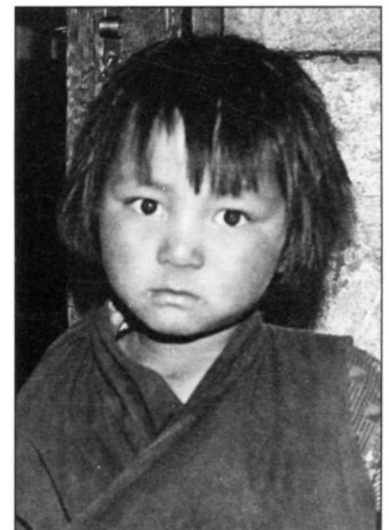
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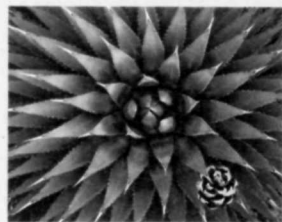


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MICHAEL FROME

Regreening the National Parks

by Michael Frome

Has the National Park Service betrayed its mission by emphasizing "short-order wilderness served like fast food" rather than the preservation of our natural heritage? Michael Frome here draws on both official documents and personal interviews to show how the N.P.S. has been undermined by bureaucratization, and proposes a ten-point program for "regreening" our parks.

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a permit to mine the area despite the protests of the National Park Service and the county's own planning staff. A total of 350 acres on Malvern Hill are mapped for eventual gravel mining.

Richmond National Battlefield Park preserves more than a dozen Civil War sites, including 130 acres of the Malvern Hill battlefield. The park gains ownership of land only through donation or purchase from willing sellers and has yet to acquire the entire battlefield. A recent NPS study recommended adding a privately owned area abutting the parkland and at the heart of the battle site. This is the land slated for mining.

The battle of Malvern Hill is considered one of the most important events of the war's eastern theater. It was the last of the Seven Days battles, in which the 1862 siege of Richmond was turned back. While unable to take the Confederate capital, by holding fast at Malvern Hill the Union army, threatened with destruction, was able to retreat to safety.

The fighting was bloody; one officer said, "It was not war—it was murder." The battle ended with 8,000 casualties, and NPS believes there may be human remains within the area to be mined.

Because of the land's historic importance, both NPS and Henrico County's planning staff opposed issuance of the permit. The county staff also cited concerns about environmental impacts and the effect of the activity on local roads.

Last June, Henrico County backed out of a memorandum of understanding, "Conserving Richmond's Battlefields," that it had signed in 1988 with NPS and two other Richmond-area counties. The agreement called for local, state, and federal cooperation and public-private partnerships to protect area battlefields.

Bruce Craig, NPCA cultural resources program manager, said, "With the plan's rejection, the destruction of Civil War battlefields in Henrico County is assured unless people who care about vanishing battlefields take action."

✍ Readers can write the Henrico County Board of Supervisors (Box 27032, Richmond, VA 23273), urging them to adopt the "Conserving Richmond's Battlefields" plan and to save Malvern Hill.

BAD NEWS FOR KATMAI BEARS

The National Park Service has released a proposed plan that conservationists say does not go far enough in protecting grizzly bears at Katmai National Park and Preserve in Alaska.

The park is home to the largest protected population of grizzlies in the world, and the Brooks River and Camp areas, sites of concentrated human activity, are smack in the middle of prime grizzly habitat. In addition, these areas, which include the park's visitor center, are right on top of archaeological sites, some dating back 4,000 years.

The developed portions of the Brooks River and Camp areas, encompassing 50 acres, are in the west-central portion of the 3.7-million-acre park. Buildings in this section were built in the 1950s, when visitation was lower and protecting cultural sites and wildlife habitat was less of an issue.

Although NPS is aware of the potential for bear-human conflict and drafted a Development Concept Plan to resolve it, NPCA Alaska Regional Director Mary Grisco claims the options presented do not adequately address the problem. Grisco said: "None of the options moves a majority of human activity away from Brooks River," a prime grizzly feeding site in July when sockeye salmon arrive and again in September after the fish spawn.

A scientific study commissioned by NPS and released in 1990 concluded: "Brooks Camp could hardly have been located in a worse place for conflict with bear movements and access to the river's fish. Increased visitation has only exacerbated this conflict." The study suggested moving the camp and cited angling as the most intrusive activity.

Visitation at Katmai has increased from 11,000 in 1980 to more than 43,000 in 1990. People come to see grizzlies, take photographs, and fish. Brooks Camp may have as many as 200 people at once. Some visitors arrive for the day from King Salmon, a town outside Katmai's boundaries and 33 air miles from Brooks Camp.

About 80 percent of the park's

\$1,049,000 budget goes to preventing conflicts between bears and humans. NPCA favors limiting the number of visitors in bear viewing areas, and also eliminating sportfishing from the park, at least during peak salmon runs.

To comment on the draft plan or to request a copy, write to Jack Morehead, regional director, Alaska, National Park Service, 2525 Gambell, Anchorage, AK 99503. To express concern about the situation at Katmai, write to your representatives (U.S. House of Representatives, Washington, DC 20515) or senators (U.S. Senate, Washington, DC 20510).

WORLD PARK PROPOSED FOR KURIL ISLANDS

In a time of dramatic political change and new environmental awareness, the idea of international parks is gaining appeal. The proposed transborder park among Austria, Czechoslovakia, and Hungary puts aside old territorial disputes in favor of preservation (see page 35). A Russian marine biologist has another such idea: designating the bitterly contested Kuril Islands an international environmental zone.

A string of rocky volcanic islands spread across the Sea of Okhotsk, the Kurils have passed between Japan and the Soviet Union repeatedly since the 18th century. Most recently, the Soviets occupied the islands after World War II, evicted the Japanese residents, and replaced them with Soviet citizens. Now the Soviet empire is crumbling, and the Japanese want the islands back.

"Sooner or later, Russia would be a strong country again," Sergey Sheveiko says. "People will say, 'When we had a terrible situation in our country, Japan used that situation and took these islands from us. Now we will start a new war and ask Japan to give them back.'"

Sheveiko's idea is to establish an "international environmental zone" in the islands. The designation would resolve the political conflict and make environmental restoration possible.

Around the Kuril Islands, "warmer

and colder currents come together, resulting in an extraordinary diversity and richness of marine life," said John Williams, an environmental consultant working with Sheveiko. "There are rivers on these islands where, when salmon spawn, they go up in extraordinary numbers, looking like our Pacific Northwest 100 years ago."

Each year, 1.5 billion tons of fish are caught in the ocean surrounding the Kuril Islands. Bountiful as they are, the disputed waters may be overfished. "There is a lot of illegal fishing with no authority for control," Sheveiko said. Uncontrolled logging and runoff into the islands' rivers are also problems.

Sheveiko hopes the area can become an "international environmental trusteeship" under the United Nations or another world organization. He said this would increase local business opportunities, "like international environmental tourism and fisheries management."

NPCA hosted a meeting with Sheveiko, the International Union for the Conservation of Nature, and the National Geographic Society last spring. Support from the groups allowed Sheveiko to spend last fall conducting research on the islands.

Sheveiko has built strong support for the world park idea on the Kurils and nearby Sakhalin Island and believes next he must build contacts in Japan. While the Russian government would probably be more receptive, he said negotiations with it were pointless until, for example, it is clear whether the Soviet Far East will gain independence. "Right now Russia is like a miracle. Anything and everything is possible," he said.

Sheveiko said the people of the Kurils have asked him to represent them to the U.N. He explained, "They are afraid of going under the authority of Japan. It is like tinder in these islands. It will be a problem of civil war. I think it's possible to find a compromise. The base of this compromise would be a world marine park, which would be great not only for Russia but for world society."

"In the world atmosphere of change, special places like the Kurils deserve our attention and careful action," said NPCA president Paul Pritchard.

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NPCA PRESENTS 1991 CONSERVATION AWARDS

NPCA honored the winners of four annual conservation awards at ceremonies this fall.

The Stephen Tyng Mather award goes each year to a Park Service employee who has risked his or her job or career for the principles and practices of stewardship.

Christine Shaver, of the National Park Service's Air Quality Division in Denver, Colorado, received this year's Mather Award for her work to reduce pollution of the Grand Canyon from an Arizona power plant. The landmark case is the first time that 1977 Clean Air Act protections for national parks have been put into action to clean up an existing pollution source. Since the early 1980s, NPCA has worked to bring public attention to the problem.

Shaver's efforts—coordinating and applying scientific research, advocating the law's enforcement, and persisting

despite political and industry opposition—culminated in last year's EPA decision to require pollution controls at the plant. A final agreement, negotiated between the owners and environmentalists this summer, will cut by 90 percent the sulfur dioxide emissions that darken the canyon's air during winter.

NPCA presented its Conservationist of the Year Award to the Association of National Park Rangers, a professional organization which promotes and enhances the park ranger profession.

On the Park Service's 75th anniversary, the award recognizes the effort of all NPS employees who work to protect the national parks.

Isaac Eastvold, founder and president of Friends of the Albuquerque Petroglyphs, received NPCA's Marjory Stoneman Douglas Award for citizen efforts on behalf of the national parks.

More than 15,000 pieces of ancient Native American and Hispanic rock art are carved into volcanic bluffs on the edge of fast-growing Albuquerque.

Eastvold has extensively studied and photographed the petroglyphs. His efforts to preserve them resulted in the area's designation as Petroglyph National Monument in 1990.

The petroglyphs are still threatened by a highway project that would cut through the monument. Friends of the Albuquerque Petroglyphs has filed suit to block the first segment of the project. NPCA has joined as a plaintiff.

Finally, NPCA and the Park Service announced that Wilson Hunter, Jr., of Canyon de Chelly National Monument, was the winner of the Freeman Tilden award. Named for "the father of park interpretation," the award is given to the ranger who contributes most to public understanding of the parks.

Hunter developed a professional organization and training for the Navajo guides who lead visits to the park's canyons. The award recognizes the links Hunter, a former guide himself, built between the Navajo community and the Park Service.

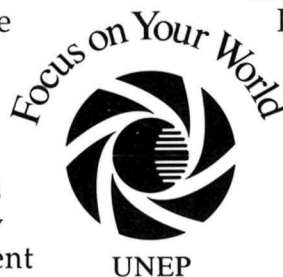
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Preservation or Profit?

*Concessions reform faces an uphill Senate battle
in the coming months.*

By Elizabeth Hedstrom

IN 1977 THE NEW YORK TIMES obtained an internal National Park Service memo on conditions at Yellowstone National Park. Lodging and food service facilities at the oldest national park were, in the Park Service's words, "decrepit, unpleasant, and potentially unhealthy," and the service was poor.

The facilities were run by the General Host Corporation. General Host had not carried out maintenance and repairs specified in its Park Service contract, yet its position at Yellowstone seemed secure. Any move by NPS to terminate the contract would require the federal government to buy out the interest the company had accrued in park buildings.

But the *Times* story created such an uproar that Congress eventually came forward with the necessary payment to General Host—\$20 million.

In Alaska, Congress is playing a different role. The Alaska congressional delegation is pushing the Park Service to devise plans for new and, conservationists charge, unneeded tourism projects within Denali National Park, including a hotel reconstruction estimated at more than \$30 million. NPS would be required to fund the construction and award a contract for the hotel's operation.

Stories like these are common because the laws under which private businesses provide lodging, food, and other services at national parks are outdated and full of

loopholes. Present laws allow concessioners to set up "sweetheart deals" at the expense of the federal government and the parks themselves. The system gives concessioners the upper hand over NPS. And in some cases it has distorted the operation of parks toward tourism and concessioner profits and away from preservation of wild and historic sites.

NPCA is fighting for the passage of new concessions legislation. Senate bill 1755, the National Park Concessions Policy Reform Act, sponsored by Sen. Dale Bumpers (D-Ark.), would bring about badly needed reform.

S. 1755 would raise the artificially low fees that concessioners pay to do business in national parks and would direct those funds back to the parks. It would restructure "possessory interest," the costly buy-out formula that can result in windfall profits for concessioners, as occurred at Yellowstone. It would improve competition for contracts, to keep parks and the public from being stuck with a bad concessioner. Finally, it would help uphold NPS standards meant to prevent overcommercialization of the parks.

In the early 1900s, concessioners were important to the development of the park system. By attracting visitors, they helped build public support. But the potential for problems was evident early on. "Aggressive commercialism" was one of the things Stephen Mather, first

director of the Park Service, charged NPCA to combat when he founded the association in 1919.

Aggressive commercialism has had powerful allies since. When James Watt came to the Interior Department in 1981, he ordered NPS to evaluate park managers on the basis of the money their parks generated. He told concessioners, "If a personality is giving you a problem, we're going to get rid of the problem or the personality, whichever is faster." (Watt soon transferred NPS chief of concessions management L.E. Surles, who was advocating health and safety reforms.)

Since Mather's day, concessions have become big business. Small concessioners still operate in the parks, leading rafting trips, selling firewood, and running lodges. But increasingly concessions are part of large corporations.

TW Recreational Services, for example, runs concessions at Yellowstone, Everglades, Zion, and Bryce Canyon national parks, at Death Valley National Monument, and on the North Rim of the Grand Canyon. It is part of the same giant corporate family as Denny's.

The Greyhound Dial Corporation makes Dial soap, runs cruise lines, builds tour buses, and holds an 80 percent share in the Glacier National Park concessioner.

Yosemite Park and Curry Company, the largest single concession within the park system, was bought in 1973 by the Music Company of America, owner of Universal Studios, Motown Records, and several major book publishers. Matsushita, the mammoth Japanese electronics firm (home to Panasonic, Quasar, and Technics), bought MCA in 1990 for \$6.6 billion. The sale brought concern about the concessions system to a head.

When MCA bought the Curry Company, the Park Service was developing a plan to reduce the density of facilities in tightly packed Yosemite Valley. Congress heard testimony from NPS officials in 1974 that MCA had heavily influenced the planning process.

Howard Chapman, long-time NPS Western regional director, stated in 1990 that "in the early seventies...we found ourselves outgunned by the financial, political, and downright economic aggressiveness of their [MCA] executives

who measured success by the bottom line of each day's profit and loss statement."

"When concessioners have political connections and economic might, it can appear that they, and not NPS, run the parks," said William Chandler, NPCA director of conservation programs.

Zion National Park in Utah had plans like Yosemite's, to remove nearly worn out concessions buildings (abandoned by the previous concessioner) from the park's overcrowded main canyon. NPS announced the plans in 1970, five years in advance, issuing a contract to TWA (now TW) Services to run the concession in the interim.

But historian William Everhart documents that "opposition [to the phase-out] began to develop.... To suspicious observers there were elements of a well-orchestrated campaign involving TWA Services, Inc., the Utah congressional delegation, and the governor of Utah."

According to Everhart, the politicians called the NPS director to a meeting. The result was a press release stating that the concessioner's contract would be extended for seven more years; there was

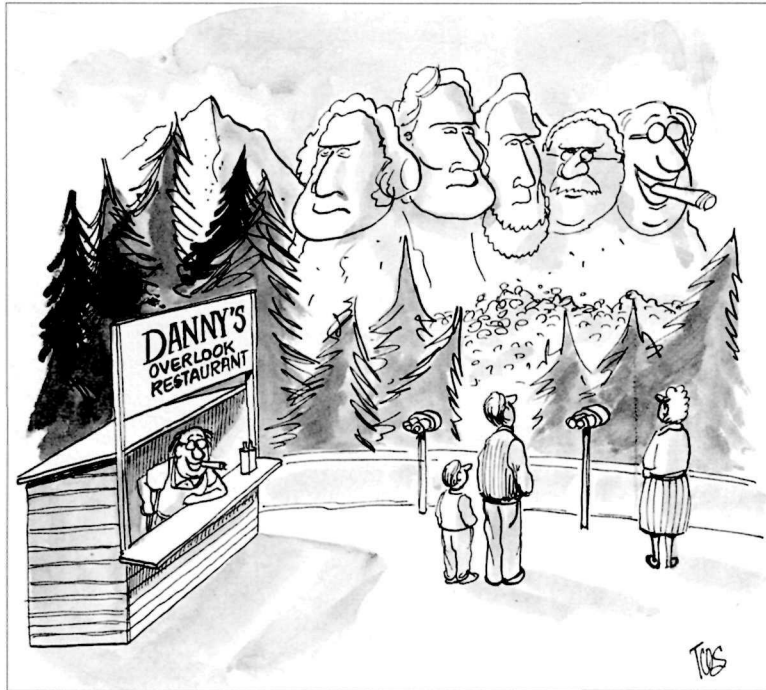
no mention of the plans to phase out the concessions buildings.

In 1988, the NPS Washington office recommended that its Rocky Mountain regional office raise the franchise fee paid by the Mount Rushmore National Memorial concessioner from four to ten percent, based on the concessioner's profitability. But, according to an investigation by Interior's Inspector General, members of Congress contacted NPS demanding an explanation for the increase. Congressional staffers met with NPS staff. The fee stayed at four percent.

Clearly NPS cannot bring about change by itself. Powerful concessioners can limit its ability to carry out good decisions or to insist on a higher return of revenue to the government. For reform to come about, the laws must be rewritten.

The Concessions Policy Reform Act eliminates the "sweetheart deals" that enhance concessioners' positions at the expense of public revenues and Park Service authority. Central to these deals are the low franchise fees concessioners pay as a percentage of gross receipts.

The gross receipts brought in by concessioners nearly doubled from the 1981 total of \$309 million to the 1990 estimated total of \$564 million. The share returned to the government grew much less, from \$12.5 million in 1981 (1.8



percent of gross), to \$14 million in 1990 (2.5 percent of gross).

Concessioners at state parks already pay much higher fees. An NPCA survey of California parks found franchise fees from three to 45 percent, with an average of ten percent. If national park concessioners paid a ten percent average, the government share for 1990 would have been \$56.4 million, four times higher.

S. 1755 would require Interior to set a minimum fee for each concessions contract, depending on its potential for profit. This requirement would boost the overall return to the government, but fairly. It would not treat a small outfitter the same as a chain of gift shops and restaurants with high-volume sales.

Under the bill, money generated in the parks would be returned to the parks.

At present, franchise fees go to the general treasury. Meanwhile the parks are drastically underfunded and have a \$2-billion backlog of maintenance and repairs. They receive less research money than any other federal land management agency. And the ratio of rangers to visitors is dwindling. The bill would put the government share of concessions profits into a special fund for park programs.

Low fees are the most visible failing of the current system. But the financial interest concessioners accrue in park facilities also proves costly.

When concessioners build new structures or make improvements to existing ones, they gain a "possessory interest" in them. Under current law, the formula for determining the value of possessory interest is rigged in favor of the concessioner. To terminate a contract, the Park Service must pay the concessioner on the basis of present-day replacement cost of the buildings, not on the original cost of construction. In practice this formula results in concessioners having a financial interest in park buildings that escalates with the general

cost of construction.

At Yellowstone, General Host bought the previous concessioner's possessory interest for \$4 million. It did not complete the \$10 million in improvements its contract specified. But the buyout cost 13 years later came to \$20 million

As possessory interest builds up, so does the cost of ending the contract, and the concessioner becomes nearly invulnerable in dealings with NPS. As at Yellowstone, the Park Service loses ability to influence the concessioner's behavior.

S. 1755 redefines this interest to reflect real estate practices in the private sector. The concessioner's cost to erect a building would be written off over the life of the contract, so that the Park Service would eventually own the building.

Possessory interest and low franchise

fees combined allow a “double dip” into the treasury. Because franchise fees do not go to the Park Service, parks sometimes forgo raising them, and in return have concessioners pay for capital improvements NPS cannot afford. This results in the government losing franchise fees and becoming liable to pay more for possessory interests.

Competition for contracts is also limited by current law, which gives concessioners a “right of preference in renewal.” That is, if they can meet the best offer for their contracts, they are assured of keeping them, a practice that discourages other bidders. There is also little active recruitment of competing bids. And, until recently, contracts ran for as long as 30 years.

An NPS task force found that preference in renewal, with long-term contracts, “tends to restrict the Service’s ability to require change.” The lack of competition increases concessioner leverage over the Park Service.

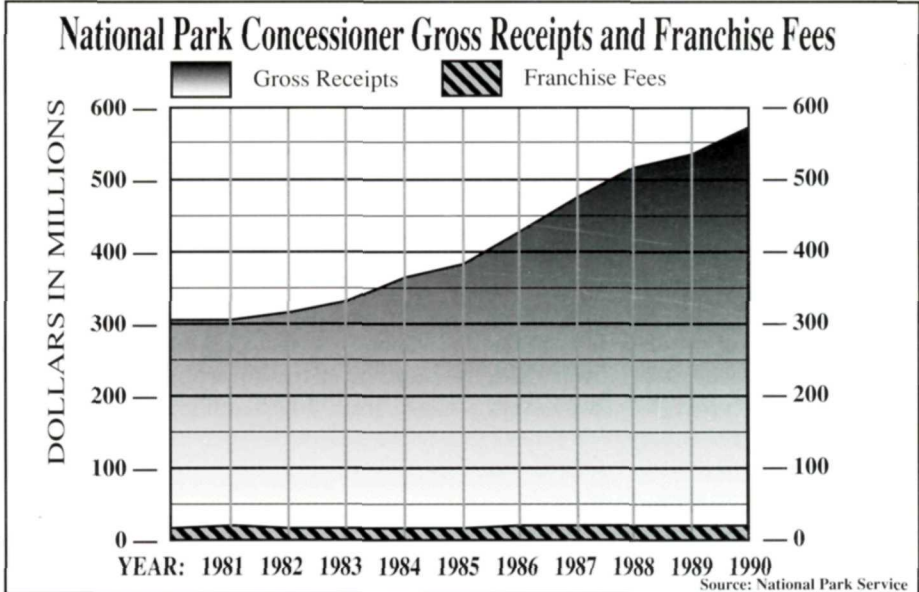
S. 1755 ends the right of preference, ensures that concessions opportunities are more widely advertised, and limits contracts to ten years in most cases. Contracts would be awarded through competitive bidding. Interior is directed to select the bidder most responsive to the goals of protecting the park’s resources and offering a high quality of visitor service for a reasonable price.

Last, the bill tackles overcommercialization of the parks. It would codify current NPS policy meant to keep parks as natural as possible. That policy states that concessions development in parks should be limited to what is “necessary and appropriate” and that facilities, wherever possible, should be located in neighboring towns, aiding local economies while keeping parkland uncluttered.

But Zion and Yosemite show that NPS cannot always put its policies into action. There is more evidence from other parks.

The NPS development plans at Denali include a hotel and three new visitor centers, one to be linked to a hotel project in adjoining Denali State Park. There are already more than 700 hotel and cabin rooms available near the park entrance.

The Grand Canyon’s unspoiled North Rim may become the site of a 100-unit



concessioner-built hotel, restaurant, and parking lot complex.

Sen. Bumpers’ reform bill would improve oversight of development in the parks. Any new, additional, or replacement concessioner-built structure involving costs of \$100,000 or more could be approved only after notice to Congress and a public review process.

The goal of the Concessions Policy Reform Act is a financially responsible concessions system. Instead of windfall profits for concessioners at public expense, the system would be geared toward a fair return to the government, a fair opportunity profit for concessioners, and an equal chance for would-be concessioners to compete for contracts. These reforms would aid parks deteriorating from a lack of funds. And they would put the brakes on overcommercialization, so that parks are not pushed into becoming tourist traps at the expense of natural and historic preservation.

Because of the power of the concessions industry, passage of S. 1755 is not guaranteed. There are 16 cosponsors of both parties signed onto the bill at this writing. But the industry and its lobbyists have a strong financial incentive to maintain the status quo and are already pressuring the Senate. A strong public show of support will be needed for reform to prevail.

Elizabeth Hedstrom is news editor of National Parks.

How to Help

S.1755, the Concessions Policy Reform Act, will need approval from the Senate Energy Committee before it can be voted on by the full Senate. Concessioners are already lobbying the committee, so its members need to hear from you, too. Write the following committee members, and your own senators, asking them to cosponsor S. 1755 (The Hon. —, U.S. Senate, Washington, DC 20510).

- Bennett Johnston, (D-La.)
- Dale Bumpers, (D-Ark.)—sponsor
- Wendell Ford, (D-Ky.)
- Bill Bradley, (D-N.J.)
- Jeff Bingaman, (D-N.Mex.)
- Timothy Wirth, (D-Colo.)
- Kent Conrad, (D-N.Dak.)
- Daniel Akaka, (D-Hawaii)*
- Wyche Fowler, (D-Ga.)*
- Richard Shelby, (D-Ala.)
- Paul Wellstone, (D-Minn.)
- Malcolm Wallop, (R-Wyo.)
- Mark Hatfield, (R-Oreg.)
- Pete Domenici, (R-N.Mex.)
- Frank Murkowski, (R-Alaska)
- Don Nickles, (R-Okla.)
- Conrad Burns, (R-Mont.)
- Larry Craig, (R-Idaho)
- John Seymour, (R-Calif.)
- Jake Garn, (R-Utah)

*Already a cosponsor of S. 1755.

JENNIFER WOODS

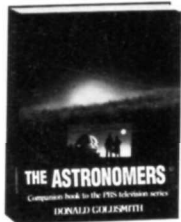
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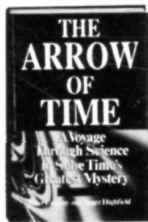
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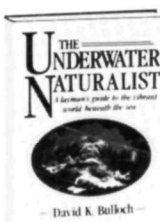
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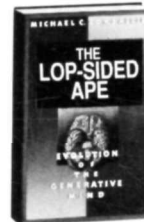
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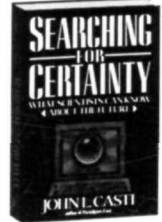
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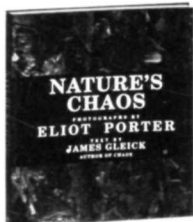
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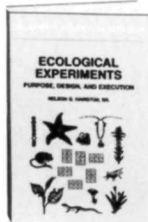
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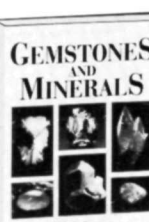
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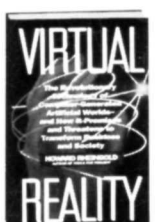
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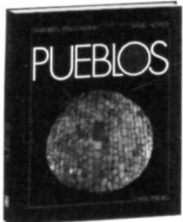
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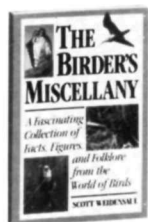
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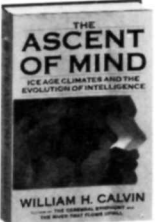
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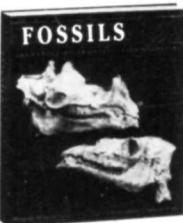
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The State of World Parks

*Protected lands face growing demands,
as neighboring people seek resources for survival.*

By P.H.C. Lucas

THE CONCEPT OF national parks—once described by an Englishman as “the best idea America ever had”—has spread far and wide since Yellowstone was established in 1872 as the world’s first national park.

The idea has been adopted in a variety of forms but generally with the goal of protecting what is best, what is representative, and what is perceived as essential to maintain the natural—and associated cultural—heritage of each country. The 1990 United Nations List of National Parks and Protected Areas, published by the International Union for the Conservation of Nature (IUCN), includes 1,308 national parks among 4,000 protected sites in more than 125 countries worldwide. Protected landscape, another category, represents a portion of the total number of national parks and preserved areas and is typified by the lived-in landscapes of English and Welsh “national parks.” These strive to maintain outstanding landscapes that reflect harmonious interaction of people and of nature. Unlike other categories, most of the land in protected landscapes is privately owned.

National parks make up the core of many protected areas. Although much of this land is considered protected, a great number of national parks worldwide are threatened by a variety of sources. Not all of the threats are the

sort of biological problems affecting Everglades National Park in Florida or the atmospheric pollution deteriorating parks in Europe. Social and political issues lie at the heart of many problems. Areas have been overcome by violence, either through war or conflicts with poachers or local populations. In 1989 tribespeople, claiming ancestral land, invaded Manas Tiger Reserve in Assam, India, and killed 12 of the park staff, cleared land, and opened the area to poachers. During 1991, the staff of Plitvice Lakes National Park in Croatia was forced to abandon the park as fighting among factions in Yugoslavia made their position untenable. Park staff has been lost to poachers in Sri Lanka and Thailand, and violent conflicts have erupted between poachers and park staff in Africa. Some of South America’s most important areas are being overrun by peasant farmers growing coca and marijuana.

Resource-hungry people present one of the greatest threats to parks in the developing world. People who live near parks often perceive the area as another source of food, firewood, and other resources necessary for survival. Others see parks as an extension of farmland and grazing areas. The use of parks for survival needs is at its worst in sub-Saharan Africa, parts of Asia, and South America. The severity of the problem

in these areas underscores what has become the most critical issue affecting the future of parks—the need for protected lands to play an integral part in sustaining regional development.

The 1992 IUCN World Congress on National Parks and Protected Areas has adopted as its theme “Parks for Life—Enhancing the Role of Protected Areas in Sustaining Society.” The World Congress, which convenes once every ten years, will be in Caracas, Venezuela, from February 10 to 21.

While much is known already of the state of the world’s parks, a region-by-region assessment of marine and land-based parks now under way will pave the way for an action plan for the future. A small network of people, who are committed to protected areas and who are a part of the 600-member Commission on National Parks and Protected Areas (CNPPA), will conduct the assessment. Based in Switzerland, CNPPA is a voluntary arm of IUCN and operates with the support of the agency’s secretariat.

By addressing the role of protected areas in sustaining society, the Congress adopts and develops the central message of “Caring for the Earth—A Strategy for Sustainable Living,” published in October 1991 by IUCN, the United Nations Environment Programme, and World Wildlife Fund. The message underlines the need to improve the quality of human life while respecting nature. This message recognizes the basic inequity of an affluent minority using most of the world’s resources while a deprived majority battles to survive.

Park authorities are challenged to work more closely with local communities. At a recent symposium at Vail, Colorado, which marked the 75th anniversary of the U.S. National Park Service, U.S. Environmental Protection Agency Administrator William K. Reilly said that parks are not unassailable fortresses, and that “the parks represent only a small fraction of the ecosystems of which they are a part. If we are to preserve them, the parks must reach out to surrounding communities and enlist their aid in protecting what we

value, providing sustainable, environmentally sound development.”

Reilly's comments are valid for all countries. Various mechanisms are used to foster good relations with local communities. These include sharing tourism revenues and employment opportunities, giving controlled access to harvestable resources, and supporting rural development projects to lessen the pressure on park resources. Consultation with local communities is essential, as is the need for economic benefits to flow to those communities. These needs have spurred park managers to investigate the possibility of establishing managed reserves to benefit communities adjoining the parks. Such projects may form part of a regional management concept involving a core national park. There are innovative schemes, such as one in the Santa Marta area of Colombia, involving tribal people, long-term settlers, and newcomers. Here, a conservation trust is working to create a balance between natural resources and various interest groups, while protecting key areas.

It is clear that most future progress with new protected areas will have to come from land in various forms of private ownership, and this is why IUCN is giving increasing emphasis to the category “protected landscape.” Under this heading, park authorities operate at the grassroots level among local communities and landowners to maintain a park's natural or cultural integrity. The authorities forge partnerships and foster harmonious relationships between people and the landscape to maintain an economically productive and attractive environment.

The Pinelands National Reserve on New Jersey's Pine Barrens is an example of this kind of approach, a partnership formed to share the burden of management and protection. Threatened by a proposal for a jetport, the Pine Barrens and its unique features were protected more than ten years ago through a co-

operative venture involving the federal and state governments, local communities, and landowners. It could be indicative of the way of the future, and, certainly, the U.S. National Park Service is increasingly working with local people. The United States is not alone in this approach. There is good news from Europe, too. Environmental concerns appear to have played a significant part in bringing about dramatic political change. The more affluent nations now are challenged to cooperate in a massive clean-up operation to re-



KENNAN WARD

Parks in developing countries often are perceived as a source of food and fuel.

duce pollution and reverse forest decay in many European parks.

While based at IUCN in Switzerland during the summer of 1991, I was greatly encouraged by messages that came to my desk. We received nominations for World Heritage status for the Danube Delta in Romania and Tatra National Park in Czechoslovakia. We also received proposals for some form of park status for land from which people were excluded for many years along the defunct Iron Curtain.

The state of the world's parks gives cause for concern but not for despondency. Park supporters must be aggressive in their support of protected areas as fundamental to life and to living. Much needs to be done, and much of what needs to be done is not glamor-

ous. Better laws that clearly identify management objectives are needed for a range of protected areas. For example, the organic act clearly outlines the mission for the U.S. Park Service to maintain and protect park resources for future generations. Others must follow this example. Park systems need to be expanded and to be as representative as possible of landscapes and ecosystems. The public and private sectors have key roles to play nationally and internationally. They must encourage their governments to have a greater

commitment to parks and to provide the necessary staff and funds to establish and manage these areas. Proper training is needed to build up the too-small core of specialists equipped for the challenges of working with people as well as plants and animals.

The World Heritage Convention provides a mechanism to identify and to maintain natural and cultural areas of “outstanding universal value.” To date, 93 protected areas have been included as World Heritage sites, areas

for which the world community is willing to provide funding. Many countries are establishing border parks in a positive move of peaceful cooperation and ecological logic.

There are more examples of setting parks in the context of regional planning. One of the best examples is the Regional Conservation Strategy for Serengeti in Tanzania. In New Zealand, the Department of Conservation is moving from individual management plans to regional conservation strategies. These moves encourage a conviction that park professionals working with local communities, and with government and public support, can ensure a positive future for the world's parks.

P.H.C. Lucas is chairman of the IUCN Commission on National Parks and Protected Areas.



Parallel Parks

The U.S. park system model is adopted and adapted worldwide.

By Robert and Patricia Cahn

AS THEY SAT AROUND the fabled campfire in the Yellowstone wilderness, the group of explorers could not have realized the far-reaching impact their conversation would have. Cornelius Hedges' suggestion to his fellow explorers that night in 1870, that they unite their efforts to have the whole region "set apart as a great National Park," launched an idea that has since spread to every corner of the world.

The national park idea, resulting in the 1872 act of Congress that established Yellowstone as the world's first national park, was followed by Australia, Canada, and New Zealand before the turn of the century. Now, it has been emulated, adapted, and improved to fit varied economic, social, cultural, political, and land ownership conditions in more than 125 countries.

Some wild, natural areas in other countries had long been protected as hunting reserves for royalty or the upper classes. But none had been open to all the people; that was Yellowstone's uniqueness. It was set aside by a government as a public park with its scenery and natural curiosities available "for

the benefit and enjoyment of the people."

The National Parks Act of 1916 further defined the purpose of national parks as conserving the scenery, natural and historic objects, and wildlife "by such means as will leave them unimpaired for the enjoyment of future generations," a clause that has since found its way into the national parks enabling laws of many other countries.

As defined in a 1918 statement of management principles, the U.S. model declared that the national interest must dictate all decisions affecting public or private enterprise in the parks and must eliminate private holdings as far as practicable, foster educational uses, provide low-priced camping areas, encourage concessioners to develop and run luxurious hotels, and promote winter and outdoor sports. Size would not be important in adding new parks as long as the high national standards were maintained.

The United States has, of course, expanded considerably on its own model. Complete ownership of parkland by the government is no longer an absolute. A variety of models have been devised to allow for expansion of the park system and provide for national lakeshores, seashores, scenic trails, riv-

ers, recreation areas, and parkways which, together with historic sites, now greatly outnumber natural areas. Luxurious hotels are no longer considered appropriate, and commercial developments to serve visitors are now perceived more as problems than as needs.

The generic model that applies to the 50 (out of 358) units of the U.S. National Park System that carry the label "national park" is similar to the International Union for the Conservation of Nature (IUCN) Category II definition of a national park. The definition identifies a park as a place where the "ecosystems are not materially altered by human exploitation and occupation," where the park is protected by the "highest competent authority of the country," and where visitors are allowed "for inspirational, educative, cultural, and recreative purposes."

The United States is justifiably proud of its role as the pioneer of the national park idea and of its highly developed and most visited national park system. The United States takes special pride in having helped export the park concept throughout the world by its sponsorship of international training programs and by lending Park Service managers, planners, and technical experts to other

Banff National Park, Canada's first, is now one among 35 parks and 112 historic sites.



MANFRED GOTTSCHALK/TOM STACK & ASSOC.

An aerial view of One Tree Island, a coral cay that is part of the 85-million-acre Great Barrier Reef Marine Park in Australia.

nations. It would be wrong, however, to assume that other countries have simply copied the U.S. model.

"In some countries, individual parks have been modeled to look like some of our parks, and many countries have borrowed from us, especially until the 1960s," says Robin W. Winks, Townsend Professor of History at Yale University and former chairman of the Department of the Interior's National Park System Advisory Board. "Many have learned from our mistakes what not to do. But the parks and national park systems around the world have mostly derived from each country's own culture, its social and economic conditions, and the traditional land uses."

IUCN's Commission on National Parks and Protected Areas Chairman P.H.C. "Bing" Lucas says that the U.S. model is seen as very desirable in countries with available space, whose population centers are not in natural areas, and where governments are prepared to commit resources to management.

"The U.S. model has been more difficult to apply where there are over-

whelming population increases and great pressures on resources, or in long-settled regions where the land is extensively developed and cultivated, such as England and Europe," says Lucas. "The U.S. model, however, is only part of the spectrum of models nations may look at."

Former IUCN Director General Kenton Miller says that it probably is no longer relevant to suggest who is following whom. "National parks have been around long enough now that a lot of evolution has come out of the local realities and the culture," says Miller, chairman of the steering committee for the February World Parks Congress in Caracas, Venezuela, and biodiversity program director for the World Resources Institute. "We couldn't have pulled off Yellowstone if we had waited 40 years—we would have had to do something different. We thought we could just put up a boundary around the park and protect the area from within. Now it turns out that most of our parks are not large enough to maintain biological diversity."

Even the first few countries that followed the U.S. lead did so with modifications to fit their own realities. And as the idea spread still further, the model underwent significant changes. Here are some examples:

▲ Australia declared its first national park only seven years after Yellowstone, when 21,000 acres of Crown land near Sydney was set aside in 1879 and named National Park (renamed Royal National Park in 1955). This and other early national parks of the 1890s were not influenced by the United States but by Australia's established record of preserving important natural areas.

After the 1901 creation of a Commonwealth of six states, each of which retained control of its land and water resources, the states developed their own national parks and various types of nature reserves. Australian state governments list more than 500 national parks and 1,500 other conservation reserves. The federal government, through the Australian National Parks and Wildlife Service, has managerial authority over four national parks created

on Commonwealth land.

The underwater reefs and marine resources of the 85-million-acre Great Barrier Reef Marine Park are managed by the federal and Queensland governments, and a series of small island national parks or reserves within the Marine Park are controlled by the State of Queensland.

Management and policies for state national park systems are coordinated through a standing committee of state park directors, working groups, and task forces. "We try to make certain that there is adequate consultation with communities and non-governmental organizations [NGOs] and sharing in management with Aboriginal groups," says Peter Bridgewater, director of Australia's National Park Service.

▲ Canada established one of the earliest national parks (Banff) in 1885 and the world's first national park service in 1911. It has generally followed the U.S. model in managing its 35 national parks and 112 national historic sites.

One of the Canadian system's strengths is that it gives priority to pro-

tecting representative examples of the diversity of the nation's lands and marine areas when adding new parks. The Canadian National Park Service's purpose, supported by a government promise to provide funding for land acquisition, is to provide at least one national park for each of the 39 terrestrial natural regions and 29 marine natural regions already identified and studied. All new national parks and national marine parks must be selected from among already identified Natural Areas of Canadian Significance (NACS) within these natural regions. All of the 12 national parks added since 1976 have been in regions that were not previously represented.

"The NACS process helps in staving off the constant demand from politicians for the establishment of new national parks in areas where we already have good representation," says Ian Rutherford, director general of Canadian National Parks. "That is usually successful in avoiding our getting into financial commitments that we cannot afford because of some local politician's well-meaning enthusiasm."

Canada also has recently made revolutionary changes in its system by means of the 1988 amendments to the National Parks Act, which had strong support in Parliament from Canadian environmental groups. The amendments stipulated that ecological integrity is the primary consideration in planning and managing national parks. They require that all park management plans be updated every five years, that they be submitted to the House of Commons, and that they be subject to parliamentary review.

▲ Costa Rica, one of the last nations in the Western Hemisphere to create national parks, has in just 20 years developed a highly innovative national park system. Most other Latin American countries now look to it as a model for developing nations plagued with funding problems and threats from logging, mining, and agriculture and from people

living near the parks who feel they need to use natural resources to survive.

After participating in the U.S. international training course and observing U.S. parks in the late 1960s, Mario Boza and Alvaro Ugalde became the catalysts in getting four national parks established and organizing a National Parks Service within a two-year period. Today Costa Rica's park system protects 17 national parks and seven biological reserves, comprising about ten percent of the country's land. Boza is now Vice Minister of Natural Resources, and Ugalde heads the National Parks Service.

The system Costa Rica developed included strong government control and ownership of parklands, but differed from the U.S. model in that it put a priority on protecting biological diversity far more than on setting aside unique scenery and providing recreation. The system kept accommodations, commercial services for visitors, and extensive roads out of the parks. Recently, the country has sought public involvement by launching seven regional conservation areas, or "megaparks," each of which includes several national parks, nature reserves, and forest reserves, as well as adjacent private land. Management authority of these areas is shared by local community councils, non-government organizations, and the Park Service, although final policy decisions remain with the central government. With the government suffering economic woes that prevent adequate support of the parks, much of the funding needed to protect and manage the parks and conservation areas is being raised by the Park Service from international sources, and the areas are being administered by NGOs through agreements with the Park Service.

"We are not just working inside park boundaries; we are now concerned with what is happening outside as well," says Ugalde. "We are trying to help people who live and work near the parks decide what best can be done with the natural resources, and try to give them incentives to achieve sustainable development, while still protecting the national parks, unprotected tropical for-



ests, and biological reserves.”

▲ By the time the national park idea took hold in Great Britain, the countryside was already settled, ruling out the possibility of vast national parks in the Yellowstone mold. However, the many fine landscapes of England and Wales, modified by humankind over the years—mountains and moors, heather uplands, coastline, lakes, and woods—formed the inspiration for national parks. Ten parks were created in the 1950s and one more in 1988 to protect the best of England’s and Wales’ landscape heritage (including the wildlife) and to provide public access while sustaining the livelihoods of the 250,000 citizens living within the boundaries. The parks, covering nearly ten percent of England and Wales, are mostly privately owned and in productive use, principally agriculture. Thus, conservation requires a partnership between the national park authorities and the landowners.

The parks are under the administration of special local committees, or independent boards, with powers to control development, take positive action for conservation, and promote

public enjoyment. The work of the national park authorities is reinforced by three government agencies—the Countryside Commission, English Nature (formerly the Nature Conservancy Council), and English Heritage—plus the National Trust, a voluntary conservation body with more than two million members.

“This kind of national park may have more to teach the world at large about integrating and harmonizing conservation and development than national areas which are rigorously defended against any form of human intervention,” says Adrian Phillips, director of the Countryside Commission. “As more and more of the Earth is modified by man’s influence, there will be an ever-growing need to demonstrate how human activities can proceed in harmony with the natural environment.”

▲ New Zealand, another of the original leaders, established its first national park (Tongariro) in 1887 and now has 12 national parks covering eight percent of the country. Their spectacular scenery and wilderness trails draw people from all over the world.

“After following the U.S. model and

White-faced capuchins are among the many species found in Costa Rica’s national parks. Protecting biological diversity is the park system’s primary goal.

going for the spectacular and opportunistic areas for many years, we asked ourselves: ‘How representative are these parks?’ And then decided to follow the Costa Rican model and seek representative ecological areas to fill out the system,” says Lucas, a former director of New Zealand’s National Parks.

New Zealand also is known for giving citizens control of setting policy for national parks, selecting new parks, and supervising park management plans. This last action is allowed through a national authority and through regional boards composed of conservation leaders, national park experts, and representatives of tourism and of Maori tribes.

▲ Venezuela, the host country for the Fourth World Parks Congress, has tried to follow the U.S. model since establishing its first park (Henri Pittier) in 1937. Of its 39 national parks, which cover 16 percent of the land, 13 have been decreed in the last four years. They



Lake District National Park in England is typical of those found in Great Britain. Most are privately owned and used for some form of agriculture, such as grazing.

are given some protection, but the government has not had the funds to staff most of them or develop management plans. This year, for instance, only \$1.3 million was available to staff and to protect the 32 million acres of parkland.

A new concept was introduced in 1989 when the president and Council of Ministers approved the National Park Regulation requiring INPARQUES, the government's body charged with running the national parks, to consult publicly with non-governmental organizations, the private sector, and other interested parties before approving management plans for the parks. In the past two years, plans have been approved for three national parks that had been established a number of years ago but never fully developed. Eight more are awaiting presidential approval. It is hoped that through contributions from large corporations and NGOs, the management plans will be implemented, and the parks made more useful to the

public and become better protected.

In many countries, especially in Africa and Latin America, the question of following the U.S. model is moot, since they lack the two basic prerequisites—a government capable of providing strong central control and a supportive public. Many people in developing nations have neither the leisure time nor the transportation to visit national parks. They often look to the park areas as sources of food, firewood, and hydroelectric power, rather than for recreation, inspiration, and education. And when central governments themselves are in economic and social turmoil, viable national park systems become politically irrelevant.

Some attempts currently are being made to fashion a basically different approach to serve in countries whose governments are unable, for economic or other reasons, to support and maintain national parks. Instead of protection by a central government authority, this alternative model would have parks financed and managed by non-profit organizations or local councils with funding assistance from the World Bank, Inter-American, African, and

Asian development banks, government development agencies, or philanthropic sources and NGOs that seek linkages to reconcile the people's needs for survival with the need for parks.

Michael Wright, World Wildlife Fund International Development Program vice president, believes countries must realize that a variety of solutions and national park models are needed. "There isn't an all-purpose strategy linking people and protected areas," Wright says. "It will depend on each country, what the resources are and how much is left, and how dense is the population. Something that will work in Papua, New Guinea, may not work in Kenya."

Robert and Patricia Cahn live near Leesburg, Virginia. Robert Cahn won a Pulitzer Prize in 1969 for a series he wrote about the national parks for the Christian Science Monitor. He is a former member of the President's Council on Environmental Quality. Patricia Cahn is a former director of public affairs for the Environmental Protection Agency and editor of American Education magazine.

It's Green. It's Trendy.

Can Ecotourism Save Natural Areas?

By Ruth Norris

ONCE UPON A TIME—we'll start with a fantasy—a couple of tourists wandered into a forest high in the Mexican sierra, their binoculars at the ready, in search of the rare and spectacular resplendent quetzal. Alas, what they found was a *campesino* cutting trees, even though the area was supposed to have been protected.

"Sir," they said, "we hear that quetzals nest here. Would you be so kind as to show us where? We can offer you 20,000 pesos for your trouble." The *campesino* laid down his axe and led them through the woods, showed them the quetzal, and accepted his fee. The next day, he told his neighbors that he would no longer cut trees, for there was money to be made in showing tourists their birds.

Meanwhile, the tourists returned home and told friends about seeing the quetzal. People started visiting the forest reserve to see it for themselves, and the local people pocketed frequent guide's fees. As our story ends, the villagers build a lodge for visitors. They patrol the forest, protecting the quetzal as their most important economic resource.

Alas, the teller of the fable, an editor of *Mexico Journal*, had a different real-life experience: "My only memories are of men with axes, chopping the park down. No doubt they still collect fire-

wood, and I would still like to see the quetzal. Maybe someday ecotourism will bring us together."

The next story is true, although the movie *Gorillas in the Mist* made it seem something of a fable. In Rwanda, scarcity of farmland forced farmers to clear higher and higher up the slopes of the Virunga Mountains. Besides destroying mountain gorilla habitat, the deforestation was damaging the watershed that farmers rely upon for agriculture. Since the Parc des Volcans became a sanctuary for the endangered gorillas, tourists paying \$170 per head for an hour's viewing have become the country's third largest source of foreign exchange. Not incidentally, the source of water for the lowlands has been protected.

I was thinking about these stories on a recent Thursday afternoon in my office in Washington, making reservations for a trip to Ecuador. I'll be involved in a \$15-million project to help protect national parks by, among other things, working with residents to develop ecotourism. While the travel agent has me on hold, I'm going through my in box.

There's a newsletter from a new international ecotourism society. An agenda for an ecotourism conference.

A young snorkeler goes sightseeing underwater at Great Barrier Reef Marine Park in Australia.



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JACK SWENSON/TOM STACK & ASSOC.

A memo from a colleague about a group of Bolivians who want to know how many tour groups would visit their property, next to a national park, if they develop ecotourism facilities. If I needed evidence that ecotourism is one of the hottest topics in conservation, I could find it right here in my mail.

And little wonder. National parks in the developing world, some 1,400 of them, are under threat from colonization and poaching, strapped for funds to do even minimal management. The prospect of wildlife-watching tourists, taking only pictures and leaving only dollars, is a nearly ideal scenario for better protection. But as I've attended seminars, read publications, led a few "ecotours" myself, and talked to the people I work with in Latin America, I've realized the fable may be naive.

Tourism to natural areas is indeed booming. Worldwide, tourism is expanding at a rate of four percent per year. Industry watchers expect that developing countries may double their share of the receipts of personal travel spending in the near future, capturing up to a third (\$750 million) of the world total. Inexpensive package tours have put countries as diverse as The Gambia, Jamaica, and Thailand within reach of middle-class tourists from North America, Europe, and Japan.

Although tropical countries may lack sophisticated accommodations and na-

tional transport, their climate and natural diversity attract tourists. Recent studies by World Wildlife Fund showed that the nature-oriented tourist is an especially valuable prize, prone to stay longer and spend more than the beach-resort crowd and tolerant of modest accommodations. Thus growing interest in natural areas and growing competition for tourist dollars naturally spawned the promoter's dream, ecotourism.

But is it the national parks' dream? Tourism brings money, which seldom finds its way to park protection. The most popular sites already suffer negative impacts from too many visitors. Indigenous people and their cultures may be disrupted by increased contact with affluent foreigners. Remote sites may not attract a market sufficient to support development costs.

This trip I'm planning, for example, reminds me of another trip to Ecuador a couple of years ago. I went with a group of local conservationists to a protected forest near Mindo. They had built trails in hopes of attracting backpacking ecotourists. The forest reserve was spectacular, but reached by a two-hour bone-cracking truck ride followed by an hour's slog through a muddy cattle pasture. The trails were exceedingly steep, and several times we crossed 50-foot ravines with only a felled tree for a footbridge. By the end of the day, I wasn't so sure that ecotourism had much

Birding tours, such as this one at Manuel Antonio National Park in Costa Rica, draw more and more visitors each year.

chance to help this forest.

Elizabeth Boo of World Wildlife Fund's ecotourism program also took that hike. She's next on my list of calls to make today. She's just back from advising Canadian officials on a national ecotourism plan. Her audience, she says, has gotten to be "more than conservation groups and tourism trade groups. I get calls from investors—individuals, the Overseas Private Investment Corporation, the World Bank, U.S. AID."

The diversity of interested parties helps to explain ecotourism's promise and some of its pitfalls. To the travel industry, ecotourism is a new and growing market. To the development community, it's an opportunity to create employment and income in remote rural areas. Conservation organizations offer tours to increase membership and contributions. These various approaches are sometimes mutually contradictory, and nothing mentioned yet has much to do with on-the-ground conservation of protected areas. So before we wander into the literal jungle for a look at ecotourism experiences, let's take a few whacks at the semantic undergrowth. What is ecotourism, and how is it different from nature tourism and adventure travel?



Tourists camp in Annapurna Sanctuary in Nepal, where rapid growth in visitation has caused serious ecological impacts.

Nature tourism, or the nonconsumptive enjoyment of natural habitats, probably began with Odysseus. It's been around in organized form—typically birdwatching tour groups—for several decades. Twenty years ago, Roger Tory Peterson, the dean of American ornithologists, wrote for *Audubon*: “Nature tourism is one of the most practical ways to save the world’s wildlife and wild places from more erosive forms of exploitation.”

Nature tourism is big business. In the United States alone, NPS predicted some 260 million visitors to the national parks in 1991. Revenues generated by tourism to national parks in this country amount to about \$3 billion per year. The profits, however, mostly go to hoteliers, restaurateurs, and purveyors of gasoline and fishing gear and T-shirts. This revenue could indirectly help the parks if those who benefit economically formed a lobby for better protection of the resource upon which they depend. Still, nature tourism cannot be equated with ecotourism unless it directly produces better protection.

The same point applies to “wilderness” or “adventure” travels—trekking, mountain climbing, and rafting excursions, for example. Though the partici-

pants may gain deeper understanding of the natural places they visit, their appreciation does not necessarily help those areas. Perhaps the best illustration is in the Himalayas.

Before 1965, fewer than 10,000 tourists per year visited Nepal. In two and a half decades, annual visitation has jumped to a quarter of a million. In the two major nature sanctuaries, Annapurna and Sagarmatha, local residents cutting firewood to sell to trekkers and lodge operators raised the treeline by several hundred feet. Ridges cloaked in rhododendron five years ago now are barren. Trails are littered. Populations of goral, pheasant, and nag deer have declined.

For at least two decades, conservationists have recognized that the boom in nature and adventure tourism was itself a threat to natural areas. Robert Cahn won the Pulitzer Prize for national reporting in 1969 for a *Christian Science Monitor* series, “Will Success Spoil the National Parks?” Concern in the 1970s and '80s focused on carrying capacity. In 1982, the World Tourism Organization and the United Nations Environment Programme declared: “The satisfaction of tourism requirements must not be prejudicial . . . above all to natural resources, which are the fundamental attraction of tourism.” And NPCA’s own *Visitor Impact Management Study*, published in 1990, helps

national park managers plan for the ever-growing number of park visitors.

But even where managers keep visitation in line with carrying capacity, tourism is not “eco” unless it is linked with protection of the resource. Sometimes the link is economic. A study of Amboseli National Park in Kenya, for example, showed that one lion is worth \$27,000 per year in tourist revenue. The economic value of the park is about \$40 per hectare in its protected state. If the park were used for agriculture, even using the most optimistic predictions, its potential productivity is less than \$2.50 per hectare.

Income, however, is only part of the picture. Tourism is an unstable source of revenue, subject to seasonality, weather, political instability, and “leakage.” According to the World Bank, as much as 55 percent of the developing world’s tourism profits “leak back” to the developed world rather than remaining in the local country. And no amount of money can protect a park unless it helps resolve root causes of deforestation and destruction.

Most threats to parks arise from the needs of the local population to use resources to make ends meet. Traditional rural activities such as agriculture and hunting may be limited precisely because of park and protected area development. The challenge for ecotourism, if it is to benefit the world’s parks rather than serve as yet another mechanism to mine them for profit, is to provide meaningful benefits to local people.

Juan Bezaury, executive director of the Mexican group *Amigos de Sian Ka’an*, said it this way: “If the people who live in the reserve support it, they will take care of it. If not, no amount of guards will stop them.”

Amigos operates an ecotourism program in Sian Ka’an, a huge and beautiful Biosphere Reserve only a couple of hours’ drive from Cancún. It’s right in the heart of the ecotourist’s dream destination, the Yucatán Peninsula and the “Mundo Maya” (Spanish for “Maya World”; only the gringos still call it “Ruta Maya”). While top officials collaborate with tourism industry leaders



FRANK S. BALTHUS

to develop this grand vision for tourism in Mexico and Central America, the projects now winning international attention and praise are of more modest scale, and the very best are the ones with their roots in a local community's own plans.

At Bermudian Landing in Belize, landowners joined forces to create a sanctuary for howler monkeys. They signed easements protecting habitat on their property and published a guidebook. There is no Hilton, no minibus, just a modest increase in the number of visitors who pay an occasional guide's fee, buy lunch in town, perhaps make a contribution to the continuance of the sanctuary. And a tremendous increase in the pride the locals take in their "baboons."

On the barrier reef just off San Pedro, Belize's most developed tourism area, the Hol Chan Marine Reserve is a similar story. One consideration in locating the first marine reserve here, rather than in

a more remote and pristine part of the reef, was the existing community of conch and lobster fishermen. Taking snorkelers out to the reserve became a profitable second use of the fishing fleet. A conch hatchery that was part of the reserve project helped replenish depleted stocks nearby. The reserve was controversial at first, but by the next election the party in power was campaigning in San Pedro with the slogan, "Remember who brought you the marine reserve."

So when we look at ecotourism and its promise for national parks, the only conclusion is that each case is distinct. For every park that functions as a profitable tourist attraction, many are too remote or their wildlife too elusive, or they lack infrastructure that would encourage visitors to spend money in the local economy.

The challenge facing developing countries is to find the resource management balance that serves the needs

In Rwanda, a ranger checks permits for mountain gorilla viewing—the country's third largest source of foreign exchange.

of both local communities and their potential visitors. The challenge for tourists is to choose destinations and tour operators wisely. Many operators have published "codes of conduct," and some make a point of supporting conservation in the areas they visit. Ask. Try to use local guides, patronize community-based businesses, and make an additional donation directly to the park or a local conservation group.

Tourism will continue to grow. It will be "eco" only if we make it that way.

Ruth Norris recently returned to freelance writing after five years in The Nature Conservancy's international program. Her articles have appeared in Audubon, Wilderness, Backpacker, and other magazines.

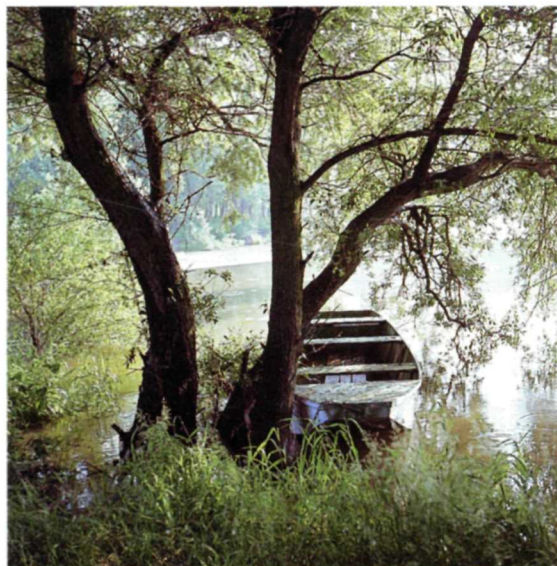
New Park on the Bloc

Hungary, Czechoslovakia, and Austria must overcome obstacles to create Eastern Europe's first trilateral park.

BY LAUREN YOUNG AND MARIA RABB

ON A SEPTEMBER Saturday afternoon, László Szücs and a few other unshaven residents of Vojka nad-Dunajom are arguing again in the *vendéglő*. Even if you don't speak the local language, you can easily guess the essence of the conversation because every fifth word is "Duna."

Known as the Duna in Hungary, the Donau in Austria, and the Dunaj in Slovakia, the Danube is one of Europe's vital lifelines. The river extends for more than 2,800 km (1,750 miles) from the Black Forest to the Black Sea, forging a lush landscape through eight countries. In the fertile triangle where Austria, Hungary, and Czechoslovakia meet, a remarkable floodplain ecosystem—countless islands, ethereal forests, oxbow lakes, and pristine wetlands—is nourished by Central Europe's most abundant groundwater source. In this border area, only a few hours' drive from Budapest and Vienna or a short distance from Bratislava, the sounds of city life disappear. At dusk, the still water is a mirror for a gliding white stork, a species whose colonies nest in trees along the Danube.



CSABA BALINT

Despite industrial pollution, the Danube River remains serene and beautiful in some spots along its winding course.

Such reflections, however, are easily distorted. The products of modern society have darkened the meandering waterway that once inspired musicians, poets, and painters. Nearly 80 percent of the Austrian stretch of the Danube has been ruined by a series of hydropower stations. Severe industrial pollution affects the entire Central Danube region. And only a few minutes' walk from Szücs' tiny village on the southern border of Czechoslovakia is Gabčíkovo,

Europe's most ambitious, and perhaps most dangerous, dam project—a Stalinist-style water monster that threatens to flood a 24-square-mile area and scuttle plans for a proposed trilateral international park along the borders of Hungary, Austria, and Czechoslovakia.

"In the three wars we've lived through, no one has ever done anything as idiotic as this," says Szücs, leaning his body and beer in the direction of the dam.

Vojka nad-Dunajom is one of three villages that will be cut off from the main roads if the dam is completed. The residents are mostly ethnic Hungarians, and as a minority in a country already plagued with deep political and cultural divisions, they are helpless and unrepresented. Like many other Central and Eastern European countries, Czechoslovakia (now officially called the Czech and Slovak Federative Republic) suffered from the crazy boundaries drawn by the Treaty of Trianon in 1919. With a series of ethnic revolts in the neighboring Soviet Union, along with a civil war in Yugoslavia and recent violence in Romania, Slovakia could be the next hotspot for conflict.



The Gabcikovo and Nagymaros dams, if completed, will sink plans to establish the Central Danube International Park.

The designated park area, tentatively known as the Central Danube International Park, is politically significant because it would encompass a “geographically sensitive” zone that once divided the East from the West. “All of the governments—Hungary, Czechoslovakia, and Austria—approve the idea of establishing an international park. They recognize the value of this region and realize that they will have to create this park together because there are no real boundaries in this area; an ecosystem has no borders,” says Andor Farkas, a project coordinator at REFLEX, a leading Hungarian environmental group.

COMMUNIST LEADERS have taught their followers to conquer nature, not to coexist with it. However, it was opposition to the construction of Nagymaros, a dam project downstream in one of Hungary’s most scenic areas, that ushered in the changes in 1989. As *glasnost* spread throughout the socialist countries, people were free to speak out for the first time. Strength through unity—a basic tenet of Marxist theory—found a new meaning as thousands of Hungarians formed a collective front for protest. Thus, these first “environmentalists” created the foundations for a movement that helped to rust the Iron Curtain.

“Here in Austria we’ve been involved with the environment for centuries, but what’s really surprising is that when

things began to change on the other side, the people did not say, ‘Our first priority is economic wealth’—it’s safeguarding the environment,” says Winfred Walter, director of World Wildlife Fund in Austria.

Unfortunately, even with surges of environmental awareness in Central and Eastern Europe, the winds of democracy have not altered all the policies of the Czechoslovakian government. President Vaclav Havel, who originally spoke out against the entire dam project, says it may be too late for his country to abandon the dam; more than 24 billion Czech crowns (US \$800 million) already have been channeled into Gabcikovo. In fact, budding capitalist economies and Western investments may pose additional threats to the environment. Aus-



MARIA RABB

trian capital was what allowed the Hungarians to continue construction of Nagymaros in 1986, but all work was suspended by the newly elected Parliament in May 1989. At present, there is no legislation to ensure ecologically sound development. The zest of the environmental movement in Eastern Europe has dwindled as people try to cope with difficult economic realities.

The planned trilateral park is part of an initiative of Ecological Bricks for Our Common European House, an alliance of 40 Central and East European environmental organizations coordinated by WWF-Austria. The project's goal is to create a series of national and international parks along what was once known as "no man's land"—the border zones of the ex-East Bloc, which contain some of Europe's most spectacular and untouched natural areas. The comprehensive project includes 24 "bricks" that would not only serve as a model to rescue European environments and cultivate an ecologically oriented economic system, but would also foster a model of reconciliation between two formerly hostile systems. Just as the ecology of an area knows no boundaries, the nationalities of the people transcend borders. Many Europeans now realize that peace-

Above, members of the Slovak National Party gather for a pro-dam rally at Gabčíkovo. Groups protesting the dam are much more common at the site.

Top right, László Szücs and László Germán, residents of a town that will be cut off from main roads if Gabčíkovo is completed, oppose the dam. Right, posters in support of preserving the Danube are displayed in a window.

ful and sustainable coexistence is possible only if borders cease to be dividers.

Because the European continent has been inhabited and developed for centuries, the possibilities for nature preservation are limited, says Jim Thorsell, senior advisor on natural heritage at the International Union for Conservation of Nature (IUCN). "Europe is not an exciting place to be if you are in the national parks business because there are decreased chances for conservation. The few opportunities we have left are the ones we have to encourage and promote," he explains, adding that along with security and economic development, "the environment is emerging as a third pillar of European order." He maintains that the Ecological Bricks initiative is the best plan for nature protection in Eastern Europe.



MARIA RABB



MARIA RABB

Thorsell, who recently wrote "Parks on the Borderline: Experience in Transfrontier Conservation," declares that there are some 70 transfrontier sites—protected areas spanning international borders—worldwide, including a park that runs along the Iguazu River between Argentina and Brazil. Thorsell will lead a workshop on transfrontier border parks at the World Parks Congress this February in Caracas.

ON A HAZY Saturday afternoon in September, some 500 members of the Slovak National Party wave the Slovakian flag as they march at Gabčíkovo. It is common these days to have protests at this site; however, this is the first gathering of its kind, as it is *for* the dam.



"People say [the dam] is bad for ecology, but hydroelectricity is good. It is very nice for our country," a leader of the group explains. Like a proud grandfather, he displays pictures of other European dam projects dating back to 1956, and when asked about a protected international area as an alternative plan, he replies, "I think after a few years this region will be a nice national park. We can have many power boats on this canal. People will be able to come here and enjoy themselves. And where I live there will be clean air."

A Hungarian bystander is more skeptical. He holds on to the chain-link fence overlooking the massive turbines. "It's scary how high the water is here—18 meters above the ground," he says, pointing across the immense basin. "I live over there. These people who came in on buses don't have to live near this thing. They are just for the dam because the Hungarians are against it, and because they think it will give them more energy so they won't be so dependent on the Czechs." Because of antiquated industrial facilities and the lack of energy-saving methods, Czechoslovakia currently uses 50 percent more electricity per person than a Western European country. Rather than construct more energy sources, environmentalists say, the country needs to optimize its use of energy.

"A national park here would be a much better idea," says Lázsló Germán, another local resident. "All the materials used to build the dam could be recycled to improve roads elsewhere in Slovakia... A national park would grow by itself. Even like this, trees are sprouting in the middle of the dam site."

But a woman peddling grapes in nearby Samorin disagrees. "The dam has to be finished. It is too late to stop now; so much money has been spent," she says. "And our electric bills will go down," she adds.

The white stork, which nests in trees along the Danube, is one of many species that find refuge in the proposed park site.



CSABA BALINT

Lupines flourish in the Danube River's lush floodplain.

Klára Benkovic, a member of the Slovakian environmental group Eurochain, explains that the nationally divided media have manipulated the public's understanding of the dam and the damage it could create. "The Czech press is on our side, but the Slovak press is against us," she says. She stresses that people are misinformed about Gabčíkovo's economic and environmental implications. The bountiful groundwater reserves in this area could supply more than five million people in Czechoslovakia and Hungary. Environmentalists such as Benkovic claim that the dam will initiate processes that will contaminate this drinking water resource, and the price paid for purification may exceed the energy investment.

"Bratislava is a city with many factories in the center of town and no trees," says Vladimír Hudek, a member of the Slovak Union of Nature Protection and Conservation (SZOPK). "People have nowhere to go to escape from the concrete—they need a green place."

JÁNOS VARGHA may be as essential to Hungary's environmental movement as paprika is to Hungarian cuisine. Vargha co-founded the Duna Kör (Danube Circle) in 1984 to combat the Gabčíkovo-Nagymaros dam system. Now he heads ISTER—East European

Environmental Research, a non-profit institute. (Ister is the ancient Greek name for the Danube.) The institute has received funding from the Regional Environmental Center for Central and Eastern Europe to work on a three-year "Future of the Danube" project, which will develop a framework for the Szigetköz section of the river and plans for the trilateral international park. The Hungarian Ministry for Environment has asked ISTER to create a plan for a "Danube Basin Convention for the Environment" as the official proposal to all eight Danube nations.

Vargha cannot foresee a traditional international park along the Danube because he says it is not feasible to strictly conserve some spots while ignoring others. "You can protect nature in conservation areas that represent five percent of the country, but you create a psychological permission to destroy all of the rest," Vargha says. "One of the main elements of our work is to establish a dialogue with the local people, and through this dialogue we hope to understand each other's principles. Our concept is much more than creating protected areas—we are working to develop a program for coexistence with nature."

There are various proposals regarding the shape and size of the planned trilateral park. Most likely it will be Y-shaped, tracing the Hungarian-Slovakian and Austrian-Slovakian river borders with a third short branch edging toward Vienna along the Danube.

The conservation of the Danube and its tributaries is already under way. Hungary has preserved nearly 10,000 hectares (24,710 acres) in the Szigetköz, the region between the Danube and its Mosoni branch. In Austria, nearly all of the Danube floodplain downstream from Vienna is under limited protection. Along both the Czechoslovakian and Austrian sides of the March, a tributary of the Danube, several small nature preserves and some extensive nature protection areas exist, including a Biosphere Reserve of 7,500 hectares

(about 18,500 acres) along the Thaya, another tributary. All together, the park would cover about 70,000 hectares (almost 173,000 acres).

In addition to nesting birds such as the black kite, night heron, and greylag goose, amphibian species flourish in the Danube's fragile wetland ecosystem. The few remaining specimens of the European marsh turtle and the densest population of kingfishers in Europe survive in this endangered habitat. "If there is a dam, the trees would dry out, the plants would die, the groundwater would be lowered," says REFLEX coordinator Farkas. "The fish will be different because the water will sustain different wildlife. Oxbow lakes are formed only at high-water flows, and there won't be any high water after the dam. There is no reason to have a park if there is a dam," he adds.

Whether the park becomes a reality will be determined by the extent of cooperation and communication among all the parties involved. The emerging democracies have to resist the temptation to sacrifice nature preservation for short-term economic gains. One of the most challenging freedoms for Eastern Europeans is having the right to influence the democratic decision-making process—but after 40 years of silence, they have yet to develop lobbying skills. "People's attitudes need to change; the public needs to be informed to realize how important environmental issues are," concludes László Dunai, coordinator of the Green Working Group of FIDESZ (the Federation of Young Democrats, a party in Hungary).

There is a Hungarian saying to express the passage of time: "Much water will flow down the Danube by then." But environmentalists say the park plan cannot be delayed much longer; if the dam project is completed, the river's course could be altered—with eternal consequences.

Lauren Young is a former National Parks editorial assistant now living in Budapest, Hungary. Maria Rabb is public relations coordinator at the Regional Environmental Center for Central and Eastern Europe in Budapest.

The Gabčíkovo Dam

THE DAM would create a 60-km² (24-square-mile) lake. From here, the water would flow for 25 km (15 miles) through a canal wider than the Suez to the Gabčíkovo power station in Czechoslovakia where the embankments are more than 20 m (65 feet) above the landscape. Because the area is flat, the canal creates the drop needed to drive the dam's turbines.

Scientists say the flow in the old bed of the Danube will dwindle to a trickle once the dam is in use. Because Hungary backed out of the project in 1989, the necessary damming on the Hungarian side has not been completed, and the Nagymaros dam downstream will be dismantled. To start up the Gabčíkovo power plant unilaterally, the Czechoslovakian government intends to "move" the river into Czechoslovak territory farther upstream, giving the Czechs full control over how much water is let into the original riverbed. Since the river defines the border, this action would be a violation of international law, according to Boldizsár Nagy, an expert in international law and professor at ELTE University in Budapest.

It may come as no surprise that the idea for a dam project along the Danube arose in the early '50s, the heyday of Stalinist construction. The Soviets pushed the Gabčíkovo-Nagymaros dam plan because it would provide a much-needed year-round shipping outlet to the Atlantic Ocean via the Rhine-Main-Danube canal. It also comes as no surprise that a trial run this past August failed. One construction worker claims that the water pumped into the channel seeped away—the plastic lining installed in the bottom of the dam was carelessly punctured by bulldozers during construction. Even the walls of the channel were not built according to plan, and in some places the 20-m dikes are actually hollow.

One creative solution proposes making the concrete wasteland into a monument to illustrate the result of irresponsible and unfettered development. The hope is that posterity can learn from the blunders of the past.

To opponents of the dam, the concrete wasteland at Gabčíkovo is a symbol of irresponsible development.



MARIA RABB



CHAD EHLERS/INTERNATIONAL PHOTO STOCK

Looking to the Next Millennium

Climate change, pollution, and growing visitation
will increasingly challenge world parks.

By Thomas E. Lovejoy

MORE THAN A CENTURY AGO, spectacular scenery was reason enough to set aside and protect vast areas of land. Today there are many more ecologically important reasons, including maintaining habitat for plants and animals.

Parks now serve a variety of purposes and face an equal number of pressures. These begin almost as soon as a piece of land is placed in reserve. Fertilizers used to enhance nearby farmland may poison water supplies that course through parks. Land set aside in developing countries, where the annual per capita income may reach no more

than 400 U.S. dollars, may be too great a temptation for people lacking firewood and food. Self-serving political interests may encourage bad park management, and visitors clamoring for a glance at an unusual creature may trample rare plants or displace precious topsoil. Park managers are challenged to face these situations and maintain the integrity of the land while taking the concerns of neighboring people into account.

Accommodating increased numbers of visitors to a country's parklands is among the most common dilemmas worldwide. In Africa, visitor pressure is

so intense that a ring of tourist-laden vehicles often surrounds a single lion. In the United States, the National Park Service recorded 258.7 million recreational visits to the parks in 1990, and each summer traffic through Yosemite clogs its roadways. In South America, Ecuador has established ceilings on the number of visitors and vessels allowed in the Galapagos Islands. Visitors to these islands must stay on well-marked paths to avoid disturbing creatures and

A roadway cuts through the Amazonia rainforest in Brazil. The jungle's decline contributes to global climate change.

plants. If visitors did not abide by the rules, the islands could not accommodate nearly as many people. Likewise in the Grand Canyon, a take-out-what-you-bring-in policy ensures the impression that few have visited the site before.

Despite safeguards, growing visitor pressure presents a potential danger, and limiting numbers opens park managers to charges of preserving sites for only the elite. But both problems largely can be avoided. Most visitors prefer a casual experience, for instance, a drive through Yosemite, a stay at the park's hotel, or an overnight stay in one of the communal campgrounds. A few park visitors may prefer to camp a mile from the park's main road. Providing for both types of experiences may not solve entirely the problem of limited capacity versus demand for an in-depth experience, but it would make visitation a more manageable issue. The hardcore aficionados would, by and large, understand the limitations and would be willing to ration themselves.

Ensuring that park management considers and incorporates the concerns of people who live near a protected area is a more difficult problem than visitation. Montana ranchers whose holdings are near Yellowstone National Park worry that bison straying from the park will infect their cattle with brucellosis. In East Africa, the perception by neighboring people that parks are set aside mainly for foreign visitors has made the temptation of lucrative rewards from rhino poaching hard for some to resist.

Indigenous peoples almost everywhere are right to question whether conservation efforts are taking their interests into account. Recognition of this is long overdue, yet there is a trap in oversentimentalizing the situation. While there is much to learn from people who have lived so closely with the environment for so long, we also must recognize that it is as impossible for 5.3 billion people to live such a lifestyle as it is for all people on Earth to live the resource-consuming lifestyle of citizens in the United States.

Even when there is integration with the surrounding communities, problems



can arise. Those raising the greatest hue and cry at the time of the Yellowstone fires of 1989 were in fact those with business interests related to the park. It was difficult for them to recognize that the fires should be allowed to burn, and that the blaze was so extensive because the natural cycle had been suppressed for too long by inappropriate park management. In another interesting case, the people of Morro Do Diabo State Park in Brazil, where there was a black lion tamarin propagation project, became so possessive that they resisted giving up animals for the associated reintroduction program. Even when a community genuinely accepts a park, there is need for ongoing involvement and education.

In a sense, these social concerns are easier to deal with than the plethora of environmental threats that besiege parks from without. The perennial thirst of the American Southwest has led to some classic conservation battles over dam projects. Even today the water flow in the Grand Canyon is unnatural, in part, because it is regulated. The water emanates from the bottom of a dam and is cold year-round. This condition has led to vegetation changes along the river as well as changes in the ecology of the Colorado River.

Far more insidious are the effects of the complex of airborne pollutants known as acid rain. Scientists have documented evidence that acid rain is

Jeeploads of tourists surround a lion at Ngorongoro Crater, Tanzania. Visitor pressure presents a potential danger.

responsible for dramatically reducing the pH of lakes in a variety of sites, including New York's Adirondack Mountains. Acid rain also is responsible for severely affecting endemic flora and fauna. Comparatively rare in developing nations, acid rain can be expected to increase along with industrialization and should be monitored closely.

Chemicals in agricultural runoff constitute a problem in many places, including Everglades National Park in Florida, which already is highly stressed from hydrological alteration. In California, chemical-laden runoff seeped into the Kesterson Wildlife Refuge, turning the sanctuary into a death trap for waterfowl. In several countries, coral reefs have been snuffed out by silt washing off as a result of extensive deforestation. And scientists are just beginning to discover the effects on life forms of increased ultraviolet radiation, unfiltered by a thinning ozone layer, or what effect it will have on the polar regions where the ozone is already the thinnest it has ever been measured.

Introduced species, often a major problem on islands, now are a source of environmental havoc on continents. Invading plants create serious problems all over the world; there are literally hundreds in California pushing out na-



WOLFGANG KAEHLER

tive plants. In East Africa's Lake Victoria, the Nile perch has caused the loss of hundreds of native fish species. In the Great Lakes, the zebra mussel, introduced from the ballast of ships traveling from Europe's Caspian Sea, has grown unchecked by predators and reduced the natural life within the water column. The mussels also have clogged water intake valves, causing thousands of dollars of property damage to water-cooled equipment. Introduced predators, most notably the mongoose, have resulted in extinctions on many islands. Goats have destroyed native plants, and rats have preyed on native and endemic bird populations in Galapagos, Hawaii, and the Channel Islands off California.

Only recently have ecological scientists and conservationists come to appreciate that fragments of once continuous habitat undergo dramatic changes due to their isolation. Habitat fragmentation in North America appears to be a serious factor in the de-

cline of migratory songbirds in the Western Hemisphere. These birds also are beset by habitat destruction and fragmentation of their wintering grounds in Central and South America. Analysis of parks in the western United States suggests that they are losing mammal species, and it is clear that Yellowstone National Park alone is insufficient to maintain a grizzly bear population. A concern about insufficient area and ecological inclusiveness has led Costa Rica to expand the Santa Rosa into a larger Guanacaste National Park. This is the first of a series of megaparks being created by Costa Rica. The effects of fragmentation and isolation have serious implications for the ability of the parks and protected areas to maintain the biological diversity for which, in many cases, they were set aside.

Surprisingly, even though evidence has been accumulating, it is still possible for august publications such as *Science*

Visitors who come to the Galapagos Islands to see oddities such as the land iguanas must stay on well-marked paths.

to air views that there is little evidence for a major extinction crisis. The Minimum Critical Size of Ecosystems project in Brazil now has data for birds, mammals, and butterflies which should at last put that claim to rest. Information accumulated through that project also makes the general case that big areas are more important for biological diversity than a series of small ones. The problem of internal change in small isolated parks is a serious one that begs for examination while corrective actions are still possible.

From the perspective of biological diversity, national parks and protected areas of the world are far from complete. There is woefully limited knowledge of the level of biological diversity contained within existing protected areas. A major effort to collect a biologi-



MILTON RAND/TOM STACK & ASSOC.

cal inventory, both within and without protected areas, is needed on a worldwide basis. All nations should agree on such a fundamental undertaking at the United Nations Conference on Environment and Development in Rio de Janeiro in June 1992.

There is, of course, no time to await the completion of an exhaustive inventory of fauna and flora before conservation action begins. Too many factors are driving severely elevated extinction rates. Actions must be based on existing information and later refined and supplemented as knowledge is augmented and improved. This approach was followed by workshop '90 held at Manaus. Some 100 experts on the flora and fauna of the Amazon assembled for a week to share their knowledge about better-known groups of animals and plants. The resulting map of conservation priorities for the Amazon is about to be published.

In addition to human-generated problems, protected areas are subject to natural disasters. Udjong Kulon in Indonesia occupies an area swept clear of human habitation by the Krakatoa Tsunami, a great wave created by the volcano's eruption, and vast areas of Mount St. Helens were covered, and

subsequently destroyed, by ash or killed by gases. In 1989 Hurricane Gloria stripped vegetation from the forests of El Junque on Puerto Rico. There is very little that can be done about natural forces of this sort, and in some instances, as in El Junque, the forest is clearly adapted to periodic storms. As the area of natural habitat shrinks, however, and biological diversity is increasingly found only in parks and reserves, natural disasters are likely to become a more serious cause of extinction.

Similar negative effects are likely to be introduced by other external factors to which these protected areas are subject. The greatest looming threat is that of unnatural climate change. Rates of change are likely to be faster than plant or animal species can adapt. Even if species capable of migrating are able to do so from an affected area to one with their required climatic conditions, the creatures will have to travel through a far more human-altered landscape than ever in history. This is likely to be as great a problem in the tropics, where climate change will likely be mostly in terms of moisture patterns, as it will be in the higher latitudes, where temperature change will be greatest. The consequence is likely to be a holocaust of

The eruption of Mount St. Helens created tons of ash and destroyed acres of forest.

species extinction without parallel in tens of millions of years. This provides a compelling reason to avert any more climate change than we already have set in motion.

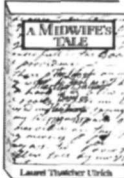
In the end, biological diversity depends on controlling human population growth and developing an economy more in tune with the natural world. At stake is a major part of the biological heritage of the planet and all that it means for human society. One needs only to visit the Galapagos Islands to comprehend how their biological diversity and geology inspired the young Charles Darwin to start a line of thought that revolutionized our understanding of our place in nature. To drastically reduce the planet's store of biological diversity in a single generation would be utter folly—we would lose not only fundamental resources, but also a source of joy, wonder, and inspiration of incalculable value.

Thomas E. Lovejoy, an internationally recognized biologist and conservationist, is assistant secretary for external affairs for the Smithsonian Institution.

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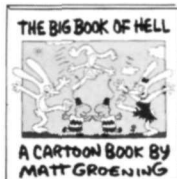
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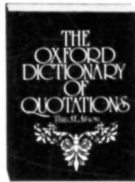
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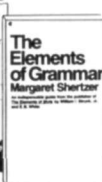
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NOTICES

1991 Annual Report

Throughout the year, NPCA has worked on nearly 50 bills; testified before Congress; and held conferences and workshops to protect and augment the National Park System. NPCA's success would not have been possible without the support of members and donors. Here are NPCA's 1991 highlights.

Park Expansion. A 3,500-acre expansion for Saguaro National Monument in Arizona protected priceless habitat along the Rincon Creek that was slated for development.

New legislation added a 76-mile stretch of the Niobrara River in Nebraska to the Wild and Scenic Rivers System and called for the study of the Niobrara River Valley area—a mingling of rare Great Plains prairie, Western pine forests, and Eastern hardwood forests—as a potential national park.

NPCA helped galvanize support for the creation of an 11,000-acre national monument in Kansas to preserve tall-grass prairie. The bill for the prairie, Flint Hills National Monument, passed the House, as did a bill to protect the Salt River Bay area.

Park Protection. Of the more than \$500 million made annually by concessioners in national parks, only about \$12.5 million is returned to the government in franchise and related fees. NPCA heads the battle to reshape the concessions system and is supporting reform legislation sponsored by Sen. Dale Bumpers (D-Ark.).

NPCA helped block the expansion of riding stables at Manassas National Battlefield Park in Virginia. The stables, to be used by Vice President Quayle, his family, and others, would have come at the expense of the park and its historic significance.

NPCA sponsored the Shenandoah Coalition, a group tackling air pollution and land protection issues at Shenandoah

National Park. Visibility at the park has declined 50 percent in the last 40 years.

NPCA continued to fight for the reintroduction of wolves to Yellowstone, the closing of the Arctic National Wildlife Refuge's coastal plain to oil drilling and its designation as wilderness, and the defeat of a giant movie theater's construction at Zion National Park in Utah.

Battlefields. After a decade of effort, Native American groups and NPCA convinced Congress to erect a monument commemorating the Native Americans who fought in the 1876 battle against Lt. Col. George A. Custer and to change the site's name to Little Bighorn National Battlefield to reflect an impartial recognition of the area's importance.

This year the Lakota people, NPCA, NPS, and others have moved forward to preserve Wounded Knee, the site of the last armed conflict in the U.S. Army's 35-year effort to subdue the Plains Indians.

History and Heritage. At NPCA's urging, Congress authorized three studies to identify important sites in American history.

1. The labor history study seeks to evaluate properties that would be considered for national historic landmark status and national park designation.

2. Route 66, a road traveled by thousands in search of America, is now being studied by NPS and others to determine how to preserve and commemorate this historic highway.

3. The underground railroad, a clandestine network used by slaves to escape bondage before the Civil War, is also being studied for protection.

Science and Research. NPCA testified before Congress on the need for science and research funding in the parks and conducted its own research to help

NPS manage the parks. The *Visitor Impact Management* publication is the first scientific approach for park staff to evaluate and manage visitor use.

Grassroots. NPCA's regional offices are working hard for national parks on the local level. NPCA conducted meetings with grassroots trail organizations to complete the Mid-Atlantic Regional Trails plan.

NPCA helped create Partnership Parks, a program combining privately owned residential and commercial properties with federal, state, and local lands to protect property without total public agency ownership.

New York Chapter. The New York Parks and Conservation Association, an NPCA chapter, launched the Genesee Greenway Project, a potential parkland trail extending 50 miles that would protect historic sites and provide recreation.

National Park Trust. NPT saved a historically significant section of land at Minute Man National Historic Park in Massachusetts.

Public Education. *National Parks* is the only U.S. magazine focusing solely on national parks. Last year readers learned about the plight of park rangers, cooperation between zoos and parks to return endangered animals to the wild, the decline of songbirds, and the state of the Park Service on its 75th anniversary. *National Parks* covered the latest information on park legislation and how to get involved. The magazine now uses soybean-based ink and recycled paper.

NPCA's Public Education Center, the only clearinghouse for park publications, maps, and videos, offers important educational materials to members and friends.

NPCA's annual March for Parks, a walk to promote community involvement with federal, state, and local parks, attracted more than 200 groups last year.

Copies of the full annual report will be available in January. To obtain a copy, contact Aurelia Williams, NPCA, 1776 Mass. Ave., N.W., Washington, DC 20036 or call (202) 223-6722.

Crown Jewels

Jewelers for the Environment and Mankind held an event December 14, sponsored by jewelry manufacturers and *National Jewelry* magazine. Retail jewelry stores donated a percentage of the proceeds to one of three charities. NPCA will receive a donation to assist park preservation efforts.

Battery Kemble

In November NPCA, along with the local group, Friends of Battery Kemble Park, helped launch the planting of 160 trees at the park in Washington, D.C., as part of its "Save the National Parks" campaign.

Annual Dinner

NPCA presented the Conservationist of the Year and Stephen Tyng Mather awards at its annual dinner on November 21. James Ridenour and many other NPS employees attended the successful event (See page 16).

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7. Yellowstone National Park
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5. Everglades National Park
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Not shown: 1. Biscayne National Park, *A Dive Off Elliot Key* by J. B. Adams
4. Steamboat National Historical Site, *Voice of our Heritage* by D. Tutwilser,
6. Chaco Culture National Historical Park, *Treasures of Chaco* by C. Frizzell,
9. Glen Canyon National Recreation Area, *Morning Wake* by D. Drummond

March for Parks



ADIRONDAK PARK IN NEW YORK, the country's first greenline park of public and private holdings and nearly three times the size of Yellowstone National Park, has turned to NPCA for help in its fight against potentially detrimental development. Dick Beamish, the Adirondack Park field representative for National Audubon, said, "The people who belong to NPCA do so because they care about the parks." He said that help from some of NPCA's 25,000 New York members would attract attention to the park. NPCA's annual event, March for Parks, could help the Adirondacks celebrate its 100th anniversary in May.

As part of its "Save the National Parks" campaign, NPCA promotes its annual March for Parks to encourage involvement in all parks and open spaces—local, state, and federal. March for Parks serves as a tool in the fight against threats to parks like the Adirondack Park.

Few citizens realize the park is a prototype of a biosphere reserve. More wild today than in the late 1890s, when the park suffered from logging and fires, it may soon be a victim of development.

NPCA Director of Grassroots Thomas St. Hilaire said, "March for Parks is a means for park enthusiasts to take a stand in supporting America's natural and cultural heritage."

Around the country, local activists are preparing for NPCA's third annual March for Parks. May 1-3, thousands of marchers will cross scenic paths and byways in their communities to speak out on park and environ-

mental issues and to raise funds needed to protect America's outdoor resources.

Initially organized in conjunction with Earth Day 1990, March for Parks has grown from 200 marches with 15,000 participants to more than 500 marches and 100,000 participants in all 50 states, the District of Columbia, and Guam, making it the largest grassroots event of its kind.

In the Southwest, Betty Lilienthal, local Los Alamos, New Mexico, activist and NPCA board member, already has begun to make this year's march a success. Lilienthal, long active in park and open space issues, said, "I'm trying to get March for Parks into everyone's vocabulary, so they know it comes every year just like Earth Day."

This year Lilienthal and others will march with the Los Alamos Common Development Committee and local merchants to encourage local citizens to use a two-to-three-mile trail leading into the Los Alamos downtown area to deter locals from traveling to Santa Fe to shop. Last year there were 50 people on Lilienthal's walk, and this year she hopes to attract as many as 100.

"We want people to see how the march helps [the local parks] and then maybe they'll take March for Parks home with them."

Citizens march for a variety of reasons: to protest overdevelopment in lands adjacent to parks, to draw attention to the effects of too much visitation, and to encourage much-needed protection of parks' natural resources. Other programs being funded by local marches include tree plantings and the creation and improvement of hiking trails.

Nick Clark, NPCA director of pub-

lic affairs, said, "March for Parks allows local groups and individuals to take advantage of this nationwide event and NPCA's access to media coverage to publicize their concerns."

This year 100 percent of the money collected will go directly to the local, state, or federal park of choice. In previous years, NPCA received 50 percent of the proceeds to help sponsor the organization and to promote the event.

Last year, Scott Huffman marched 20 miles alone on the North Central Railroad Trail in Baltimore County and raised more than \$1,000. Huffman looks forward to this year's march but hasn't determined how far he will walk or what path he will take.

"I'd like to get more people involved. I like the awareness March for Parks brings because many people are unaware of park problems," Huffman said. He has considered walking a 22-mile battlefield tour in Gettysburg, but may walk the North Central Railroad Trail again. "If I had time, I would walk the Appalachian Trail through Shenandoah National Park, which is about 90 or 100 miles."

Look for Woody Woodpecker, the national March for Parks mascot. Local groups and individuals may contact Thomas St. Hilaire, NPCA grassroots director, at 1-800-NAT-PARK for more March for Parks information.

—Laura P. McCarty

March for Parks is ...

When: May 1-3, 1992.

What: A walk benefiting local, state, and federal parks.

Who: Individuals and groups in all 50 states, D.C., and Guam.

Why: To raise money for your park and to bring public awareness for park concerns.

Where: To join a march or plan one in your favorite park, call NPCA, 1-800-NAT-PARK.

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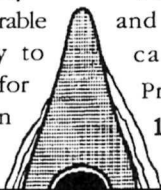
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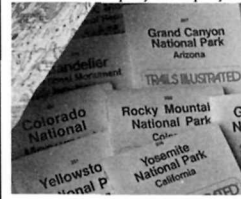
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Civil War Sites

WITH THIS ISSUE, *National Parks* launches Park Pursuit, a quiz that tests your knowledge of the history and natural resources represented within the National Park System. Answers can be found in past issues of the magazine, in books, or in literature that carries information about the parks. Answers to this quiz will appear in the next issue's Park Pursuit. The quiz is designed to be fun and edu-

cational. Clues have been provided to aid you in identifying the sites depicted.

The Civil War lasted four years and, during that time, altered a way of life and changed the lives of black Americans forever. The war consumed hundreds of thousands of lives and billions of dollars. An estimated 359,000 Federal soldiers and 258,000 Confederate soldiers died during the course of the war. Many soldiers died on the

battlefields, and many others were felled by disease or inadequate medical care. The efficiency of weapons used far surpassed the battlefield tactics of the time.

The Civil War sparked the first presidential assassination in U.S. history, the beginning of the American Red Cross by nurse Clara Barton, and the commencement of Arlington National Cemetery on the estate of Confederate Gen. Robert E. Lee.

1 • Two battles were fought here a year apart. The first battle was the initial test of Northern and Southern military prowess. Here noted Confederate Gen. Thomas J. Jackson acquired his nickname, "Stonewall." Which battlefield is this?



CAURON WYLLER



CONNIE TOOPS

2. This is the largest all-masonry fortification in the Western world. It served as a Federal military prison during and after the Civil War. The fort grounds are now a refuge for sea birds. Which national site is this?

3. Gen. Robert E. Lee's first invasion of the North was stopped on this battlefield in 1862. Two Federal divisions spent four hours attacking the center of the Confederate line where Alabamians and Carolinians held a sunken farm road. Which Civil War battlefield is this?



GUION WYLER



photo by Baker Aerial Photography

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