leagues share my expression of appreciation to Finland for joining with the United States in this investment in our young people and the recognition that their enrichment will play a vital role in shaping the world's future.

**PRESERVING OUR NATIONAL PARK SYSTEM**

Mr. MONDALE. Mr. President, the National Park System is currently facing rapid deterioration due to a lack of adequate manpower and budget. The situation was recently detailed in a series of six articles written by Al McConagha of the Minneapolis Tribune staff.

The park system has lost $21 million in effective operations buying power since 1972. To point out the effects of this decreasing, let me reiterate some of Mr. McConagha's examples of the problems in certain areas.

Safety: Inadequate road maintenance has caused bus accidents in Alaska's Mt. McKinley National Park.

Privatization: Concern was raised in the rising instances of vandalism and violations of regulations at the C. O. National Historic Park, an estimated 20 rangers are needed. They make do now with only eight.

Sanitation: One thousand tourists and Park Service employees became ill last summer when untreated sewage contaminated drinking water at Carter Lake National Park in Oregon.

Historic structures: Buildings at Ellis Island are in such disrepair that nets have been put up to protect visitors from falling debris.

Visitor service: Rocky Mountain park officials have reduced interpretive programming to over 4,000 students from regional schools because of personnel shortages.

Congress has been making some effort to preserve our Park System. We recently added personnel levels and mandatory acquisition dates as part of legislation when new parks are established. We also added 533 new permanent positions for the Park Service into the 1976 appropriations bill, 400 of which the administration seems ready to accept.

However, we must continue to do more. We must maintain our parks, which provide so much enjoyment to thousands of Americans. In this bicentennial year, especially, many families will be traveling around the country visiting our national parks and historical monuments. We must preserve these areas so that future generations can enjoy their splendor.

I ask unanimous consent that the series of articles by Al McConagha be printed in the Record.

There being no objection, the articles are ordered to be printed in the Record, as follows:

[From the Minneapolis Tribune, Jan. 18, 1976]

**HOW NEGLECT IS TAMPERING A U.S. TREASURE**

WASHINGTON, D.C.—The national park system, as America enters its Bicentennial year, is deteriorating because the White House for years has deprived it of adequate manpower and money.

In several instances the parks, recreation areas, monuments and historical sites that preserve the nation's natural and intellectual heritage are being debased. Irreplaceable historic structures are falling down. Archeological treasures are being lost.

Visitor services—that great range of park activity from guided nature appreciation to sanitary cleanup—last year were at the lowest point in the history of the areas since World War II.

"Nearly all parks are operating at below established standards to varying degrees," Harry M. Brandborg, executive director of the National Park Service, told the House Appropriations subcommittee.

"More parks are at the point of privatization—and the management of both with fewer permanent personnel and dollars—have created serious gaps in performing optimum management programs.

Evidence points to the White House Office of Management and Budget (OMB) as the most responsible agency. Determined to cut back government spending, this budgetary policeman underlined the system.

Anthony Wayne Smith, National Parks and Conservation Association president, said a recent analysis of the system reveals a "grave situation" and rapid deterioration of an invaluable national asset.

Smith said the OMB has "garroted" the National Park Service, which administers the system, by giving it too few personnel and too little money to carry out its expanding responsibilities.

"Serious mismanagement" has occurred and "an invaluable natural resource is being destroyed by deliberate neglect," Smith told a House subcommittee probing the issue.

Rep. William S. Moorhead, chairman of that House investigation of the park system, said the situation is "alarming" and said OMB's "imposition of unrealistic" employment and fund ceilings.

"It has reached the point where existing parks are threatened with deterioration and new parks are manned—if at all—by skeleton crews," the Pennsylvania Democrat continued.

Stewart M. Brandborg, executive director of the Wilderness Society, called the situation in the parks "deplorable" and added that "OMB is guilty at the center of much of this difficulty."

"This arm of the White House consistently cuts back...so the park service is forced to submit a budget less than adequate to carry out the mandate given to it by Congress," Brandborg said.

Spencer Smith, former chairman of the board of the National Parks and Conservation Association, added, "There's no question about deterioration. The situation is abysmal."

"The problem is that the parks are highly perishable, more fragile than most people realize," he added. "Unless something is done soon, they are doomed as we have known them."

Robert Cahn, former member of the President's Council on Environmental Quality and a resident of Virginia, said, "The parks have been going downhill for a number of years. Nobody realizes the extent."

Although Congress authorized 8,496 full-time employees for the National Park Service in fiscal 1976, the administration held the number of permanent employees in the system to 7,118.

The Office of Management and Budget did increase the park service's operating budget—but not faster than the value of the dollar declined. The system has lost $21 million in effective operations buying power since 1972.

Present indications are that OMB will permit an increase of 1 percent above the 1977 budget and will allow, in response to congressional and other pressures, a 5-percent permanent personnel increase this year.

While any improvement in manpower and operating funds is welcomed by the park service, most observers believe these changes are not enough, in the words of one top administrator, "not to feel it will.

Much of the deterioration caused by the ceilings is documented by a survey of park systems superintendents conducted by the National Parks and Conservation Association, an independent, nonprofit, watchdog group.

From the above sources, from interviews with park service personnel and friends of the parks, from telephone conversations with superintendents, these examples of decline emerge:

**SAFETY**

Inadequate road maintenance causes bus accidents in Alaska's Mt. McKinley National Park. Visitors are placed on buses because the road's neglected state makes it too hazardous for automobiles.

A lack of funds to repair back-country trails makes them unsafe in Shenandoah National Park in Virginia. New Found Gap Road in the Great Smoky Mountain National Park, in North Carolina and Tennessee, is believed to be dangerous when wet.

The bridge over the Tuckomriver in Yosemite National Park in California is unsafe. Officials fear the bridge from Chincoteague to Virginia's Assateague Island National Seashore will be knocked out by a storm.

"Almost anywhere in the system where there are bridges, you run a good chance of finding substandard ones," said a park service employee. "Every major park has at least one."

**POLUTING**

There are too few rangers in Great Smoky Mountains National Park to prevent "significant" taking of black bears by poachers. Poaching is believed to be even more widespread in Shenandoah National Park.

Drinking parties of teen-age youths regularly disrupt the little-patrolled Blue Ridge Parkway in Virginia. Result: destruction of areas, littering, defacing of signs and pavement.

There are too few rangers in Great Smoky Mountains National Park to prevent "significant" taking of black bears by poachers. Poaching is believed to be even more widespread in Shenandoah National Park.
law enforcement. Visitation for last year is estimated at nearly 600,000.

Although management of the incident is clouded, the "near catastrophe" at Crater Lake National Park in Oregon was caused largely by the failure to overhaul sewage and water systems because of a lack of money.

As it was, up to 1,000 tourists and park service employees became ill last summer when untreated sewage contaminated drinking water. It was the first time a national park had closed because of unsanitary conditions.

Some toilet facilities in the Shenandoah Park are polluting mountain streams. These are being operated under temporary permits by the Environmental Protection Agency and Public Health Service standards.

Outdoors, a sanitary method the service regards as substandard, are being used at North Dakota's Theodore Roosevelt National Memorial Park, Hawaii Volcanoes National Park and other areas.

The public health coordinator for Warren County in New Jersey inspected the Delaware Water Gap National Recreation Area in June 1975. A Delaware Park Service observer said, "The area is being littered with human wastes, garbage and rubbish, and if man's activities continue unrestrained and uncontrolled, the pollution of the land, of the water and of the wildlife by his wastes, his garbage and his rubbish will result in a living stench unit for habitation."

NATIONAL RESOURCES

Manpower has been in such short supply that many cave parks—such as Mammoth in Kentucky or Lehman Caves National Monument in Nevada—have been unable to prevent vandalism to geologic formations.

A court has found the service derelict in protecting the largest trees in the world. Money ceilings prevented the purchase of a tract where erosion from logging threatens the trees and other trees in Redwood National Park in California.

Manpower is inadequate to prevent the use of off-road vehicles in California's Joshua Tree National Monument. This intrusion leaves tracks that cannot be erased by nature for a year or more.

The fact that there are too few men to police the passage of industrial vehicles through the Great Sand Dunes Monumemt Park to a nearby logging operation has led to partial destruction of some of the mountain side.

At Arches National Monument in Alaska, only one ranger protects the thinning ranks of the Colorado brown bear from heavy poaching. The area covers 2.7 million acres. He has no airplane.

HISTORIC STRUCTURES

Major chunks of El Morro's massive masonry fortifications, the oldest within the territorial limits of the United States, are in danger of collapsing because of erosion at the San Juan Historic Site in Puerto Rico.

Hamilton Orange National Memorial in New York—the home of Alexander Hamilton, a hero of the American Revolution and first treasurer of the United States—is ready to collapse and there is no money for repair.

But in Boston Island, added to the Statue of Liberty National Monument in 1985, are in such disrepair that nets have been put up to protect passersby from falling debris.

Buildings are seriously deteriorating, among other places, at Hopewell Village National Historic Site in Pennsylvania.

Insufficient manpower prevents suitable policing of relic hunters at military sites such as Petersburg National Battlefield in Virginia. Artifacts worth thousands of dollars in the Smoky Mountains National Park have been stolen.

Money is insufficient for the repair of Indian stone work dating back 1,000 years at Petersburg National Park in Colorado and Canyon de Chelly National Monument in New Mexico.

visitor service

Roger J. Conlor, superintendent of Rocky Mountain Park in Colorado, says that funds are 40 percent below the level needed to keep resources and services up to accepted standards.

Rocky Mountain park officials last year denied interpretive guidance to 4,130 students from regional schools using that park's environmental studies areas. Reason: personnel shortages.

At Andersonville (Ga.) National Historic Site, only 25 percent of the services sought by the park service's published standards is being offered because of manpower and operational-funding limitations.

At Buffalo (Ark.) National River the service levels fences or closes gates because of vandalism, and the current budget allows only one ranger to patrol the 15,000 acres.

PARK SYSTEM NEGLECTED WHILE DEMAND FOR ITS SERVICES RISES

[From Second in series:]

(Washington, D.C.)—"Year after year of operation at less than adequate levels of manpower and money to do the job, the National Park Service has an accumulative effect that soon approaches disastrous proportions," Ford Evision, superintendent, Great Smoky Mountains National Park.

National Park deterioration under the Ford administration is often not a matter of clearcuting mountains or closing gates but of a gradual erosion of resources and services.

This is the result of quiet neglect. Its unconstrainedness frustrates friends of the parks fighting to prevent the lowest proportional provision of money and manpower since World War II.

In more professional terms, the professionalism of the National Park Service tends to relegate difficulties created by the money-personnel squeeze to the least visible aspects of park experience.

"I can personally assure you that it is my policy to keep our parks open and operating and not to use closure as a tactic to dramatize our problems," said Gary Everhardt, National Park Service director.

Nonetheless the agency's permanent staff increased less than 3 percent in the past four years, while the number of people added to the system and visitation rose 23 percent.

Moreover, the Ford and Nixon administrations reduced the service's effective buying power (for operations costs) by $21 million since 1972, according to agency figures.

Before Jonas Salk, the price of a service as essential as toilet paper rose 93 percent in five years. The demand for it also dramatically increased. But the ability to buy it dropped.

In terms of dealing with people, the park service had one permanent employee for each 27,000 visitors in 1960. Now there is one for each $4,000. During that time the number of units grew by a third.

Superintendent Boyd Evision recently de-
February 3, 1976

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also lead to operational methods that influence the kind of human experience that the Great Smoky Mountains National Park offers. For instance, trucks are used as the most efficient means of maintaining trails and shelters in "areas where sanctity from the selfishness of the modern world can be more easily achieved.

In this testimony to the House subcommittee investigating the parks Estabrook seemed to be more pessimistic about the general direction of the system than he did during a telephone conversation a few weeks later.

In the latter he repeated that the parks could operate more efficiently but added that the necessary equipment is available and that the long-term benefit of forcing the service to reassess its priorities.

"I think we can reinvent our priorities somewhat and come up with at least as good opportunities for distinctive human experience without the expenditures of a great deal more manpower," Estabrook said, "I think even if we are super-efficient, however, we are going to slide some and it may mean cutting back on some services that people now enjoy.

In his congressional testimony he said last summer's savings may take the form of less grass mowing, reduced trail clearances and extended travel seasons in which certain seasonal facilities are closed.

There will be no paper towels or electricity in laundry facilities, and no parks facilities will be used for over 40 additional 273 permanent park service land acquisition employees. But under pressure from OMB, the service felt obliged to complete this purchase. At the moment 26 of the agency's 140 full-time land buyers are at work on Big Cypress, and the service is shouldering out the effort with 48 temporary employees.

All of this activity has stretched severely its land acquisition program. To gather personnel for the Big Cypress undertaking, four offices were closed elsewhere. One of these was Duluth.

In terms of the overall system, however, there are pressures simply to add to the land acquisition backlog, now set at $572.6 million. Purchases authorized by Congress are incomplete at least 30 percent.

Slowness in land buying creates other problems. Property values shoot up in areas earmarked for purchase such as Big Cypress. The service is continually having to threaten lands to be included in Big Thicket.

These acquisitions are purchased with money from the Land and Water Conservation Fund. It was created by Congress in 1966 and the legislation now calls for $300 million each year to be deposited in the fund.

OMB, intent on holding down federal spending, had recommended to President Ford that the request for Congress for the 1977 fiscal year should include no money for the Land and Water Conservation Fund.

Thomas Kleppe, the new secretary of interior, objected to this proposal. He took his case to the White House, arguing, among other things, that the proposal would never receive agreement to this position. According to administration sources, the president, prompted at least partly by a personal memory of his experience as a park ranger ruled in favor of some expenditure from the fund. Precisely how much Congress will be asked to appropriate this week. It is expected, however, to be about $70 million, somewhat less than for the 1976 fiscal year. Congress also is expected to appropriate by using a portion of the proceeds from the sale of surplus federal property and federal income from the sale of offshore oil and gas leases.

Forty percent of the fund goes for federal
CONGRESSIONAL RECORD—SENATE
February 3, 1976

EXCHANGE OF PARK SERVICE IS OPPOSED
(Al McConapga)

WASHINGTON, D.C.—The budgetary pinch that nearly killed the park service two years ago has
decline contributes also to White House oppo-
position to congressional demands for more federal park and recreation areas. (Quo: Funding raise planned for Voyga need for
open space but insists that how to obtain it
is the central issue.

Area now offered for consideration do not
have the "national significance" that charac-
terizes the system and is important to mainta-
ing its nationwide public support, he said.
Reed, 42, former chairman of the Florida
Department of Air and Water Pollution Con-
trol, took office in 1971 and has the greatest top-
level continuity of experience with the parks since that time.

Reed advocates an indirect, grants-only federal approach to the establishment of
urban parks. He acknowledges the need for
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urban parks. He acknowledges the need for
open space but insists that how to obtain it
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recently as a couple months ago, he said recently.

"But there will still need to be an eco-

nomically sustainable system, and for sure, and it is the other areas of his command that on-

eabled to be cut."

He expects to reduce maintenance, clean-

scape areas, and other areas of his command that can be cut."

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that over the past few years the parks located in the White House budgetary process and defined that budget.

To be blunt, budget decisions are not easy. Office of Management and Budget officials, who declined to be interviewed, have the unenviable duty of weighing unlimited competing claims on limited federal spending.

But the money needed to bring the national park system up to speed, as Anthony Wayne Smith told a congressional subcommittee, imposes no great burden on the federal treasury.

The federal government paid a consumer adviser at the State Department would hire three experienced park rangers. Three-quarters of the permanent park service staff is equal to the current economic resources that we can draw on are limited—a little more plentiful perhaps if we manage the economy wisely, but nevertheless limited. We just cannot continue to increase economic resources as we have done and still expect to enjoy rising standards of living in the future. If we want governmental retirees to receive all of the benefit plant they pledged to, we will have to give up something somewhere along the line—today's consumer spending, tomorrow's consumer spending, capital investment for the next generation, and more.

The choice will be made for us if we do not act. The problem will not go away. Either, the sand today will be an even more devastating economic crunch in the years ahead.

Let me discuss briefly the status of the major public employee pension plans. There are approximately 2300 state, county, and municipal retirement programs in the country covering about 6 million workers. Then, there are 1000 retirement systems: civil service and military, covering roughly 7.5 million workers between them.

The state system pays benefits to retired citizens. But that system is one of income transfer than a true pension. The problems of the social security systems, moreover, warrant a speech in themselves.

I already mentioned the growth in pension costs for New York City—the payments for the pension obligations exceed $1.5 billion annually on retirement programs, and even at that rate it would cost an additional $400 million to $700 million a year for full funding. Of that $25 billion in unfunded pension obligations.

New York is unfortunately not alone. Washington, D.C., with a population ten times that of New York, already has unfunded pension liabilities exceeding $1 billion. Los Angeles, and perhaps other cities as well, will reach that billion-dollar level in ten years.

The pinch in state and local pension systems is just beginning to be felt. Unlike the federal government, which has printing presses to print the money to meet its bills, state and local governments face constitutional requirements to operate on balanced budgets. With many jurisdictions experiencing decreased revenues, public services may have to be cut in order to meet obligations to retirees.

Pension benefits are more likely to increase rather than decrease. The number of active workers in the public service nationwide has resulted in a rapid increase in employment and payrolls. Between 1957 and 1972, state and local government employment grew three times as fast as private employment. This growth in public employment is coupled with the great improvement in real pension benefits that we have seen, the outlook is for serious difficulties for many state and local governments.

The problem will be particularly acute for older cities of the Northeast and Midwest where the populations and expanding costs. According to the American Enterprise Institute, full funding would require doubling the current rate of pension fund contributions, even under the most optimistic assumptions.

Many cities have been virtually excluded from the municipal bond market. Interest rates paid by state and local governments are at astronomical levels. Investors are clearly looking at these tremendous pension obligations looking up ahead as they consider the purchase of 20-year or 30-year bonds.

A few additional points are worth noting. Bilateral loss of pension benefits to residents who remain are demanding ever increasing levels of service. Higher local taxes are chasing away businesses and property owners. Regressive tax systems fail to produce expected revenues. Where are these jurisdictions going to get the money to pay for police and fire salaries, when huge chunks of the budget are already obligated to retired policemen, firemen, teachers, sanitation workers, and the like? Investors will be even more reluctant than ever to contribute to public institutions in the face of uncertainty. That leaves the federal government, which was the unwilling lender of last resort in New York’s case.

The federal government has been setting a bad example itself, and in so doing has made coping even more difficult for state and local governments. Since many state and local jurisdictions take into account salaries and benefits at the federal level, any action taken in Washington is echoed from coast to coast. If the federal government, while able to pay higher salaries and benefits may be leading smaller units of government directly to its door.

The nature of the problem on the federal level is even more staggering, despite the obviously greater ability to meet pension costs. The civil service program is partially unfunded, it still has an unfunded liability of $10 billion. Military personnel do not contribute to their retirement plan, and that system has $355 billion in unfunded obligations. Moreover, the federal government has been lax in assessing the impact of benefit improvements and the relaxation of eligibility conditions.

A pension benefit that has contributed significantly to the poor fiscal state of the funds has been the lowering of the retirement age. The Civil Service Retirement and Pension Act, which allows civil service workers to retire with a full pension after 30 years of service after they reach the age of 55. Military personnel retain active duty, regardless of age. According to the Pentagon, the average military retiree can expect to retire in ten years. Where the average private sector worker retiree with a full benefit as such an early age? Moreover, if civil servants may work in private industry long enough to entitled them to collect social security in addition to their pensions. In 1974 the Civil Service Retirement System paid over $2 billion in contributions to 40 percent of all civil-service retirees received social security checks as well as their government contribution. After full retirement, a person's personal contribute to social security, eventually they will receive two retirement checks and if they become civil servants or work in private industry and the military, they could qualify for three pension checks.

Benefits paid under many of these programs are automatically increased with inflation, and this provision has contributed to the sharply rising costs. Federal civilian and military pensions are raised automat-