

**REPORT ON**  
**CRITERIA FOR AFFILIATED AREAS**

Submitted to

Committee on Interior and Insular Affairs  
House of Representatives

Committee on Energy and Natural Resources  
United States Senate

Pursuant to  
Public Law 100-336

National Park Service  
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## Summary

Public Law 100-336 directs the Secretary of the Interior to prepare a report on criteria for the elements of national significance and other factors necessary for an area to be considered appropriate as an affiliated area of the National Park System.

A study by the National Park Service found that there is no clear legislative basis for listing affiliated areas, the title has not been applied consistently in the past, and that no standards exist for National Park Service oversight of how affiliated areas are operated. Areas have been classified as affiliated because they did not fit the definition of a park system unit rather than because they did meet some clearly defined criteria.

The report recommends that the title of affiliated area be applied to a select group of nationally significant areas that have a formal cooperative relationship with the National Park Service. *Affiliated status should not be considered a stepping stone toward becoming a unit of the National Park System, and it should not be used simply as a mechanism to provide funds to these areas.*

Areas would be defined as being affiliated with the National Park System if Congress or the Secretary has determined that they meet criteria for national significance, the resources can be most efficiently and effectively managed by a cooperative arrangement with the National Park Service instead of direct operation as a unit of the National Park System, and NPS has some continuing responsibility for technical or financial assistance and oversight of the area's management.

A single set of criteria for national significance is proposed for potential NPS units and affiliated areas. As outlined in the 1988 NPS Management Policies, a resource is considered nationally significant if it: 1) is an outstanding example of a particular type of resource, 2) possesses exceptional value or quality in illustrating or -interpreting the natural or cultural themes of our Nation's heritage; 3) offers superlative opportunities for recreation, public use and enjoyment or for scientific study; and 4) retains a high degree of integrity as a true, accurate, and relatively unspoiled example of the resource. The report provides examples of natural, cultural, and recreational resources that may be nationally significant.

Two additional criteria are recognized in evaluating potential new parks and affiliated areas: suitability/feasibility and management alternatives. Criteria for suitability and feasibility as an affiliated area differ somewhat from the criteria for a NPS unit because affiliated areas are not managed by the National Park Service. To be suitable and feasible as an affiliate the area must need some special recognition or technical assistance beyond what is available through existing NPS programs, document that a cooperative arrangement with the National Park Service and contributions from other sources will be adequate to assure long-term protection of the resource, and be able to establish and continue a standard of maintenance, operations, public service, and financial accountability consistent with requirements applicable to National Park System units.

Alternatives to establishing a new park unit or an affiliated area include continued management by other entities, technical or financial assistance through established programs, or other designations such as national natural landmarks, national historic landmarks, wild and scenic rivers, national trails, and State or local parks.

Suggestions for new programs by NPS to accredit or offer other special recognition to State and regionally significant resources have been considered. The National Park Service has determined that existing programs provide adequate opportunities for technical and financial assistance or recognition through achievement awards to encourage leadership and innovation in preserving and enhancing natural, cultural, and recreation resources. Programs operated by private and professional organizations to accredit museums, zoos, aquariums, and tourist attractions should not be duplicated by the National Park Service.

Wildlife Prairie Park is described as an excellent example of private sector initiatives to interpret native American wildlife, portray elements of pioneer history, and provide diverse opportunities for a family recreational experience. However, Wildlife Prairie Park does not contain resources that meet established criteria for national significance, suitability, or feasibility as a National Park System unit or affiliated area. NPS will continue to cooperate with Wildlife Prairie Park as directed by Public Law 100-336 for the publication of an interpretive handbook and brochure.

## Contents

<u>Introduction</u>	1
<u>-Definitions</u>	1
<u>-Issues</u>	2
<u>Findings</u>	2
<u>Recommendations</u>	5
<u>-Designation Process</u>	6
<u>-National Significance</u>	6
<u>-Natural Resource Examples</u>	7
<u>-Cultural Resource Examples</u>	8
<u>-Recreation Resource Examples</u>	9
<u>-Suitability and Feasibility</u>	9
<u>-Management Alternatives</u>	10
<u>-Operations and Oversight</u>	11
<u>Revising the Current List</u>	11
<u>Accreditation and Other Assistance</u>	13
<u>Resource Assessment: Wildlife Prairie Park</u>	14
<u>NPS Task Force Members and Consultants</u>	17
<u>Affiliated Areas listed in 1987 Index</u>	18
<u>Public Law 100-336</u>	23

February 1990

## **AFFILIATED AREA CRITERIA REPORT**

### **Introduction**

On June 17, 1988, President Reagan signed Public Law 100-336 authorizing the Secretary of the Interior to prepare an interpretive handbook for Wildlife Prairie Park in Illinois. The act also directs the Secretary to prepare a report on criteria for the elements of national significance and other factors necessary for a proposed area to be considered appropriate as an affiliated area of the National Park System, including an analysis of applicability to Wildlife Prairie Park.

In correspondence with Chairman Vento of the National Parks and Public Lands Subcommittee prior to the enactment of Public Law 100-336, the National Park Service (NPS) agreed that a report on criteria for affiliated areas was needed and began work on this project. A task force was established based on nominations from Park Service Regional and Associate Directors. Basic data about the areas currently listed as affiliated units were collected and analyzed. In addition, the task force reviewed existing criteria for park system units, national historic landmarks, and national natural landmarks. The task force's suggestions for updating existing criteria to additions to the National Park System as well as affiliated areas have been reflected in Chapter 2 of the NPS Management Policies adopted at the end of 1988.

A draft report was reviewed by the NPS Regional and Washington Office Directorate in April of 1988. A revised draft report was then sent to 30 individuals and organizations including members of the National Park System Advisory Board, major national conservation and professional organizations, and several individuals who have expressed an interest in this issue. Ten written comments and one phone call were received offering suggestions that have been considered in the final report.

### **Definitions**

The Act of August 8, 1953, as amended, (popularly known as the General Authorities Act) defines the National Park System as encompassing lands and waters administered by the Secretary of the Interior through the National Park Service for park, monument, historic, parkway, recreational, or other purposes. This definition excludes a number of areas that the National Park Service has some formal, legal, or financial relationship with, but does not "administer." In 1973 the National Park Service began to publish a list of affiliated areas in the National Parks Index. The Index, last published in 1987, defines affiliated areas as "those properties that are neither federally owned nor directly administered by the National Park Service but which utilize NPS assistance."

The category of affiliated areas was developed administratively by the National Park Service to describe areas that we were associated with but did not manage. In this sense, the affiliated category developed by default to encompass areas that did not fit the definition of park system units rather than areas that did meet some specified criteria.

The term "affiliated area" has no clear basis in legislation and does not confer any legal status or importance to a site. NPS has discretion to drop the category from the Index entirely or substitute some other term such as "related" or "associated" areas. The concept of affiliated areas is based on the character of a relationship with the National Park Service rather than a description of resources, significance, or appearance on an official list.

There are several inconsistencies in how the classification has been applied in the past. For example, the Folger Library, Arena Theatre, Corcoran Gallery of Art, Martin Luther King, Jr. Center for Non-violent Social Change, Jubilee Hall at Fisk University, Grant Home, McKinley Tomb and Balboa Park in San Diego have received direct appropriations through the National Park Service budget but never have been classified as affiliated areas. A few park system units such as Theodore Roosevelt Inaugural National Historic Site are operated by a private foundation under a cooperative agreement with NPS. Some other areas have uniformed NPS personnel on site and appear to be administered by the National Park Service, but have been listed as affiliates.

### **Issues**

A review of information about the current list of affiliated areas identified four basic issues:

1. Should criteria for affiliation with the National Park System reflect some less stringent standards for resource significance than those applied to NPS units and national natural or historic landmarks?
2. How should affiliated areas be defined and classified in relation to National Park System units, Wild and Scenic Rivers, National Trail System units, and national natural or historic landmarks? Should affiliated areas be a separate category, or should they be listed as park system units?
3. What role should affiliated areas play in the overall mission and programs of the National Park Service? What type of relationship should NPS have with areas recognized by the Secretary or by Congress as having significant qualities, but that are managed by other entities?
4. What other forms of NPS recognition or endorsement may be appropriate for State or regionally significant resources that are being managed consistent with standards that apply to the National Park System?

### **Findings**

The 1987 National Parks Index includes 30 listings under the heading of affiliated areas (see page 18.) The Index includes separate headings for the Wild and Scenic Rivers System and the National Trails System. The affiliated areas include 6 National Historic Sites, 2 other areas designated by the Secretary of the Interior and 22 areas authorized by acts of Congress. Ebey's Landing and the Pennsylvania Avenue National Historic Site, formerly listed as affiliated areas, are now listed as NPS units. The Old Post Office Tower, formerly listed as an affiliated area, is now considered to be part of the

Pennsylvania Avenue National Historic Site. In 1988 legislation was enacted establishing the Delaware and Lehigh Navigation Canal National Heritage Corridor in Pennsylvania, which will be listed as an affiliated area.

With three exceptions (Pinelands National Reserve, Ice Age National Scenic Trail and Ice Age National Scientific Reserve) the affiliated areas are recognized primarily for cultural or commemorative values. Half of the areas receive no direct financial support from the National Park Service. Some areas receive line item appropriations in the NPS budget while others receive limited financial or technical assistance through general NPS operating funds. NPS regional offices reported that at least four areas listed as affiliates have no current financial or operating relationship with the National Park Service. There is no standard requirement or procedure for NPS oversight of how these areas are managed.

Two of the areas in the 1987 list of affiliates appear to fit the definition of units administered by the National Park Service. For example, all of the properties at the Boston African American National Historic Site are privately owned, but the authorizing legislation specifies that the Secretary shall "administer" the site. NPS has a site manager, full time staff, and substantial responsibilities including restoration, maintenance, and interpretive services. NPS also operates American Memorial Park in Saipan, but it has been classified as an affiliate because the authorizing legislation envisions that this park will eventually be transferred to the Territorial Government.

The definition of "administered" is subject to conflicting interpretations. The legislative history of the 1970 amendments to the 1953 "General Authorities Act" does not offer any guidance on the intent of Congress in defining the park system as land or waters administered through NPS, and excluding "miscellaneous areas." In most common usage, "administered" means to manage or direct and for NPS this implies ownership of land, waters, or facilities. However, comments from the Solicitor's Office have suggested that land or a program can be administered without having direct management responsibility. For example, the National Trails System Act specifies that the Secretary (through the National Park Service) "administers" certain national historic trails although all of the land along the trail may be managed by other agencies or private owners. As in the case of Boston African American NHS, it appears that the National Park Service can "administer" an area through cooperative agreements rather than direct Federal ownership and management of land.

Webster's New World Dictionary offers two primary definitions for affiliate: 1) to take in as a member and 2) to connect or associate oneself with. Associate is defined as "to join together; connect; ...bring into a relationship as a partner, friend, etc..." The Oxford Dictionary defines affiliate as "to adopt as a branch or member of a society." The National Park Service has established connections or associations with more than 2,300 national natural and historic landmarks. Thousands of other areas listed on the National Register of Historic Places, recipients of grants for historic preservation or Land and Water Conservation Fund recreation projects, and technical assistance programs also have an association with the National Park Service. However, as of January 1990 only 355 areas have been "taken in" as members of the National Park System.

Recent interest in adding new areas to the category of affiliated units has most often been expressed for places that are seeking national recognition and some technical or financial assistance from the National Park Service. Many proposals for new NPS units or affiliated areas are being developed to address local interests in promoting tourism and economic development. These proposals frequently appear to be seeking "membership" as a unit of the National Park System without necessarily meeting the qualifications for admission or any assurance of maintaining standards applicable to other NPS units. If the list of affiliated areas is continually expanded to include areas that are not really of National Park System quality, the prestige and importance of such designations will deteriorate. The National Park System also runs the risk of losing its distinctive character if it expands indefinitely to include additional areas of State or local importance.

Affiliated area status sometimes has been suggested as a convenient or practical way of addressing new area proposals for resources that do not meet standards or national significance. This approach may at first seem to be a reasonable accommodation to local pressures, but it does not help allocate financial and technical assistance to the areas that are most important. If the criteria for affiliated areas did not include national significance, affiliates would have to be a lower priority for technical or financial assistance than the existing units of the National Park System and the more than 2,300 existing national historic and natural landmarks that are nationally significant.

National significance is only one criterion for eligibility for addition to the national park system. Other criteria in the 1988 management policies include:

1. Suitability and feasibility: an area will be considered suitable for addition to the national park system if it represents a theme or type of resource that is not already adequately represented in the National Park System or otherwise protected. To be feasible as a new unit, an area must be of sufficient size and appropriate configuration considering natural systems and/or historic settings to ensure long term protection of resources, accommodate public use, and have potential for efficient administration at reasonable cost.
2. Management alternatives: An area will not usually be recommended for addition to the park system if other arrangements can provide adequate protection for the resource and opportunities for public enjoyment.

These criteria distinguish between landmarks that are often relatively small natural areas or historic structures still being used, and potential park system units suitable for public visitation. They also recognize that many significant areas that would otherwise be eligible for addition to the National Park System may be adequately protected by other Federal agencies, State or local governments, or the private sector.

Designation as a national natural or historic landmark does not always provide the type of protection, assistance, or recognition sought by potential affiliated areas. Most landmarks, or areas that are eligible to be a national



landmark, merit attention and assistance without necessarily being added to the National Park System. A small number of these areas may deserve special recognition by Congress and help from the National Park Service beyond the assistance that is normally available from established programs. Affiliated area status can be an appropriate and useful way to recognize a select group of nationally significant areas managed by others consistent with standards that apply to the National Park System. Affiliation offers an alternative to creating a new unit of the National Park System to address issues that can best be handled through a cooperative arrangement. Other programs of recognition and technical or financial assistance also may be appropriate for State, local, or regionally significant resources.

### **Recommendations**

The title of affiliated area should be used for a select group of nationally significant areas that have a formal cooperative relationship with the National Park Service. The primary purpose of affiliated area "status" should be to recognize the significance of the resources and affirm that the area is being managed consistent with standards that apply to National Park System units.

*Recognition or designation as an affiliated area should not be considered to be a stepping stone toward status as a unit of the National Park System, nor should it be used simply to provide funding for such areas through the National Park Service budget.* Affiliated areas should be eligible for technical and, in some cases, financial assistance but this assistance should be limited to the minimum necessary for carrying out a cooperative management arrangement. Affiliated status should not be conferred on areas primarily to supplement existing grant programs or provide special appropriations by Congress. Areas that receive special appropriations from Congress or technical assistance projects would not be considered affiliated areas if they were not nationally significant and did not involve a continuing cooperative relationship with the National Park Service.

Such a definition for affiliated areas would not diminish the importance of NPS providing technical or financial assistance to many other areas including national natural and historic landmarks, rivers, trails, and other special projects. Under the National Historic Preservation Act and the Outdoor Recreation Act of 1963 NPS has general authority to provide technical assistance to public and private sites that are not necessarily of national significance. Congress is likely to continue providing special appropriations to a few areas through the National Park Service budget regardless of national significance and without specifying any operating relationship to the National Park Service. These areas would not be considered affiliates. The proposed definition would draw a distinction between the thousands of areas that NPS is associated with and a smaller set of areas that are affiliated through a more formal relationship with the National Park System.

Criteria for National significance should be consolidated. The same criteria for national significance should apply to affiliated areas and potential new NPS system units. However, additional criteria for suitability, feasibility, and management alternatives should be used to define which significant areas are appropriate for management by NPS and which areas should be managed by

others. Suitability and feasibility criteria for potential affiliated areas need to address the ability of others to effectively manage the resource, and continue operations at a standard commensurate with National Park System units.

### **Designation Process**

The National Park Service established the title and list of affiliated areas on its own initiative in 1973. Although Congress decides what areas to authorize, NPS has quite broad discretion on how to classify areas that do not clearly fit the definition of National Park System units. In recent years, an increasingly complex variety of designations and relationships have become almost impossible to put into neatly defined categories.

Congress should recognize the category of affiliated areas, endorse the criteria for eligibility, and agree that a study process will precede any designations. This study process should be similar to the studies that are conducted prior to authorization of new NPS units: 1) a reconnaissance survey to determine resource significance, current uses, and potential threats, and 2) a study of alternatives to assess management options. Designation as an affiliated area also should include provisions for periodic review and removal from the list if certain standards are not being maintained or if the reasons for affiliation no longer apply.

The definition in the Index should be revised and areas would be defined as affiliated units of the National Park System if:

1. Congress or the Secretary have determined that they meet criteria for national significance, and
2. The resources can be most efficiently and effectively managed by a cooperative arrangement with the National Park Service instead of direct operation as a unit of the National Park System, and
3. NPS has some continuing responsibility for technical or financial assistance and oversight of the area's management.

As noted above, the primary purpose of affiliation should be to recognize significant resources and encourage their protection outside of the National Park System. Technical and financial assistance would be secondary purposes of affiliated area status. The proposed definition would exclude the majority of national landmarks that do not have an on-going cooperative agreement with the National Park Service. It would include only those areas that have an active relationship with the Service and the System.

### **National Significance**

Three sets of criteria for national significance are recognized by NPS:

1. The 1988 NPS Management Policies include criteria for evaluating potential additions to the system, organized by natural, cultural, and recreational categories.

2. In 1983 criteria for National Historic Landmarks were published in the Federal Register. The significance criteria for national historic landmarks are essentially the same as those for new parks under the heading of cultural resources in the 1988 Management Policies but there are some editorial differences.

3. In 1987 the national natural landmarks program adopted a special set of national significance criteria for potential landmarks. Different criteria are now recognized to determine significance of potential national natural landmarks and potential park system units.

The 1978 NPS Management Policies included criteria for national recreation areas adapted from the Recreation Advisory Council in 1963. However, these criteria were for a designation (NRA as opposed to park, monument, etc.) and do not directly address resource significance. The 1988 management policies include examples of recreation resources that may be nationally significant.

These various sets of national significance criteria re confusing and do not appear to be consistent with the definitions in the Act of 1953, as amended, which emphasizes the park system as "a cumulative expression of a single national heritage..."

This situation can be improved by adopting one set of criteria for national significance. These criteria would recognize the responsibilities of the National Park Service to manage units of the System and assist others in protecting significant resources. The criteria also should reflect one general standard of national significance, supplemented by more detailed examples that apply to natural, cultural, and recreational resources.

To be eligible for favorable consideration as an affiliated area or unit of the National Park System an area first must be nationally significant as determined by a professional evaluation by the National Park Service or by Congress. Professional evaluations by the National Park Service may include consultation with National Park System Advisory Board. A natural, cultural, or recreational resource may be considered nationally significant if it meets all of the following criteria as outlined in the 1988 NPS Management Policies:

1. It is an outstanding example of a particular type of resource.
2. It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.
3. It offers superlative opportunities for recreation, public use, and enjoyment or for scientific study.
4. It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of the resource.

**Natural Resource Examples Include:**

-an outstanding site that illustrates the characteristics of a landform or biotic area that is still widespread

- a rare remnant natural landscape or biotic area of a type that was once widespread but is now vanishing due to human settlement and development.
- a landform or biotic area that has always been extremely uncommon in the region or nation
- a site possessing exceptional diversity of ecological components (species, communities, habitats) or geologic features (landforms observable manifestations of geologic processes).
- a site containing biotic species or communities whose natural distribution at that location makes them unusual (a relatively large population at the limit of its range, or an isolated population).
- a site harboring a concentrated population of a rare plant or animal species, particularly one officially recognized as threatened or endangered
- a critical refuge necessary for the continued survival of a species
- a site containing rare or unusually abundant fossil deposits.
- an area with outstanding scenic qualities such as dramatic topographic features, unusual contrasts in landforms or vegetation, spectacular vistas, or other special landscape features.
- a site that is an invaluable ecological or geological benchmark due to an extensive and long-term record of research and scientific discovery.

**Cultural Resource Examples Include:**

Districts, sites, buildings, structures or objects that possess exceptional value or quality in illustrating or interpreting our heritage and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association. Examples of cultural resources that may be nationally significant include ones that:

- are associated with events that have made a significant contribution to and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained.
- are associated importantly with the lives of persons nationally significant in the history of the United States.
- represent some great idea or ideal of the American people.
- embody the distinguishing characteristics of an architectural type specimen, exceptionally valuable for a study of a period, style, or method of construction; or represent a significant, distinctive and exceptional entity whose components may lack individual distinction.

-are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture.

-have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States.

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not considered to be appropriate as additions to the national park system or affiliated areas unless they have transcendent importance, unless they possess inherent architectural or artistic significance, or unless no other site associated with that theme remains.

**Recreation Resource Examples Include:**

-a natural or cultural feature providing a special setting for a variety of recreational activities different from those available at the local or regional level

-a spacious area located near a major population center with the potential to provide exceptional recreational opportunities and to serve visitors from around the nation rather than solely from the immediate vicinity

-an area that protects a unique recreation resource that is scarce and disappearing in a multistate region such as an outstanding recreational river, a unique maritime environment or coastline, or a unique scenic area

-a unique combination of natural, cultural, and recreational resources that collectively offer outstanding opportunities for public use and enjoyment even though each feature might not individually be considered nationally significant.

**Suitability and Feasibility**

An area that is nationally significant also must meet criteria for suitability and feasibility to qualify as a potential addition to the National Park System. The definitions of suitability and feasibility in the 1988 management policies are:

To be suitable for addition to the National Park System an area must represent a natural/cultural theme or type of recreational resource that is not already adequately represented in the national park system unless such an area is comparably represented, protected, and presented for public enjoyment by another land managing entity. Adequacy of representation will be determined on a case-by case basis by comparing

the proposed addition to other units in the National Park System considering differences or similarities in the character, quality, quantity or combination of resources and opportunities for public enjoyment.

To be feasible as a new unit of the National Park System an area must be of sufficient size and appropriate configuration, considering natural systems and/or historic settings, to ensure long-term protection of resources, and to accommodate public use, and it must have potential for efficient administration at a reasonable cost. Important feasibility factors include landownership, acquisition costs, access, threats to the resource, and staff or development requirements.

Based on our review of experience with affiliated areas to date, the following criteria for suitability and feasibility are proposed:

To be suitable and feasible as an affiliated unit an area must:

1. need some special recognition or technical assistance beyond what is available through existing NPS programs, and
2. document that a cooperative arrangement with the National Park Service and contributions from other sources will be adequate to assure long term protection of the resource, and
3. be able to establish and continue a standard of maintenance, operations, public service, and financial accountability consistent with requirements applicable to National Park System units.

### **Management Alternatives**

Areas that are significant, suitable, and feasible additions to the National Park System or affiliated areas may be adequately protected through other arrangements. Studies of potential new park units and affiliated areas will evaluate an appropriate range of management alternatives which may include:

-continued management by States, local governments, Indian tribes, the private sector, or other Federal agencies

-technical or financial assistance through established programs or special projects

-management by others as a designated national natural landmark, national historic landmark, national wild and scenic river, national trail, biosphere reserve, State or local park, or other specially designated and protected area

New additions to the National Park System and affiliated areas will not usually be recommended if other arrangements can provide adequate protection for the resource and opportunities for public enjoyment. Cooperative management as an affiliated area is one alternative to establishment of a new National Park System unit.

## Operations and Oversight

If areas are to be recognized and identified to the public as affiliated units of the National Park System, they should meet certain basic operational standards. These standards are important to assure the quality of visitor services and resource management being presented to the public as affiliated with the National Park Service. Cooperative agreements should follow a standard outline and address issues including:

- planning and technical assistance
- liability and insurance for facilities and employees
- volunteer-in-parks status for staff
- fee rates and collection policies
- hours and days of operation
- review and approval of annual budgets
- use of NPS logo on signs and literature
- standards for concession operations
- content and scope of interpretive programs
- review and approval of sales items
- limits on uses of appropriated funds for lobbying
- non-discrimination in employment
- accessibility for disabled visitors

Some of these issues may not apply to every affiliated area. For example, NPS review and approval of annual budgets would only be necessary where NPS is providing funds for site operations. Where an area such as Roosevelt Campobello International Park is established by a treaty, NPS oversight authority may be limited. Each cooperative agreement will have to define those issues relevant to the resource and the type of arrangement with the National Park Service. Affiliated status should be recognized as being subject to periodic review for consistency with established standards and Congress or the Secretary could delete areas based on NPS recommendations.

Maintaining oversight on these points will require all cations of staff, funds, and time in the regional offices or near-by park system units. This could include a formal annual operations evaluation. Funding for affiliated areas must compete with other priorities for existing units of the National Park System. The authorization of new affiliated areas should be carefully limited and consider fiscal constraints. Options for funding technical assistance and oversight of affiliated areas include establishing a line item appropriation, adding funds to base operating accounts, or reallocating funds from other sources.

## Revising the Current list

The National Parks Index is provided for public convenience and does not convey any status to an area other than what is contained in Congressional or Secretarial designations. The list should provide the public with information about areas they may want to visit and where they may expect to find outstanding resources being managed to meet consistent standards. The Office of Public Affairs currently has lead responsibility for determining whether areas are

listed in the Index as park system units, affiliated areas, or other related units. Decisions are made by the Director based on recommendations by the History Division and the Office of Legislation. Although the categories in the Index are generally clear, several inconsistencies have been identified.

NPS currently has authority to revise the Index without further action by Congress. However, Congress could formally recognize affiliated areas, endorse the proposed criteria, and revise the list as suggested or "grandfather" some of the areas listed as affiliates in the 1987 Index. In any event, NPS has adopted clearer procedures for deciding whether areas will be listed as units or affiliated areas. This decision will be based on the specific wording of the enabling legislation or Secretarial designation focusing on what authority NPS has to administer the area, regardless of who owns the land. Consistent with past practices, some listings may have to note that no facilities are open or available to the public at certain sites. The next edition of the Index should:

1. Delete National Historic and Scenic Trails from the affiliated category and list all national trails separately unless they fit the definition of a NPS unit. The Santa Fe National Historic Trail and the Trail of Tears appear to fit the definition of a unit.

2. Reclassify areas on the affiliated list that do not have any current, active relationship with the National Park Service. These include the David Berger Memorial, Father Marquette Memorial, and McLoughlin House NHS. After consulting with the managers of these areas, NPS should determine if a more active, formal relationship with NPS should be established or if they should be listed under some other category or dropped from the Index.

3. List areas that the National Park Service manages as NPS units or recognize them as parts of another management unit.

- Boston African American NHS has been recognized as a National Park System unit and should be listed accordingly.

- American Memorial Park is managed by NPS and could be listed as a NPS unit until it is turned over to the Commonwealth of the Northern Mariana Islands.

- Steamtown National Historic Site also should be listed as a unit since the Secretary is authorized to administer the site and acquire the property.

- Jamestown NHS should be noted as a private area within Colonial NHP.

- Gloria Dei Church and the Benjamin Franklin National Memorial should be noted as parts of Independence NHP.

- Chicago Portage National Historic Site should be incorporated into the Illinois and Michigan Canal National Heritage Corridor



The National Park Service manages easements but no facilities in the Green Springs National Historic Landmark District. Classifying this as a unit of the National Park System may create confusion for landowners and potential visitors, so it would be reasonable to retain Green Springs on the affiliated list.

With these adjustments, affiliated areas could be listed *separately*, or they could be added to the list of park system units with some appropriate notation to indicate that they are not managed by NPS. Adoption of the recommendations above would leave only 14 areas to be listed separately as affiliated units:

Blackstone River Valley National Heritage Corridor, MA, RI  
Chimney Rock National Historic Site, NE  
Delaware and Lehigh Navigation Canal National Heritage Corridor, PA  
Green Springs Historic District, VA  
Historic Camden, SC  
Ice Age National Scenic Reserve, WI  
Illinois and Michigan Canal National Heritage Corridor, IL  
International Peace Garden, ND  
Mary McLeod Bethune Council House National Historic Site, DC  
Pinelands National Reserve, NJ  
Red Hill Patrick Henry National Memorial, VA  
Roosevelt Campobello International Park, New Brunswick  
Sewall-Belmont House National Historic Site, DC  
Touro Synagogue National Historic Site, RI

#### **Accreditation and Other Assistance**

In the course of this study, suggestions have been made for establishing a new category of "accredited areas" or other forms of special recognition by the National Park Service for areas that did not meet the established criteria of significance as a potential unit or affiliated area. We have reviewed these suggestions and determined that no new programs are necessary or desirable because:

-existing NPS programs and authorities provide adequate opportunities to assist, encourage, and recognize accomplishments outside of the National Park System in protecting natural, cultural, and recreation resources.

-a new program could open NPS to demands from an virtually endless universe of areas seeking financial assistance and requiring commitments of NPS staff to monitor compliance with standards.

-a program of "accreditation by" NPS would duplicate programs currently operated by the American Museum Association, American Association of Zoological Parks and Aquariums, American Automobile Association, and other National, State, or local professional, travel, and tourism organizations.

Areas managed by or affiliated with the National Park Service are a relatively small part of the Nationwide system of parks, forests, refuges, and recreation areas that serve the public. Areas managed by States, local governments, the

private sector, and other Federal agencies often make important contributions to the overall mission of the National Park Service. Some of these areas merit special recognition whether or not they meet the established criteria for national significance.

The National Park Service operates several programs to provide assistance and support for areas outside of the National Park System or designation as affiliated areas. For example:

- cultural resources may be listed on the National Register of Historic places as being worthy of preservation, deserving special consideration in planning for federal or federally assisted projects, and eligible for certain federal tax benefits.

- nationally significant natural resources may be designated as national natural landmarks.

- nationally significant cultural resources may be designated as national historic landmarks.

- resources of international importance may be designated world heritage sites or Biosphere reserves.

- rivers may be designated as components of the wild arid scenic river system,

- trails on state, local, private, or federal lands may be designated as national recreation trails by the Secretary of the Interior.

- State and local governments may apply for grants and technical assistance to support historic preservation, acquisition and development of recreational facilities, and conservation of rivers, trails, and other resources when funds are available.

- States, local governments, organizations, and individuals may receive awards through the Take Pride in America program for accomplishments in promoting stewardship of natural and cultural resources.

A wide variety of additional programs providing technical and financial assistance are operated by other Federal agencies including the Forest Service, Fish and Wildlife Service, Commerce Department, and Environmental Protection Agency. These programs provide numerous opportunities to assist and encourage resource protection without the direct involvement of the National Park Service.

#### **Resource Assessment: Wildlife Prairie Park**

Wildlife Prairie Park is located approximately 10 miles west of Peoria, Illinois and three miles south of Interstate 74. The park contains approximately 1,860 acres and was originally purchased by the Forest Park Foundation as a site for breeding endangered animals for the Brookfield Zoo.

Most of the park is covered by deciduous woods and open meadows. A lake and several ponds provide habitat for waterfowl. Approximately 350 acres of the park were strip mined to extract coal and have been reclaimed. Developed areas within the park include a visitor center, museum, meeting rooms, four dining rooms, picnic shelters, food concessions, pioneer farmstead, petting zoo, playground, country store, narrow gauge railroad with depot and entertainment pavilion, access roads, parking for over 900 cars, log cabins and reconstructed railroad cabooses providing overnight accommodations for visitors.

The major attraction of the park is the wildlife display featuring native North American species that were once indigenous to this part of Illinois. These include bison, elk, deer, fox, badger, bobcat, wolves, coyote, mountain lion, bald eagle, and black bear. These displays are primarily large enclosures that give visitors the impression that the animals are free roaming. Elk and bison are kept in enclosures of several hundred acres. Bald eagle are in a flight cage constructed from mesh netting and telephone poles.

Wildlife Prairie Park is operated by the Prairie Park Foundation entirely supported by private contributions, admission fees, and proceeds from concession operations. The foundation and park operations depend heavily on volunteers. The weekday admission fee is \$3.50 for adults, \$1.75 for teens 13-17, \$1.25 for children 5-12. Weekend fees are slightly higher.

A basic mission of Wildlife Prairie Park is to present plant and animal species native to Illinois in their natural habitats to provide visitors with a better understanding of their environment through education, conservation, and recreation. The park also interprets some facets of Illinois history, focusing on the pioneer experience. Park staff and volunteers provide guided tours, films, and demonstrations. The park has a strong program with the local school system for science study, and emphasizes promotion of a conservation ethic.

Wildlife Prairie Park does not contain any natural or cultural resources recognized by previous NPS theme studies as being unique or outstanding. A natural history theme study of the central lowlands completed in 1982 identified 188 other sites considered to have potential for recognition as nationally significant natural resources. Sixteen of these sites are in Illinois. The historic resources at Wildlife Prairie Park consist primarily of structures that have been moved from their original locations and thus lack the integrity required to meet NPS standards for national significance. None of these structures has been nominated by the State Historic Preservation Officer to the National Register of Historic Places.

Wildlife Prairie Park is an excellent example of private sector efforts to present native wildlife for public enjoyment and education. It provides a high quality recreational experience in a setting that combines developed area with a commendable reconstruction of historic and natural settings. Wildlife Prairie Park interprets natural and historic features that are not especially well represented in the National Park System. However, the park encompasses resources that do not meet established criteria for national significance. The park is not feasible and suitable as a NPS unit or affiliated area because the area does not encompass a reasonably complete ecosystem or natural habitat and

it does not need any special assistance from the National Park Service to continue its current operations.

Continued management exclusively by the Prairie Park Foundation is a reasonable and appropriate alternative to adding Wildlife Prairie Park to the National Park System as a unit or an affiliated unit. Cooperation with the National Park Service on planning, operations, wildlife and natural resource management, or other issues can take place under current authorities. Work is underway by the National Park Service to prepare the interpretive handbook envisioned by Public Law 100-336.

A finding that Wildlife Prairie Park does not meet criteria as a NPS unit or affiliated area does not diminish its worth to the public and the people of Illinois, the midwest region, and the nation as a whole. Wildlife Prairie Park offers opportunities that are different from those provided by the National Park System and affiliated areas. The combination of natural, cultural and recreational resources of Wildlife Prairie Park can be considered to be of State and regional significance.

### **NPS Task Force Members and Consultants**

Carol Aten, Policy Division  
Warren Brown, Planning and Special Studies (task force coordinator)  
John Blair, National Capital Region  
Doug Faris, Southwest Region  
Steve Golden, North Atlantic Region  
Mike Gordon, Mid-Atlantic Region  
Al Hutchings, Midwest Region  
Reid Jarvis, Pacific Northwest Region  
Ron Johnson, Denver Service Center  
Peggy Lipson, Legislation Division  
Barry- Mackintosh, History Division  
Lorraine Mintzmyer, Rocky Mountain Region  
Duncan Morrow, Public Affairs Division  
Ray Murray, Western Region  
Jim O'Toole, Lincoln Home NHS  
Eldon Reyer, Southwest Region  
Ted Sudia, Senior Scientist

### **Individuals and Conservation or Professional Organizations Consulted**

James Blomquist, Sierra Club  
John Bryant, National Park Foundation  
Robert Burley, National Park System Advisory Board  
Mrs. Remedios Diaz-Oliver, National Park System Advisory Board  
Russell Dickenson, National Park System Advisory Board  
Warren DeWalt, Illinois Audubon Society  
Brock Evans, National Audubon Society  
Douglas Eiken, National Assoc. of State Outdoor Recreation Liaison Officers  
Raymond Freeman, American Society of Landscape Architects  
Earl Harmon National Park System Advisory Board  
Eric Hertfelter, National Conference of State Historic Preservation Officers  
Jean Hocker, Land Trust Exchange  
Caroline Hum, National Park System Advisory Board  
Robert Jenkins, The Nature Conservancy  
Don Klima, Advisory Council on Historic Preservation  
Alfonz Lengyel, National Park System Advisory Board  
Charles Meacham, National Park System Advisory Board  
Patrick Noonan, The Conservation Fund  
Paul Pritchard, National Parks and Conservation Association  
William K. Reilly, The Conservation Foundation  
Holly Robinson, National Park System Advisory Board  
William Rutherford, Forest Park Foundation  
Joseph Sax, University of California  
Barry Tindall, National Recreation and Park Association  
Bryan Wagner, National Park System Advisory Board  
Anne Walker, National Park System Advisory Board  
J. Jackson Walter, National Trust for Historic Preservation  
Geoffrey Webb, Friends of the Earth  
Harry Wetzal, National Park System Advisory Board  
Robin Winks, Yale University  
Steve Whitney, The Wilderness Society

## Affiliated Areas

In an Act of August 18, 1970, the National Park System was defined in law as "any area of land and water now or hereafter administered by the Secretary of the Interior through the National Park Service for park, monument, historic, parkway, recreational or other purposes." The same law specifically excludes "miscellaneous areas administered in connection therewith," that is, those properties that are neither federally owned nor directly administered by the National Park Service but which utilize NPS assistance.

The Affiliated Areas comprise a variety of locations in the United States and Canada that preserve significant properties outside the National Park System. Some of these have been recognized by Acts of Congress, others have been designated national historic sites by the Secretary of the Interior under authority of the Historic Sites Act of 1935. All draw on technical or financial aid from the National Park Service.



**Roosevelt Campobello International Park**

**American Memorial Park**  
P.O. Box 198 CHRB  
Saipan, CM 96950

This site on Tanapag Harbor, Saipan, in the Northern Mariana Islands, will be developed as a recreational park and memorial honoring those who died in the Marianas Campaign of World War II. LIMITED PUBLIC FACILITIES. Authorized Aug. 18, 1978.  
*Acreage—133, all nonfederal.*

**Benjamin Franklin National Memorial**  
The Franklin Institute  
20th and Benjamin Franklin Parkway  
Philadelphia, PA 19103

In the Rotunda of the Franklin Institute the colossal seated statue of Franklin, by James Earle Fraser, honors the inventor-statesman. Designated Oct. 25, 1972. Owned and administered by the Institute.  
*Acreage—0.01, all nonfederal.*

**Blackstone River Valley National Heritage Corridor**  
c/o Blackstone River Valley National Heritage Corridor Commission, National Park Service  
15 State Street  
Boston, MA 02109

The American Industrial Revolution had its roots here along some 40 miles of river and canals running from Worcester, Massachusetts, to Providence, Rhode Island. The mills, villages, and associated transportation networks in the Blackstone Valley together tell the story of the industrialization of 18th and 19th century America. LIMITED PUBLIC FACILITIES. Established Nov. 10, 1986.  
*Acreage—263,901, all nonfederal.*

**Boston African American National Historic Site**  
46 Joy Street  
Boston, MA 02114

The site contains 15 pre-Civil War black history structures, including: the Afro American Meeting House, the oldest black church in New England; the Phillips School, integrated in 1855; and the Abiel Smith School. Some of the structures are open by appointment only. LIMITED PUBLIC FACILITIES. Authorized Oct. 10, 1980.  
*Acreage—undetermined.*

**Chicago Portage National Historic Site**  
c/o Cook County Forest Preserve, Cummings Square,  
River Forest, IL 60305

A portion of the portage discovered by French explorers Jacques Marquette and Louis Joliet is preserved here. Used by pioneers as a link between the Great Lakes and the Mississippi, the portage was one of the economic foundations of Chicago. Designated Jan. 3, 1952. Owned and administered by Cook County.  
*Acreage—91.20, all nonfederal.*

**Chimney Rock National Historic Site**  
c/o Scotts Bluff National Monument, P.O. Box 427  
Gering, NE 69341

As they traveled west, pioneers camped near this famous landmark, which stands 500 feet above the Platte River along the Oregon Trail. Designated Aug. 2, 1956. Owned by Nebraska; administered by the city of Bayard, the Nebraska State Historical Society, and the National Park Service under a cooperative agreement of June 21, 1956.  
*Acreage—83.86, all nonfederal.*

**David Berger National Memorial**  
Jewish Community Center of Cleveland  
3505 Mayfield Road  
Cleveland Heights, OH 44118

This site honors the memory of the 11 Israeli athletes who were assassinated at the 1972 Olympic Games in Munich, Germany. One of these was David Berger, who was an American citizen. Administered by the Jewish Community Center of Cleveland. Authorized March 5, 1980.  
*Acreage—0.5, all nonfederal.*

**Father Marquette  
National Memorial**  
Parks Division, Michigan  
Department of Natural  
Resources, P.O. Box 30028  
Lansing, MI 48909

The memorial pays tribute to the life and work of Father Jacques Marquette, French priest and explorer. It is located in Straits State Park near St. Ignace, Mich., where he founded a Jesuit mission in 1671 and was buried in 1678.  
Authorized Dec. 20, 1975.  
*Acreage—52, all nonfederal.*

**Gloria Dei (Old Swedes')  
Church National Historic Site**  
Delaware Avenue and  
Christian Street  
Philadelphia, PA 19106

This is the second oldest Swedish church in the United States and was founded in 1677. The present structure, a splendid example of early Swedish church architecture, was erected about 1700.  
Designated Nov. 17, 1942. Church site owned and administered by Corporation of Gloria Dei (Old Swedes') Church.  
Boundary change: Aug. 21, 1958.  
*Acreage—3.73 Federal: 2.08 Nonfederal: 1.65.*

**Green Springs  
Historic District**  
c/o Fredericksburg  
and Spotsylvania County  
Battlefields Memorial  
National Military Park  
P.O. Box 679  
Fredericksburg, VA 22401

This portion of Louisa County in Virginia's Piedmont is noted for its concentration of fine rural manor houses and related buildings in an unmarred landscape. In 1973, the area was declared a Virginia Historic Landmark and also nominated to the National Register of Historic Places. The next year the district was declared a National Historic Landmark by the Secretary of the Interior. On December 12, 1977, the Secretary agreed to accept preservation easements for nearly half of the 14,000 acres in the district. NO PUBLIC FACILITIES.

**Historic Camden**  
Camden District Heritage  
Foundation, Camden  
Historical Commission  
Box 710  
Camden, SC 29020

This early colonial village was established in the mid-1730s and was known as Fredricksburg Township. In 1768 the village was named Camden in honor of Charles Pratt, Lord Camden, a British Parliamentary champion of Colonial rights. The site was occupied by the British under Lord Cornwallis from May 1, 1780, until May 9, 1781. Camden was one of the few frontier settlements where two Revolutionary War battles were fought: August 16, 1780 and April 25, 1781.  
Authorized May 24, 1982.  
*Acreage—104.5, all nonfederal.*

**Ice Age  
National Scenic Trail**  
(See National Trails System)

**Ice Age  
National Scientific Reserve**  
Wisconsin Department of  
Natural Resources, Box 7921  
Madison, WI 53707

This first national scientific reserve contains nationally significant features of continental glaciation. State parks in the area are open to the public.  
Authorized Oct. 13, 1964.  
*Acreage—32,500, all nonfederal.*

**Iditarod  
National Historic Trail**  
(See National Trails System)

**Illinois and Michigan Canal  
National Heritage Corridor**  
30 North Bluff Street  
Joliet, IL 60435

Completed in 1848, this canal and the railroads that paralleled it were instrumental in opening up the west and in the growth of Chicago. Today it is the core of a system of parks and recreational activities.  
Designated: Aug. 24, 1984.  
*Acreage—322,000, all nonfederal.*



**International Peace Garden**  
P.O. Box 419  
Dunseith, ND 58637

Peaceful relations between Canada and the United States are commemorated here. North Dakota holds the 888-acre U.S. portion for International Peace Garden, Inc., which administers the area for North Dakota and Manitoba. The National Park Service has assisted in the master plan.

Originated by North Dakota in 1931; federal aid authorized in acts of Oct. 25, 1949; June 28, 1954; Aug. 28, 1958; Oct. 26, 1974.

*Acreage—2,330.30, all nonfederal.*

**Jamestown**  
**National Historic Site**  
c/o Association for the  
Preservation of Virginia  
Antiquities, John Marshall  
House, 2705 Park Avenue  
Richmond, VA 23220

Part of the site of the first permanent English settlement in North America (1607) is on the upper end of Jamestown Island, scene of the first representative legislative government on this continent, July 30, 1619.

Designated Dec. 18, 1940. Owned and administered by Association for the Preservation of Virginia Antiquities. Remainder of Jamestown site and island is part of Colonial National Historical Park.

*Acreage—20.63, all nonfederal.*

**Lewis and Clark**  
**National Historic Trail**  
(See National Trails System)

**McLoughlin House**  
**National Historic Site**  
Oregon City, OR 97045

Dr. John McLoughlin, often called the "Father of Oregon," was prominent in the development of the Pacific Northwest as chief factor of Fort Vancouver. He lived in this house from 1847 to 1857.

Designated as McLoughlin Home National Historic Site June 27, 1941; name changed to McLoughlin House National Historic Site Jan. 16, 1945. Owned and administered by McLoughlin Memorial Association.

*Acreage—0.63, all nonfederal.*

**Mary McLeod Bethune**  
**Council House**  
**National Historic Site**  
1318 Vermont Avenue, NW  
Washington, DC 20005

This is the headquarters of the National Council of Negro Women established by Mary McLeod Bethune in 1935. It also commemorates her leadership in black women's rights movements from 1943 to 1949. She also was a founder of Bethune-Cookman College in Florida.

Designated Oct. 15, 1982.

**Mormon Pioneer**  
**National Historic Trail**  
(See National Trails System)

**North Country**  
**National Scenic Trail**  
(See National Trails System)

**Oregon**  
**National Historic Trail**  
(See National Trails System)

**Overmountain Victory**  
**National Historic Trail**  
(See National Trails System)

**Pinelands National Reserve**  
c/o Mid-Atlantic Region  
National Park Service  
143 S. Third Street  
Philadelphia, PA 19106

The largest essentially undeveloped tract on the Eastern seaboard, exceeding one million acres, the area is noted for its massive water resources with myriad marshes, bogs, ponds, and the dwarfed pines from which it gets its name. The reserve concept envisions close, cooperative preservation efforts among federal, state, and local governments and private property owners. LIMITED PUBLIC FACILITIES. Includes some state parks and forests.  
Authorized Nov. 10, 1978.

**Red Hill Patrick Henry National Memorial**  
Patrick Henry Memorial Foundation  
Brookneal, VA 24528

The law office and grave of the fiery Virginia legislator and orator are preserved at this small plantation along with a reconstruction of Patrick Henry's last home, several dependencies, and a museum.  
Authorized: May 13, 1986.  
*Acreage—117 acres, all nonfederal.*

**Roosevelt Campobello International Park**  
c/o Executive Secretary  
Roosevelt Campobello International Park Commission  
P.O. Box 97, Lubec, ME 04652

President Franklin D. Roosevelt was stricken here at his summer home in New Brunswick, Canada, at the age of 39 by poliomyelitis. This is the first international park to be administered by a joint commission.  
Established July 7, 1964. Owned and administered by a United States-Canadian Commission.  
*Acreage—2,721.50, all nonfederal.*

**Sewall-Belmont House National Historic Site**  
144 Constitution Avenue, NE  
Washington, DC 20002

Rebuilt after fire damage from the War of 1812, this red brick house is one of the oldest on Capitol Hill. It has been the National Woman's Party headquarters since 1929 and commemorates the party's founder and women's suffrage leader, Alice Paul, and associates. OPEN ON A LIMITED BASIS.  
Authorized Oct. 26, 1974.  
*Acreage—0.35, all nonfederal.*

**Steamtown National Historic Site**  
P.O. Box 1280  
Scranton, PA 18501

Steam locomotives, a historic roundhouse, switchyard, and associated buildings, track, and equipment are preserved here. PLANNING UNDERWAY.  
Authorized Oct. 18, 1986.

**Touro Synagogue National Historic Site**  
85 Touro Street  
Newport, RI 02840

One of the finest examples of colonial religious architecture, designed by Peter Harrison, this synagogue is the present-day place of worship of Congregation Jeshuat Israel.  
Designated Mar. 5, 1946. Owned by Congregation Shearith Israel, New York City. The National Park Service lends technical assistance for preservation of the building under a cooperative agreement with the two congregations.  
*Acreage—0.23, all nonfederal.*

Public Law 100-336  
100th Congress

## An Act

To authorize the Secretary of the Interior to provide assistance to Wildlife Prairie Park, in the State of Illinois, and for other purposes.

June 17, 1988  
[H.R. 1100]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* The Secretary of the Interior (hereinafter referred to as the "Secretary") in recognition of the efforts to create Wildlife Prairie Park, is authorized and directed to prepare and make available within two years after the date of enactment of this Act to the Forest Park Foundation for publication and distribution, an interpretive handbook describing that area of approximately one thousand eight hundred acres near Peoria, Illinois, owned by the Forest Park Foundation and designated as the Wildlife Prairie Park. The handbook shall describe the purposes of the Wildlife Prairie Park, the historical, cultural, and ecological values, the methods of site acquisition and development, the management goals and the facilities that exist for public use.

Conservation.  
National parks,  
monuments, etc.

SEC. 2. (a) The Secretary shall, in consultation with interested conservation, professional, and park management organizations and individuals, prepare and submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report of criteria for the elements of national significance and other factors necessary for a proposed area to be considered appropriate for inclusion as an affiliated area of the National Park System including an analysis of applicability to Wildlife Prairie Park. In addition the report shall address the responsibilities to be required of the operators of an affiliated area and the responsibilities of the National Park Service to any such designated area.

Reports.  
16 USC 1a-5  
note.

(b) The report shall be submitted not later than two years from the date of enactment of this Act and shall provide recommendations by the Secretary of the Interior including but not limited to how criteria for national significance and other factors should be made applicable to future proposed affiliated areas, when such areas are considered by the Secretary. The Secretary shall also recommend any criteria or procedures for such considerations by the Congress including recommendations for legislative action.

SEC. 3. There are authorized for appropriation such sums as may be necessary to carry out the purposes of this Act.

Appropriation  
authorization.

Approved June 17, 1988.

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**LEGISLATIVE HISTORY—H.R. 1100:**

HOUSE REPORTS: No. 100-186 (Comm. on Interior and Insular Affairs).  
SENATE REPORTS: No. 100-374 (Comm. on Energy and Natural Resources).  
CONGRESSIONAL RECORD:  
Vol. 133 (1987): June 29, considered and passed House.  
Vol. 134 (1988): June 6, considered and passed Senate.