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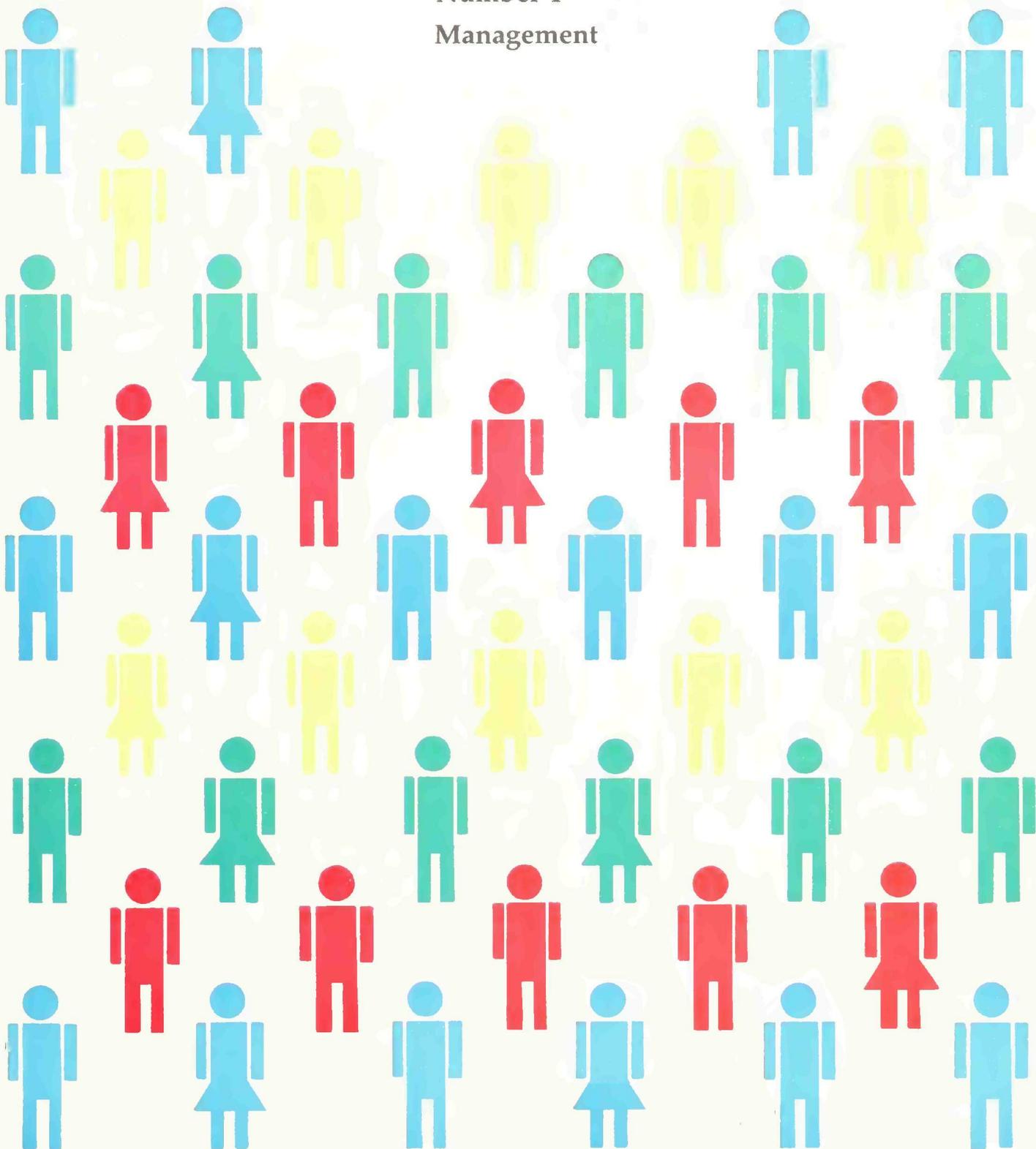
# Trends

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## Trends

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# The Challenge of Managing Park and Recreation Areas

by William W. Davis, Ph.D.

Challenges come to us daily in many forms and in many ways. Whether they are personal or professional challenges, all of us meet them in some manner. To cope with these ever-present opportunities, we develop problem solving strategies which become personalized; a synergism of our background, educational training and on-the-job experience. Walking into any bookstore and seeing shelves overflowing with advice on everything needed for "greeting, meeting or defeating" challenges should convince us that we, as park and recreation managers, are no different, no more special, than other managers who must survive in today's stressful world.

The skills needed to deal efficiently and effectively with challenges are universal and transferable. Techniques have been developed and their application can be learned. Several of the more popular and interesting books in this category are listed in the "Who Can You Turn To?" section of this publication.

The ability of top executives to move frequently in and out of senior industry and government positions while still having a significant impact on operations at each location, speaks to this point quite well. Many of these highly regarded leaders write of their need to overcome an initial learning curve when starting at a new organization. Failure to study this prerequisite set of data which present the specifics of the actual operation, whether it is making widgets or delivering leisure ser-



Dr. William Davis meets with members of his staff.

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vices, can prove to be a fatal error. Even within the context of transferable leadership skills, then, there is still the need to analyze the dynamic forces at work in the particular industry.

What are the dynamic forces of parks and recreation management which create challenges for us to address? Put another way, if Lee Iacocca walked into your office today, what would you tell him to aid in understanding the situation?

In my estimation, it would be important to know that there are three service sectors — public, private and commercial — which are involved in the delivery of leisure services to the public. Each service sector is unique but they also share common interests. Also,

it is necessary to understand that parks and recreation management varies widely from preservation of natural resources with limited, passive public use to highly capitalized profit centers which maximize public participation.

As a profession, we deal with disposable income and discretionary time. We are subject to wide swings in activity depending upon economic conditions. Significant shifts in the demographics of the American population, with an ever growing segment of older citizens, coupled with changing patterns of industrial and community development from the "rust belt" to the "sun belt," have a major impact on our operations.

Government has recognized

that providing for parks and recreation is an important but not always essential function. The commercial sector becomes involved where they feel a reasonable return on investment can be achieved. The private sector exists because of philanthropic and volunteer generosity which benefits specific groups or causes.

## Public Sector

The public sector is organized into local, state and federal service providers. Traditionally, local governments have been involved extensively in recreation programming while states and federal agencies have managed significant cultural and larger natural areas. The federal government and some states have provided financial support to local government to aid their efforts. The activities of the public sector tend to overshadow both the private and the commercial sectors since public managers must compete in an open forum with other public service agencies for fiscal resources. Decisions are subject to intense scrutiny from various interest groups, the media and higher bureaucratic levels. Reversal is possible and political power is flexed frequently in this area.

A major thrust for the public sector is to strike a balance between the preservation of natural or cultural features and their use so that no significant deterioration occurs. Often, our major goal is stated as improving the quality of life through creative, meaningful leisure experiences.

An uneasy truce exists among



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*Parks and recreation management varies widely from preservation of natural resources with passive public use to areas which maximize public participation.*

the three service sectors. The commercial sector sometimes feels the public sector is duplicating services they should be offering and depriving them of a chance to make a reasonable profit. Likewise, the public sector decries the profit motive as inappropriate and exploitative. With increased competition for alternative funding, the private sector finds itself jockeying with the public sector in appealing to the same audience for support. Of course, one must not forget that the public sector is often responsible for regulating the activities of the other two, adding to the tension.

## Public Relations

With some understanding of the dynamics at work in parks and recreation management, how do we meet the challenges that will be forthcoming? The first lesson we must learn comes from the past. It involves salesmanship and public relations. It was demonstrated well by past leaders such as Steven Mather and Horace Albright in creating the National Park Service. We must continue to develop a sustaining coalition to support the need for parks and recreation, whether it is at the local, state or national levels. We can never stop educating the public as to the value, purpose and benefits of our mission. We must continue to gain their support by convincing them that what we do is in keeping with the highest social values and by providing them with real, tangible benefits as a result of their faith in us.

To do this, it becomes critical

that our purpose be clearly stated, our goals carefully drawn and our objectives targeted. Far too many park and recreation departments are operating without enabling legislation or hold a charter which is nonspecific or conflicting. In the absence of direction, many agencies have tried to be something for everyone and, in doing so, have pleased no one. Strategic planning, involving all three service providers in a community, is essential in achieving a balanced, cost-effective and responsible action plan which will insure a base of support.

## Surveys

More than anything else, we must find wise management policies for the areas under our control. We must stay current and aware of changes in the population we serve. Recent surveys undertaken cooperatively with the President's Commission on Americans Outdoors provide a glimpse of future opportunities for parks and recreation management.

A Detroit firm, Market Opinion Research, completed a poll in which people were asked to identify what they do outdoors and why. Five groups, or clusters, became apparent to the researchers and were defined by them as follows.

1. *Getaway Actives* - have a strong need to be alone and frequently commune with nature; not loners, however, for they also rate social motives as very important - the chance for the family to be together and just having fun.

Backpacking and bird watching are popular.

2. *Health Conscious Sociables* - are heavy on the spectator side, despite the fact that close to 80% rate keeping healthy as a very important reason for participating in outdoor recreation. Picnicking, walking, driving, visiting zoos, historic sites, fairs, plays and concerts, and just plain sightseeing are preferred activities.

3. *Excitement - Seeking Competitives* - participate in team sports such as basketball, football, baseball and competitive sports such as golf and tennis, not to the exclusion of individual sports such as running and swimming.

4. *Fitness Driven* - have the most college graduates (38%) and 56% of this group are female. Keeping fit appears to be their only reason for recreating outdoors. Walking and running are the most popular activities cited.

5. *Unstressed and Unmotivated* - all rated low on the motivation scales except one third agreed the family being together was important. Members of this group appear to be older, over half were 49 or more, and included 1% of the population and said it did absolutely nothing outdoors.

The pollsters also discovered that outdoor activities tended to cluster together as well. For example, a hunter was more likely to go fishing than to go sailing.

The findings of this poll tend to support the annual survey of the National Sporting Goods Association which, in 1985, determined that swimming was the country's most popular participating sport of the 44 tabulated. The most popular team sport was softball.

Polls such as these are essential for us as managers. By keeping in touch, we can become more responsive. We can target certain groups or enhance our existing services. This, in turn, builds our constituency and our base of support.

Perhaps most interesting is the fact that the pollsters discovered that in learning about what kinds of outdoor activities to undertake, word of mouth was the most important source with newspapers the second most important. This leads to another lesson we must never forget. A great challenge for us must be to communicate more effectively and more frequently without users and other service providers. Technology offers us this opportunity now. We need to use this technology to our fullest advantage, collecting feedback from visitors on how well we are meeting their expectations. Non-traditional information avenues such as dial-up, computerized bulletin boards or video tapes of vacation destinations for home previewing should be developed. Public access channels on cable television stations now provide us with entrance into the homes of our users for presentations unrestricted by the 30-second format of commercial news programs.



Jim Page, N.C. Dept. of Nat. Resources



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Excitement-Seeking Competitives participate in activities such as tennis, softball, football and golf.



Jim Page, N.C. Dept. of Nat. Resources

## Summary

The challenges facing the parks and recreation manager are many. They come from the interaction of various dynamic forces at work in our society and our profession. The greatest opportunities will be realized by those who develop a sustaining coalition for their services by building public faith in the concept that what we do is in keeping with the highest social values and by providing tangible benefits to our users. This is accomplished by drawing a clear charter, understanding target audiences and communicating effectively with them. These practices are widely known and utilized in other segments of the public, private and commercial service sectors. Such techniques can be learned and applied. Once developed, these skills are transferable from workplace to workplace.

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# For Managers Only – ADP: Partner or Parasite?

by Susan Smith

*[Note from the author: Rather than interrupt this article with awkward references to he/she, his/her, etc., a coin was flipped to decide which gender reference to use. The male gender won and is used in this article. Please do not think that I assume all managers and ADP professionals to be male. Also, in this article I refer to the ADP manager; you may know this same position as MIS manager, IRM manager or other such title.]*

Many park managers agree that it's easier to integrate a \$130,000 road grader into park operations than a \$3,000 computer system. When the operator of the road grader tells you "it's ready," you know you're going to see results immediately — graded roads. When the operator of the computer says "it's ready," what he means is that the various pieces of equipment (printer, modem, processing unit, video screen, etc.) are properly connected and functional. You're still a long way from seeing results! When you're told the road grader needs a new blade, you know what it means — in fact, you can see the problem for yourself. But when and if you can find someone who knows what's wrong with your computer and that person tells you the computer needs a new motherboard, you aren't even sure you want to know what it means!

As good managers you know the importance of coordinating resources like money, personnel and physical property to successfully manage your program or organization. But when it comes to coordinating and making effective use of ADP resources, many



otherwise good managers are at a loss. They look at the ADP function as a parasite that continues to absorb money and personnel resources with no return on the investment. Does this fit your management situation? If so, you first need to understand why ADP seems like a business parasite and then decide what you can do to change this parasite into a partner.

I've listened to and talked with a lot of park managers on the subject of ADP and its role in the organization. And I've heard much expressed about unfulfilled ADP promises and unrealized expectations. When I ask these managers what has caused their frustration, the response is usually a theme or variation of "The ADP people said it was what we needed." I've also listened to and talked with a lot of ADP professionals and heard much expressed about unfulfilled management

commitment and unrealizable expectations. When I ask these professionals what has caused their frustration, the response is usually a theme or variation of "Management said this was what they wanted."

To put it plainly, most managers do not really understand the nature of information systems and how to express their needs in systematic terms; most ADP specialists do not understand the nature of organization systems and how to express technological requirements in business terms. But before you fire your entire ADP staff and replace them with people who understand the nature of organization systems, see if you have given your current ADP staff the opportunity to function as business partners instead of parasites. There may be one or more areas where you could take specific action to turn that parasite into an invaluable partner. Do you actively demonstrate your understanding of the necessary commitment to and control of ADP technology? Have you really integrated business and ADP planning? Do you require your ADP manager to communicate at the business level? Does your programming and budgeting system include ADP investment strategies? Are you comfortable that your ADP staff is using the most cost-effective ADP tools in support of your business objectives?

If you aren't sure of what your honest response ought to be to these questions or if you want to

confirm that you deserve top marks as a business manager who has successfully developed the ADP function as a business partner, proceed to the end of this article and take the "ADP: Management Parasite or Management Partner Quiz." By honestly answering these 20 multiple-choice questions, you may be able to zero in on the area(s) where you as a manager are the only one who can make a difference between ADP being a parasite or a partner.

Well, how did you do? A perfect score is 200. Anything above 150 is grounds for a superior performance evaluation; give this to your boss and highlight this paragraph!

If you scored above 150 and you still are not satisfied with the ADP function in your organization, you had better give this to your ADP manager with another kind of performance evaluation in mind and highlight this paragraph.

For the rest of you, an interpretation of your score follows along with specific actions you can take to make your ADP function into a supportive business partner and feel confident that you have given your ADP manager every opportunity to successfully accomplish what you both want.



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*Good managers know the importance of coordinating resources such as money, personnel and physical property.*

### **Management Understanding About Commitment to and Control of ADP Technology**

Questions 1 through 7 were asked to get an idea of the level of your management understanding about "the nature of the (ADP) beast." The most you could score was 60 points. If you got 40 or more points, you already have a pretty good understanding that managing your ADP function is no different than managing your other support offices.

As the manager it is you who decides how you are going to allocate your resources. You tell the

personnel office what skills you need to hire; it's not the other way around. The same is true with computers. You tell the ADP office what functions you want to accomplish. As the personnel office will subsequently determine salary ranges and sources, so will the ADP office subsequently determine what kind of ADP machinery you need. If you let the ADP office control your information systems, even the most well-intentioned ADP manager is going to fill the void and do what he thinks you want, when he thinks you want it done. Leaving the ADP manager to fill the void is risky even when you

and the ADP manager have the best of business relationships. In fact, a good ADP manager won't let you abdicate your information system control authority.

Another form of abdicating control over your information systems is to be too tolerant of technical explanations for missed target dates and project overruns related to ADP system projects. You may prefer to take your ADP manager's word for it rather than try to understand technical jargon but the bottom line is that an experienced ADP professional (someone with *at least* 4 years of progressively more difficult systems analysis/development/implementation experience) should know enough about the limitations of his resources to avoid *repeatedly* missing self-determined target dates and cost estimates.

Getting 15 points on Question 6 demonstrates that you know something about the "hidden" risks inherent in the ADP support function. (Here's hoping that you didn't have to learn the hard way!) No manager these days has the luxury of backup personnel to support every workload in case the principally responsible person leaves or has a long-term absence. And it is not your responsibility to tell your ADP manager how many staff members to put on each ADP application. It is your responsibility, however, to make sure that you know and that your ADP manager understands (1) what ADP applications are most important to your business; (2) how long each function being supported with ADP can go without ADP support; (3) what backup precautions your ADP

manager has planned should the current personnel and/or machine support be unavailable. If you are not satisfied with precautions being taken, you and your ADP manager need to work out a contingency plan that is acceptable to you. And set up an annual review of this plan on your management calendar.

If you did not score on the other questions (2,3,4,5 and 7), your working knowledge of the management limitations and capabilities of computers may get you into some unnecessary trouble unless you have an exceptionally kind ADP manager or other advisor who helps protect you from yourself.

(Question 2) – Buying computers before a specific application is identified is like buying an airline ticket before you know exactly where and when you're going. When your program manager comes into your office excited about the potential of using automated spreadsheets to track park visitation or special use permits, ask a few tough questions like, "What will be produced? How will it improve the way we are doing it now? What will it cost to operate annually? What data will you be using? Where will the data come from? Who will enter the data into the computer? How will we know the data in the computer is accurate? Who will keep the data current? How often will the data have to be updated?" These are all legitimate management questions to ask and get satisfactory answers *before* you sign the purchase order or before a new

computer application is given your approval.

(Questions 3 and 4) – If your experience has been that computers serve mainly as a filing cabinet for more data than could otherwise be fit in a traditional filing cabinet, you'll be much better off to stick to those traditional cabinets until someone can prove to you a more significant benefit to automation. Some of the big problems with treating a computer like a filing cabinet are (1) it's more expensive, (2) it requires higher skill levels to file and access documents, (3) it is easier to lose the equivalent of four file drawers of information, (4) without rigorously enforced filing standards, it is much easier to lose an automated file than its hardcopy version, (5) the risk of not being able to access a computer-filed document at any time is higher than when relying on the filing cabinet.

Question 5 is a "trick" question. It was included to test the depth of your awareness related to thinking about computers. If you recognized that you don't automate business "problems" but business solutions, you are probably pretty good at testing your staffs' ADP proposals *before* too much time and any money have been invested.

Getting 5 or 10 points on Question 7 indicates your awareness of ADP technology as a resource that must be managed. (If you have more than a couple micro-computers in your organization and still have the maintenance and repair responsibility as a col-

lateral duty, subtract 5 points from your score!)

## **Integrated Business and ADP Planning**

Questions 8 through 13 test your organization's track record related to systematic business planning and the role of ADP in that business planning process. Out of a possible 60 points, if you got more than 40 points you likely have a record to boast about and could serve as a model for many other organizations.

If you didn't score on Questions 8 and 9, you may be likened to a ship without a rudder. Your first management action will be to develop a business plan that identifies both the long and short-term objectives of your organization including what products or services you provide to your "customers," be they park visitors or other organizations within your mission area. Without a working business plan, you leave your organization open to duplication of effort, system incompatibilities, problems of reconciliation, poor return on investments and a high level of recurring management control problems. Various companies have developed methodologies to accomplish this – IBM's *Business Systems Planning or Information Quality Assessment*; James Martin's *Strategic Data Planning*; Rockhart's *Critical Success Factors*; Holand's *Strategic Systems Planning*; etc. Then there are various consulting firms who may use some combination of these methodologies. Or you may be able to develop your business

plan with only in-house resources if you have personnel with the appropriate management analysis/program analysis/systems analysis skills and experience.

Questions 10 through 13 assume some sort of business plan is in place and test your recognition of the role of the ADP manager in ensuring that the organization continues to find ways to cost-effectively achieve or streamline your mission and accomplish your strategic plan through information technology. The fact is that you cannot successfully accomplish any organization-wide strategic plan without information systems support. (But, on the other hand, fully successful information systems cannot be accomplished without a knowledge of the organization beyond just technical ADP expertise.) It is unfortunately surprising how many otherwise thoughtful managers will wait until the last minute before informing their ADP chief of new business initiatives when in fact developing appropriate ADP support usually has one of the longest lead time requirements of all the tasks to be accomplished.

Is your ADP manager an active participant at your senior staff/management meetings? You'll be better off for including him even if you have to first invest some time in getting him to translate technical jargon into business issues (see further on). A good example of what can happen without ADP participation in management planning occurred in one organization where the ADP manager approved a \$40,000 ADP acquisition for a

field office that senior management was considering abolishing. One good measure of an organization's integration of ADP and business operations is the degree to which there is ADP capability in place and being used by decision makers at the various decision making locations within the organization. (See Question 12.) For example, if you have a decentralized operating organization and are relying on centralized ADP support, you have probably not successfully integrated ADP into your business.

## **Mutual Understanding Between Management and ADP**

Your answers to Questions 14 through 16 represent a measure of your ability to effectively deal with a frequent problem expressed by managers – being able to understand what your ADP chief says. Does your ADP chief talk to you more about hardware than about future business objectives? That should not be the case. On the other hand, do you give your ADP manager a chance to talk about business objectives? Like the advice that "If all you have is a hammer, then everything looks like a nail," if all you give your ADP chief is hardware and software, then everything will look like an ADP problem to him.

Do your eyes glaze over as you politely listen to your ADP manager's solution to a business problem you have described — "...80286 chips, with clock rates of 8 mHz, RS232C serial communications port, 640K of user accessible

*RAM with 100 nanoseconds  
maximum access time ..."*

For your sake and for the career development of your ADP manager, don't allow this kind of jargon at the management problem solving and planning table. It doesn't matter whether you can't understand it or don't want to understand it. If you don't understand how a technically described solution is going to help solve a business problem, then don't accept that solution until you do. Take heart – even the most technically oriented ADP specialist can be coaxed to explain technical solutions in business terms. The first couple of times you may have to really work at pulling out the English explanation from the ADP jargon, but you'll both soon catch on!

Here are some management questions that both you and your ADP manager can practice on to develop a better mutual understanding:

- We both understand that I will never be able to give you as many personnel as you need to keep up with the demand for ADP services. So how will or does the ADP plan address this?
- How does each of this organization's current or proposed ADP applications relate to our business plan? (This question may be more appropriately asked of the user group responsible for the system.)
- What workloads in this organization could be done better with ADP? How?

If your ADP manager cannot answer these kinds of questions so that you understand the answers, he isn't serving you. But if you take the path of least resistance and avoid the questions or tune out the answers that sound technical, assuming he knows what he's talking about, then you are not managing effectively.

### **ADP Investment Strategies**

If you have a piecemeal ADP operation, one of the probable causes is that you have a piecemeal ADP budget, if any ADP budget exists at all. Questions 17 and 18 test this important facet of ensuring that your ADP function operates as a partner, not a parasite. Integrated ADP systems that promote information and data sharing and organization-wide communications are inherently more cost-effective and offer more productivity gains per investment dollar than stand-alone systems. But the up-front investment cost to start up an integrated approach can be a real deterrent. It is your ADP manager's responsibility to provide you with an objective cost/benefit and productivity analysis that convinces you of the soundness of the integrated systems approach for your organization. Then it is your responsibility to identify a 2 to 5-year investment strategy that is necessary to break out of the stand-alone system syndrome and all the management problems inherent in that approach.

### **Modern ADP Tools**

If you did not get the full 25

points on questions 19 and 20, chances are your organization has yet to take advantage of some of the more modern tools and techniques for building automated information systems.

In spite of more than 30 years of trying to force users to define all their needs at the beginning of a system development effort, no one, no matter how experienced and learned he is on a particular program, will be able to define every reporting format, every calculation, every piece of data that will be needed. In fact, one of the best benefits of the interaction of knowledgeable program staffs and computers is that the successful application of computer support for one aspect of a program will generate good ideas for computer support in another aspect of the program. Fortunately, there are various ADP tools available today that were not available even 5 years ago that allow you to take advantage of this natural creativity while reducing, if not eliminating, your backlog of system development requests. These tools, used correctly, shorten the lead time in getting from system design through production status, and allow the users a larger role in the development process, thereby freeing up ADP professionals for other work and ensuring more useful systems from the users' point of view.

If your ADP office is still shouldering a backlog of system development requests, you may be able to initiate the solution by showing interest in and willing-

## See page 48 for answers

ness to invest in some of these newer aids to productivity.

There is a lot more that could be said about each of the above components for building your ADP function into an important business partner. Whether you are a director of a multi-park system with an ADP staff of 50 or the manager of a recreation area with one-half of a person's time allocated to ADP, you can use the suggestions presented here as a point of departure for you and your ADP manager to make sure your ADP resources are being managed as an integral component of your mission objectives.

### ADP: MANAGEMENT PARTNER OR MANAGEMENT PARASITE QUIZ

Note: In all the following questions, reference to "your organization" refers to your park, your region, your division or whatever organizational entity is within your authority and responsibility as a manager. Record your score for each question in the box to the right of the question.

1. Who controls information systems in your organization?  
A. Program managers/staff  
B. ADP Staff  
C. Other answer/Don't know \_\_\_\_\_
2. I don't need to know how I am going to specifically use a computer before I buy one.  
A. True  
B. False \_\_\_\_\_
3. Automated information systems are basically just another way to store historical data that takes up less space than file cabinets.  
A. True  
B. False \_\_\_\_\_
4. The organization should and/or does collect and store data that may be requested by someone sometime.  
A. Yes  
B. No \_\_\_\_\_
5. We use the computer to automate business problems in the organization.  
A. True  
B. False \_\_\_\_\_
6. We have ways to ensure that useful computer applications have lives longer than just the length of time the person who developed the application is with our organization.  
A. True  
B. False  
C. Don't know \_\_\_\_\_

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7. The necessary preventive and breakdown maintenance for computers in my organization is –  
 A. A collateral duty  
 B. Done by whoever's around  
 C. Assigned to an ADP staff  
 D. Didn't know maintenance was needed \_\_\_\_\_
8. In our organization, it is cheaper to duplicate information needed by more than one organizational unit than to try to share that information.  
 A. True  
 B. False \_\_\_\_\_
9. Information used for day-to-day operations is also used for management decision-making.  
 A. True  
 B. False \_\_\_\_\_
10. My DP manager is actively involved in the organization's business planning.  
 A. Yes  
 B. No  
 C. Don't have a business plan \_\_\_\_\_
11. My DP manager and I jointly establish annual DP priorities that reflect organizational objectives.  
 A. Yes  
 B. No  
 C. Don't know \_\_\_\_\_
12. Are useful ADP tools and accurate data bases available at the decision making centers in your organization?  
 A. Yes  
 B. No  
 C. Don't know \_\_\_\_\_
13. Automated information system proposals are reviewed by me and other program managers in terms of the organization's business plan before design/development approval is given.  
 A. True  
 B. False \_\_\_\_\_
14. My DP manager is able to advise me on how organizational performance can be improved in terms I can understand.  
 A. True  
 B. False  
 C. DP manager's advice not sought \_\_\_\_\_
15. Generally, does my DP manager talk to me about business objectives or more hardware?  
 A. Business objectives  
 B. More hardware  
 C. DP manager does not talk to me \_\_\_\_\_
16. My DP manager is able to discuss technical problems from a management perspective.  
 A. True  
 B. False  
 C. DP manager's perspective not sought \_\_\_\_\_
17. When developing new program initiatives, we also consider and plan for ADP resource requirements that are going to be needed to successfully carry out the project.  
 A. True  
 B. False \_\_\_\_\_
18. My organization's budget includes funds for ADP hardware/software capital investment in line with approved business initiatives.  
 A. True  
 B. False \_\_\_\_\_
19. Generally, automated systems in our organization are out-of-date before they are ever put into production status.  
 A. True  
 B. False \_\_\_\_\_
20. Users of automated information systems must try to define all the things the system must do before it can be developed.  
 A. True  
 B. False \_\_\_\_\_

# Managers Under Stress – A Look at Two Alternatives

by Laura G. Greene

Recently there have been numerous articles in magazines, newspapers and professional journals that describe the hazards of stress to individuals in terms of their physical and emotional health. It is clear that stress-related illnesses are not a figment of the imagination, but stem from increased physical, emotional and mental demands in a modern, technological society. This article will explore alternatives for managers to use in dealing with job stress.

Beyond the costs to the individual and his or her family, the costs of stress to any organization are enormous. They include lowered productivity, increased payouts for health problems, disability and accidents, decreased work quality and subtle or blatant sabotage of organizational policies and procedures. Job stress that is too great in its intensity and duration may lead to burn-out, a decrease in energy and interest leading to apathy toward one's job.

## Two Options for Dealing With Managerial Stress

The following are two alternatives for managers to choose from to manage stress. Both are methods used by numerous managers in all types of organizations, whether governmental, private sector or non-profit. The reader should consider both methods critically and note the potential consequences of each.

### Method 1 – Placing the Stress Elsewhere

Method 1 is highly observable

in the vast majority of workplaces. In fact, this is one you might have already tried. You may have noticed that your manager has used this method on various occasions. This method allows you to manage stress by taking it off your own shoulders and placing it squarely on the shoulders of your staff, better known as DUMPING. After all, employees already blame their own stress levels on their managers so you might as well take advantage of the opportunity. The following is designed to assist the manager who actively employs DUMPING to do so even more skillfully and to successfully rid himself or herself of job stress.

### Guidelines for Dumping Stress

- FIRST AND FOREMOST, DO NOT VALUE YOUR EMPLOYEES. This will rule out any emotional ties with your staff, and therefore you will not be prone to any guilt should they burn out and shrivel up under your leadership. After all, your boss doesn't value you, so why should you pass on such a perk to any of your own staff?

- DEFINITELY GET RID OF ANYONE WHO MIGHT BE MORE COMPETENT THAN YOU. Someone might notice. Besides, good employees are too threatening and could defeat you 40 years from now. Be sure, however, that you spend a great deal of time griping about how incompetent your staff is. This will make you look good.

- DO NOT TOLERATE FEED-

BACK FROM YOUR EMPLOYEES REGARDING ANY POTENTIAL SHORTCOMINGS YOU MIGHT HAVE AS A MANAGER. They might be right and then you would have to do something about it, which of course would just create more stress for yourself. To help you tune out staff feedback, just keep telling yourself, "They are just line staff, so what do they know? They don't understand my responsibilities as a manager."

- IN LINE WITH THIS WAY OF THINKING, UNDER NO CIRCUMSTANCES SHOULD YOU SOLICIT ANY IDEAS FROM YOUR EMPLOYEES. They might come up with one that is better than yours. This of course could make you look foolish in the eyes of your superiors. In addition, if the employee's idea worked, it could leave you without something to complain about. Then how would you discharge your stress?

- IT IS IMPORTANT THAT YOU BE TOUGH, AUTOCRATIC AND UNBENDING. This is the only way to keep staff in shape. Flexibility has no place in the Land of Management.

- WHEN YOUR BOSS BECOMES FURIOUS WITH YOU FOR NO APPARENT REASON (perhaps he read this article) and proceeds to chew you out and embarrass you in front of staff and colleagues, by all means manage your resulting stress by doing the same with your own staff. Under no circumstances should you have a confidential meeting with a staff member to provide negative feed-

## STRESS

### EUSTRESS ASSET ♦ ADAPTIVE

**OCCURS WHEN:**

- A) The stress is the "right kind."
- B) We've chosen our own stressors on some level.
- C) The level of stress is limited in frequency and duration.
- D) The stress happens sporadically.



**CAN:**

- 1. Motivate
- 2. Challenge
- 3. Promote Growth
- 4. Lead to Achievement
- 5. Promote Productivity
- 6. Foster Perceived Resourcefulness (the feeling of I Can Cope)

VS

### DISTRESS LIABILITY ♦ DISRUPTIVE

**OCCURS WHEN:**

- A) The stress is too intense.
- B) The stress occurs frequently ♦ debilitating.
- C) The duration of the stress is too long.



**CAN:**

- 1. Inhibit Growth
- 2. Lower Productivity
- 3. Promote Perceived Helplessness
- 4. Recycle Stress In Others (Typhoid Mary)
- 5. Foster Poor Performance
- 6. Impair Judgment And Decision Making Skills

back of some sort – always give it in front of others. The degradation will force the employee to correct the error of his or her ways.

- NEVER, EVER TELL AN EMPLOYEE HE OR SHE DID AN EXCELLENT JOB. The employee's head would only swell and he or she would no longer strive to do a good job. Providing positive feedback is only for management books and silly, humanistic mental health practitioners who know nothing about the REAL world of MANAGEMENT.

- IF YOU ARE EXPECTED TO PROVIDE AN EVALUATION ONCE A YEAR FOR EACH OF YOUR STAFF, BE SURE THAT YOU PROVIDE ABSOLUTELY NO FEEDBACK OF ANY KIND

ON THEIR JOB PERFORMANCE DURING THE YEAR BEFORE EVALUATION TIME. This keeps them guessing and on their toes.

- KEEP LINES OF COMMUNICATION AS FUZZY AS POSSIBLE. This will ensure that no one knows who should talk to whom. In addition, be sure to communicate as much as possible through the use of memos. Keep them as convoluted as possible so no one will understand their meaning.

- BE SURE TO COMMUNICATE ALL GOALS, DIRECTIVES, ETC. AS VAGUELY AS POSSIBLE. This will facilitate mass confusion amongst your staff so they won't know whether they are coming or going. This provides you with the opportunity to blame

the problems of the department on the gross incompetence of your staff.

- BE SURE TO JUDGE EACH EMPLOYEE'S COMPETENCE ON HIS OR HER PARTICULAR STYLE AND PERSONALITY. This is a particularly effective short cut when you have not had the time to notice actual accomplishments.

- AVOID MAKING DECISIONS. At least put them off as long as possible. Risking a wrong decision is far too stressful. Besides, if you wait long enough, the decision will make itself.

- KEEP INFORMATION A SECRET FROM YOUR STAFF AS MUCH AS POSSIBLE. Your staff will discover what they need to

know after all aspects of their jobs have been affected. This will prevent employees from challenging and questioning a particular decision, policy or procedure until it is in place.

- **BE OBLIVIOUS TO YOUR OWN LEVEL OF STRESS AND/OR BURN-OUT.** Since the object here is to dump it on your staff, it is only fitting that your own level should increase their levels. Being aware of your own level might obligate you to find some other way of dealing with your stress.

- **BE A GRUMP AT ALL TIMES.** The work setting is no place for good humor, responsiveness or any other such trivial reactions.

In considering these guidelines, it is helpful to note the potential consequences of this method. Initially it will appear that your worries are over, since you have successfully "dumped" your stress upon your employees. However, be aware of the high risk that your employees' stress levels may come back to haunt you. Managers who use the aforementioned strategies typically find a great deal of conflict with and between office staff, rampant rumors, decreased work quality and quantity, lack of cooperation, unwillingness to do anything "extra" and general chaos. If the reader finds such results satisfactory, then selecting method #1 will be appropriate.

## Method 2: Managing Stress Productively

This alternative is readily available to any manager who is willing



*Value your employees. Use their skills and knowledge.*

to make a commitment to changing his or her style of dealing with stress and willing to become more satisfied both personally and professionally. It requires taking personal responsibility for dealing with problems and pressures directly as opposed to placing the blame on subordinates or superiors. It is a more difficult task, but far more rewarding and successful in minimizing the potential effects of job stress both in the workplace and in personal endeavors.

It does not suggest that you are responsible for everything that happens in the workplace, but rather proposes that you be responsible for choosing your own options to deal with whatever has happened. In short, this method assumes you are responsible for your own thoughts, feelings and behaviors. Ultimately this means

you are in control and not powerless, solely at the mercy of the whims of your environment. Frequently in any organization carrying a high stress level, a disheartening sense of powerlessness develops which pervades the system and the individual, depleting him or her of the energy and resources which might otherwise be used to handle and manage whatever demands that might arise.

## Preliminary Steps for Productive Stress Management

Consider the following "preliminary steps" toward productive stress management, all prerequisites to making any decisions about which management strategies you are going to use.

1. **ASSESS YOUR CURRENT LEVEL OF STRESS.** This will ena-

ble you to recognize that whatever strategies you are using at this particular time are no longer working for you. It alerts you to the need for change early, before job burnout or other physical or emotional problems occur. Managers often make assumptions about their own stress levels without checking out their actual symptoms. Answering the questionnaire (TABLE A) will assist you in the accuracy of your assessment. Contending with a great deal of pressure and demands does not automatically mean a high stress level if you are already using effective stress management strategies.

**2. IDENTIFY AND PRIORITIZE THE MAJOR STRESSORS IN YOUR LIFE.** Initially this seems to be a simple task since people have a general awareness of the difficulties they encounter that may precipitate stress. However, these issues become clumped together, vague and nonspecific, (e.g., it's my job, my spouse, my children, my mother-in-law). It is not possible to successfully problem solve in these areas when you have not clearly identified exactly what makes them stressful. Limit your assessment to the seven most important stressors to avoid becoming overwhelmed.

**3. IDENTIFY YOUR INTERNAL AND EXTERNAL RESOURCES.** Typically the person under a great deal of stress feels overwhelmed and powerless, unable to clearly see what resources are available to assist him or her in managing stress. Take the time to write down your



*Where employees are involved, get their input prior to making a decision.*

Richard L. Wilburn

strengths, (e.g., intelligence, sense of humor, creativity, etc.) as well as your supports (family, colleagues, friends, religious, etc.) when you are not overwhelmed. This will allow you to refer back to them and use them as resources when necessary.

**4. CHALLENGE YOUR OWN NEGATIVE ATTITUDES AND BELIEFS REGARDING STRESS.** Do you find yourself engaged in an ongoing "contest" with others to determine who has the greatest amount of stress, concluding that the "winner" is somehow a better person? Do you find yourself wearing stress as a badge of courage that somehow defines your sense of self worth, suggesting that being more relaxed, less frantic and calmer would mean worthlessness? Do you feel little control over your daily life, as if it

is totally at the mercy of the whims of your environment? If you silently answer yes to yourself, confront these notions until you find they do not hold up.

### **Guidelines for Productive Stress Management**

- **REFRAME YOUR THINKING.** Our perceptions and interpretations of any given circumstance or event will determine what degree of stress will be generated. Obviously if someone were to walk behind you with a sledgehammer, unbeknownst to you, you would not experience the situation as stressful (that is, until the sledgehammer came down over your head). You must have some awareness of danger or threat to experience stress. However, it is important to note that danger can be not only physical

## Table A

### INDIVIDUAL ASSESSMENT OF STRESS LEVEL

In the past 6 months:	Yes	No
1. Have you been late to work more frequently than in the past?	_____	_____
2. Have you taken more sick days than usual during the past 6 months?	_____	_____
3. Have you noticed any decrease in the amount of work you accomplish?	_____	_____
4. Have you had any regular physical complaints, such as headaches, stomachaches, backaches, etc.?	_____	_____
5. Do you get angry more easily over events that once may not have bothered you?	_____	_____
6. Has anyone commented that you seem "moody"?	_____	_____
7. Has there been any decrease in your grooming habits?	_____	_____
8. Have you changed from a "positive" attitude to a "negative" or indifferent one toward your job?	_____	_____
9. Do you find yourself "withdrawing" more from your colleagues?	_____	_____
10. Do you find it difficult to concentrate on your "duties" at work?	_____	_____
11. Do you have an existing physical condition that has become worse?	_____	_____
12. Have you had any <u>major</u> life changes (e.g., marriage, death in family, divorce, promotion, etc.)?	_____	_____
13. Have you had an increase in your appetite?	_____	_____
14. Have you had a decrease in your appetite?	_____	_____
15. Do you sleep more than usual?	_____	_____
16. Do you sleep less than usual?	_____	_____
17. Do you have any difficulty staying asleep at night?	_____	_____
18. Have you been having any difficulty in your relationship with any family members?	_____	_____
19. Have you had a decrease in your sexual functioning?	_____	_____
20. Have you found you have not had any time just for yourself?	_____	_____
21. Have you been unable to meet the "demands" of your personal <u>and</u> professional life on a regular basis?	_____	_____
22. Have you felt overextended for more than a short time by all the things you have to do?	_____	_____
23. Have you noticed that you have changed from being passive to being aggressive, or vice versa?	_____	_____
24. Have you felt totally dissatisfied, as if nothing is going well?	_____	_____
25. Do you find it hard to relax, even when you have the time?	_____	_____
	Yes	No
TOTALS:	=====	=====

TOTAL YOUR YES ANSWERS. A SCORE OF 4 OR FEWER SUGGESTS THAT DESPITE MANY PRESSURES AND DEMANDS, YOUR STRESS LEVEL IS WITHIN CONTROL. IF YOU HAVE A SCORE OF 5 OR MORE, USE THIS AS A GUIDELINE THAT YOU MAY BE ON OVERLOAD, THAT THE STRATEGIES YOU HAVE BEEN USING ARE NO LONGER WORKING FOR YOU.

THIS EVALUATION IS INTENDED TO BE USED ONLY AS A GUIDELINE AND IS NOT ABSOLUTE.

but psychological as well, including threats to one's self esteem or risk of personal or financial loss. Ultimately each person decides what is stressful to him or her based on a perception and thinking about any particular situation. Changing your thinking patterns requires effort and insight, but has the most potential for dramatically increasing life satisfaction.

- **INCREASE YOUR LEVEL OF PERSONAL AND PROFESSIONAL SELF ESTEEM.** How do you feel about yourself in various aspects of your life? If you find yourself frequently critical and judgmental of others, as if by making others look "bad" you'll look even better, your level of self esteem is probably low. If you do not value yourself, you cannot value others, including your staff. High self esteem, which comes from within rather than solely based on others' judgments, "innoculates" against stress and its physiological and psychological effects. If you find little value from your own superiors, do what you can to find more from your other support systems identified under "Preliminary Steps." At least one day a week, do something that leaves you with a sense of competence and mastery.

- **ALTER YOUR EXPECTATIONS OF OTHERS.** Many in management positions expect staff they supervise to perform tasks at the same rate of speed and in the same manner as they do. Consequently the supervisor spends a great deal of time being

frustrated that his or her employees cannot think, behave and feel the same way as the supervisor. It is important to expect competence, but be clear that two competent people can accomplish the same thing in two very different ways.

- **MATCH YOUR COMMUNICATION STYLE TO THE MANNER IN WHICH YOUR EMPLOYEE LEARNS BEST.** Each person processes information in a different way. People who are visual learners, for example, will respond better to instructions that are visual, such as a memo with graphs and diagrams. Verbal instructions will not be as effective. On the other hand, verbal instructions may be more helpful to an auditory learner than written instructions. The more you understand how an employee takes in information, the more you decrease the risk of misunderstandings and/or tasks not carried out.

- **MAINTAIN A BALANCE BETWEEN YOUR PERSONAL AND PROFESSIONAL LIFE.** Those at risk for high job stress and burnout are typically over involved in one area or the other. If you find yourself talking about work every time you are in a social gathering and spending long hours away from personal relationships on a routine basis, you are increasing your risk for burnout despite your seemingly strong commitment to work. Such a commitment becomes excessive, draining your energy and depleting your resources.

- **GIVE YOUR STAFF AS MUCH OPPORTUNITY FOR**

**DECISION MAKING AS POSSIBLE.** This is particularly important in areas that directly affect their worklife. As they have more control in their work, their own stress levels will diminish, which will in turn decrease your stress level. It also frees you from taking total responsibility for the functioning of your department and facilitates greater teamwork.

- **DISTRIBUTE YOUR TIME AND ENERGY AND FOCUS APPROPRIATELY.** Quit spending \$10 of adrenalin on a 10¢ problem, and 10¢ of adrenalin on a \$10 problem.

- **KEEP YOURSELF IN GOOD PHYSICAL SHAPE.** Routine physical and relaxation exercises can build your physical and emotional tolerance level to stress, increasing your resistance to stress-related illnesses. In addition, physical exercise has been found to alter the level of chemicals within the brain that can elevate your mood.

- **FINALLY, AND PERHAPS MOST IMPORTANTLY, DO THE OPPOSITE OF WHAT IS LISTED IN METHOD #1.** If you found yourself chuckling as you thought about how aptly the list for Method 1 described someone you know, you might pause to consider if someone else is chuckling, thinking about how aptly it describes you!

It is important to realize that there is no method to eliminate stress entirely, nor would it be advantageous. Stress is a normal part of each person's daily living and can provide challenge and



Salenger Educational Media

*Provide feedback on performance. Seek out excellence and give credit and recognition.*

motivation for managers and employees alike. The goal should be to prevent stress "overload" by either reducing stress or managing existing stress more successfully.

The effective manager is one who actively seeks to manage stress in such a way that minimizes risk for physical and

emotional difficulties. Although a manager is not totally responsible for the stress level of his or her staff, a manager can influence not only their degree of stress, but the way in which they manage stress as well. It is to everyone's benefit, then, for the manager to become more skillful in managing stress productively.

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# Concessions Management for Visitor Service and Convenience

by Sherrill Joyner

Concessions management is an integral part of park management, and while we in concessions are most directly concerned with serving park visitors, we must also be mindful of resource management and preservation concerns. It is equally important that resource managers recognize the impacts of their activities on the concessions program.

To properly serve the people who visit the parks, we feel that we must satisfy their physiological, recreational and perhaps even their social and esthetic needs while assuring that concessions are compatible with the natural and cultural values of the parks. These vary by the kind and extent of resources available, the objectives and uses of the park, the relative isolation from services, the commonly used modes of transportation, the attitudes and social values of social groups, etc. Consideration of these factors will help the park manager and planners to determine whether a hotel, restaurant or interpretive transportation system is needed, where facilities should be located, the size and capacity of facilities and the precise nature of the service to be provided.

Because the park visitor leaves a normal, routine environment where food, shelter, clothing and protection are readily available, these needs must be provided in or near the parks if the visitor is to learn from, to enjoy and to be inspired by a park experience. Therefore the job of concessions management should be that part of park management which sees



*This snack bar in Grant Village within Yellowstone National Park is operated by a concessioner.*

Douglas Hawthorne, NPS

that necessary food, lodging, gifts/souvenirs, supplies, fuel, transportation and health services are provided to visitors at reasonable rates and at an acceptable quality.

We are convinced by past and present experience that the private sector, if given the opportunity, is capable and willing to be involved in protecting and preserving natural resources and government property. In the National Park Service we are moving in this direction and concessioners are being most cooperative. One of our recent thrusts is to grant long-term contracts to concession operators who are willing to make large investments in facilities for the purpose of not only serving park visitors, but perhaps equally important for preserving many of the beautiful historic structures that are indicative of our heritage. Concessioners' involvement is due, in large measure, to innovative business practices and their dedication to the parks. Their

efforts and willingness to be involved is saving considerable tax dollars and the work they are undertaking is consistent with preservation and environmental concerns as well as meeting NPS operational, safety and public health required standards.

## Management of the NPS Concessions Program

The Concessions Division of the National Park Service in Washington, D.C., provides overall direction and coordination of the program for establishing and maintaining commercial type visitor accommodations and services within national parks. The Concessions Division provides management at the national, regional and park levels with the policies, procedures and guidelines necessary to carry out the congressional mandates enunciated in Public Law 89-249, the Concessions Policy Act of 1965. Pursuant to that Act, concessioners operating under contracts are protected

against loss of investment and from arbitrary acts, policies or decisions of the Secretary of the Interior. In addition, the Act specifies that concessioners shall have a reasonable opportunity to make a profit, commensurate with their capital investment and obligations assumed.

The Concessions Division in Washington consists of the Division Chief and three branch chiefs with their professional staffs. The three branches are Contracts, Financial Administration and Planning and Programs. A fourth branch located in the Denver Service Center (DSC), provides the planning support for the concessions activity. The division's overall functions include staff support to senior National Park Service management, Servicewide management of the concessions budget, liaison with concessioners and their organization, policy and procedural support and guidance to the ten Regional Concessions Program Offices, liaison with other agencies, Congress and NPS functions, planning for concession facilities and services, and Servicewide Concessions training in cooperation with the Washington Training Division.

Each Regional Director is assisted by a staff ranging from one to five full-time concessions personnel. Regional functions include contract negotiation and park support assistance. As previously mentioned, the Concessions Branch at the Denver Service Center provides specialized planning support to the regions and parks. Day-to-day supervision



Douglas Hawthorne, NPS

Concessioner-operated lodging facility, Old Faithful Inn in Yellowstone National Park.

and administration of the program is the responsibility of park superintendents with the assistance of one or more park staff. The amount of staff effort at a particular park ranges from several full-time concession specialists to a part-time collateral duty assignment for one person, dependent on size and complexity of the operation.

Today, there are over 475 concessioners operating in 117 park areas. Annual gross receipts of these operators exceed \$364,000,000 and franchise fees paid exceed \$7,400,000 annually. We have relied on concessioners in the past to invest funds in facilities within the parks and we will continue that practice as budgets get tighter each year in our efforts to reduce the federal deficit.

In 1984, concessioners expended more than \$42 million on

improvements and construction of visitor service facilities. We hope to increase concessioner involvement in this area to assist us in reducing costs of operation. We will work together to devise methods and ways to accomplish these goals without causing economic strains on concessioners.

## Policies

The Act of August 25, 1916, as amended (39 Stat. 535; 16 U.S.C. 1), establishing the National Park Service, the Concessions Policy Act of October 9, 1965 (79 Stat. 969; 16 U.S.C. 20), the Management Policies of the National Park Service, Title 36 CFR 51 and the Concessions Guideline (NPS-48) form the basis for authorization and administration of the National Park Service Concessions Program. The 1965 Act furthers the

1916 Organic Act in that it guides the Service as to how Congress wants it to administer the concessions program.

Provision of public accommodations, facilities and services through the use of private enterprise, concessioners, is mandated by Public Law 89-249. That Act stipulates that "such development shall be limited to those that are necessary and appropriate for public use and enjoyment of the national park area in which they are located and that are consistent to the highest practicable degree with the preservation and conservation of the areas." This policy statement restricts our development choices — facilities must be *necessary* and *appropriate* for use and enjoyment, and their development must be consistent with conservation and preservation of park resources.

Conversely, the statement permits park management to decide *what* is necessary and appropriate for public use and enjoyment and to decide *how* to develop consistent with conservation of the park resources for each park. This determination of the how, the what and the when is the function of our plans and programs.

The Act also provides specific direction concerning contracts, profits, rates, franchise fees, preferential rights, satisfactory performance and compensation for concessioner investment (possessory interest).

### Planning for Concessions

Concessions planning is a man-

agement tool which guides and controls the establishment and administration of commercial visitor services and facilities within a park area. It deals with analysis of market potential, development plans, projected cost of operation and development financing. Planning for concessions is also a process which is fully integrated into General Management/Development Concept Plans for park units. Considerations such as visitor needs, the agency's ability to satisfy these needs, the resource itself and its carrying capacity are used to determine the need for these services.

A primary consideration in concessions planning is the Service's legal and contractual obligations to concessioners to assure that they have an opportunity to realize a reasonable return on their investment. Without a reasonable margin of profit, the quality of visitor services would be substantially compromised. The Planning and Programs Branch of the Concessions Division provides guidance in concessions planning.

### Contracting for Concessions

A new concessioner is selected with great care since the National Park Service must be convinced that it will be able to operate the concession in an entirely satisfactory manner. In addition to ample financing and the ability to conduct the concession in a satisfactory manner, the concessioner must work in close cooperation with the National Park Service to furnish all services that the public

has a right to expect, even though some portions of the concession may be operated at a loss.

Once the need for a particular concession has been identified through the planning process on the basis of approved policy, a prospectus (issued for a new operation) is developed and issued to the business community. The purpose of the prospectus is to invite private persons to make offers to construct facilities and/or provide services that have been identified as necessary.

Once the best qualified applicant has been selected from among those who responded to the prospectus, a contract (using standard provisions) is negotiated and agreed to. A contract is negotiated to cover an appropriate term of years, not to exceed 30, the statutory limitation. Concession contracts are usually negotiated in those cases requiring rather large investments on federally-owned land. Revocable concession permits are granted to authorize minor concessions where there is little or no investment by the concessioner.

The contract will state the concessioner's commitment to the United States in terms of facilities to be constructed, the payment of fees and the adherence to standards and guidelines of maintenance of facilities, insurance, non-discrimination in employment and public service, safety and sanitation and other operational concerns.

The contract will also state the commitment of the United States

to the concessioner in terms of services which may be provided, of a preferential right to provide additional services and of an interest in facilities constructed by the concessioner called a "possessory interest," which may be compensable beyond the life of the contract.

Prior to expiration of an existing contract or permit, a fact sheet is issued stating the terms and conditions under which a new contract or permit will be negotiated. It should be pointed out that existing concessioners have, by law, a preferential right to negotiate new contracts in the event they have rendered satisfactory service during the life of their expiring contracts or permits.

### Financial Management of Concessions

Concessioners are required to submit the results of their operations annually on a standard financial form developed by the Concessions Finance Branch in Washington and approved by the Office of Management and Budget. The requirement has been in existence since at least the early 1930's and is critical to the proper administration of the concessions program. Because the financial reports show the actual operating results of each concessioner in a uniform manner whether large or small, we are able to determine how well or poorly they have done.

Concessioners whose operations gross \$1 million or more annually are required to submit financial reports which have been



Concessioner-constructed boat slips at Calville Bay in Lake Mead NRA.

David E. Gackertbach, NPS

audited in accordance with nationally accepted accounting standards by independent Certified Public Accountants (CPAs). Those operations that gross between \$250,000 and \$1 million are required to have the reports "reviewed" by CPA's. Operations grossing less than \$250,000 annually require only certification that the report is complete and correct. No CPA audit, review or compilation is required.

The branch reviews and analyzes each report, comparing the results with similar concessioners and also with industry. Select financial data is entered into a computer and various reports are generated to assist management in its day-to-day decision making process. For example, in 1984 there were 478 concessioners providing various services to visitors in 111 areas administered by

the National Park Service. These concessioners reported gross sales of \$364.8 million or an increase of 7.3 percent over 1983. The following listing breaks down the various types of sales and the related percentage:

Types of Sales in 1984	Percent of Total Sales
Lodging	18.6%
Food	22.2%
Souvenirs	14.5%
General Merchandise (Grocery, film, etc.)	11.3%
Auto Service	5.8%
Marina	11.0%
Transportation	6.6%
Saddle Horse and Livery	1.0%
Float Trips/ River Running	3.5%
Other (Ski lifts, guide service, etc.)	5.5%

Concessioners must pay a franchise fee determined upon consideration of the probable value of the privileges granted by each concession contract. The law defines probable value as the opportunity for a net profit in relation to both gross receipts and capital invested. The data on the concessioner financial statements is invaluable in determining the appropriate franchise fees. The Washington Concessions Division reviews all contract franchise fee determinations forwarded for the Director's approval working closely with the Regional Concessions staffs.

Over the past several years, the franchise fees collected from concessioners have increased significantly. For example, total franchise fees collected in fiscal year 1985 were \$7.6 million as compared to \$4.7 million in fiscal year 1980.

The Concessions Finance Branch is frequently called upon to provide in-depth financial analysis and accounting assistance to parks and regions where such expertise is limited. Much time is also spent with concessioners and their accountants in discussing financial matters relating to the concessions program.

### **Administration of the Concessions Program**

The Concessions Guideline, NPS-48, contains the laws, policies, procedures and programs used in managing concessions in national parks. The following paragraphs briefly describe some of the programs that have been

developed by the Concessions Division to aid in the administration of the program.

Rate Administration Program – This program governs the methods and procedures used by the NPS to approve the rates charged by concessioners for goods and services provided to visitors in the national parks. The Rate Approval Program is required by Public Law 89-249, which states in part, "The reasonableness of a concessioner's rates and charges to the public shall...be judged primarily by comparison with those current for facilities and services of comparable character under similar conditions..." The program sets forth procedures to assure that concessioners' rates and charges to the public are comparable with similar services and facilities provided outside the parks by the private sector.

Concessioner Review Program – The primary goal of this program is to ensure that visitor services and facilities offered by concessioners are satisfactory. To accomplish this objective, the Concessioner Review Program consists of two sub-programs: (1) *Operational Performance*, which provides a systematic method for determining quality, safety and sanitation of 23 different visitor services on a periodic and annual basis using established standards; and (2) *Contract Compliance*, which provides a tool for determining a concessioner's compliance with the terms and conditions of its contract or permit, and identifies specific responsibilities in adminis-

tering concession authorizations on a day-to-day basis.

Insurance Program – This program was developed to provide park visitors and the NPS reasonable assurance that the concessioner has (1) the financial ability to pay bona fide claims for bodily injury, death or property damage arising from an act or omission of the concessioner; (2) to protect the government against potential liability for claims based on the negligence of its concessioners, and (3) enable rapid repair or replacement of essential visitor facilities which may be damaged or destroyed by fire or other hazard.

Handcrafts/Gifts and Merchandise – Many visitors to national park sites purchase souvenir-type items relating to their experience. Concessioners offer many types of merchandise for sale, from groceries to souvenirs. The NPS encourages the sale of these acceptable items and particularly encourages the sale of U.S.-made handcrafts including authentic Indian/Eskimo handcrafts relating to the natural, cultural, historical and geographic characteristics of park areas.

Foreign-made products may be sold but are not encouraged. They are to be displayed in such a manner as not to conceal or upstage U.S. products, especially American handcrafts.

Various criteria have been developed to identify the characteristics of United States Indian/Eskimo handcrafts. To further encourage the sale of handcraft items, re-



Douglas Hawthorne, NPS

Concessioner-operated gift shop at Mount Rushmore National Memorial.

venue derived from the sale of American handcrafts and authentic Indian/Eskimo handcrafts is exempt from franchise fees paid to the United States. All merchandise of this type must be properly labeled, displayed separately from other merchandise, be certified by the vendor or producer as being handcrafted and be accounted separately from other merchandise.

National Park Service Concessions Employee Training – To meet the diversity of training

needs of both NPS employees and concessioners, various ongoing training programs have been developed, in conjunction with the NPS Training Division. These programs are attended by NPS personnel with concessions responsibilities along with concessioners' employees. These programs offer training on subjects such as concessioner service and facility evaluations, rate approval, contracting and financial management. In addition, videotaped programs pertaining to the conces-

sioner evaluation program have been developed to instruct seasonal NPS evaluators in the proper techniques for evaluating concessioner services and facilities.

### **Public/Private Partnership**

The NPS and concessioners have been working closely together over the past few years in a cooperative, businesslike manner to accomplish the goals of the administration. Neither has had to compromise its position and

both have made concessions along the way to better serve the visitor and to protect the parks as intended by Congress. Some examples of cooperative efforts with concessioners are discussed briefly below.

Campgrounds – In 1983, a two-year pilot program to test the potential for effective concessioner management of campgrounds was started in the NPS. The intent of the test was to determine the impact the change in management would have on public acceptance of private industry-operating campgrounds, the budgetary impact on NPS and the economic feasibility for the concessioner. The program included campgrounds located on the Blue Ridge Parkway, Lassen Volcanic and Crater Lake National Parks, and Whiskeytown and Lake Mead National Recreation Areas. The program is being continued through 1986 at the same level as the first three years, with the addition of campgrounds at Mesa Verde National Park and Big South Fork National River and Recreation Area. A long-term decision will be made in October 1986, and will be dependent on the fee legislation and budget outcome.

Concessions Safety Program – The current NPS method of evaluating a concessioner's operation for safety and health requires NPS employees to conduct safety inspections of a concessioner's (private business) facilities/operations. As a result of a 1982 task force, the NPS is conducting a pilot test of a revision which will shift a substantial portion of the

workload to the concessioner. The program establishes a self-inspection approach. Specific concessioner responsibilities for inspection of operations/facilities are outlined in detail. Various sources are identified in the program to assist concessioners in conducting the safety inspections and a numerical rating process is proposed.

The program was implemented on a trial basis in 1985. Grand Teton and Yosemite National Parks and Lake Mead National Recreation Area served on a voluntary basis as the test sites. At the conclusion of the 1985 visitor season, it was recommended by the test sites that the pilot program be extended for another year with additional parks and concessioners participating. The new program will be implemented in full on a phased Servicewide basis starting in 1987.

Revenue Enhancement – Prior to 1984, it was standard Park Service practice to provide concessioners with infrastructure (water, sewer and electric main lines, roads, parking, landscaping) and, when economic analysis indicated that the concessioner could not afford it, to provide all or a portion of the structures as well. Once these facilities were built, NPS usually provided major maintenance costs such as structural repair. Our contracts stated that, if improvements to government buildings were needed, the Service would pay and the concessioner would be asked to invest in government-owned buildings only if appropriations could not be found. Since 1984, we have

made the concessioner the entity of first choice for all such investment. Partly as a result, we anticipate concessioner investment of over \$100 million over the next two years. This change in emphasis is good business and should continue.

Concessioner Involvement in Interpretation – Many people who visit national park sites do not distinguish between "Service" employees and "Concessioner" employees. To many of them, anyone who works in a park and wears a uniform (even if it is not Park Service green) must be a National Park Service employee. Concessioners employ a substantial number of people in peak season (22,000), most of whom come in direct daily contact with visitors. Our "typical" visitor is more likely to come in contact with concessioner employees than with NPS employees, especially since some of our visitors never set foot inside an NPS visitor center or participate in NPS-sponsored events. The Service has, therefore, launched a program to have concessioners become more involved in helping it with its park interpretive programs. This will not in any way reduce NPS's involvement but will augment existing programs.

There are many ways this interpretive effort is being expanded. Restaurant menus that once only described the types and prices of meals have been redesigned with interpretive messages. Some concessioners have developed tent cards with trivia questions about their parks and have placed them

on restaurant tables or in lodging rooms.

Other concessioners have printed anti-litter messages on grocery bags and still others have added interpretive inserts in shopping bags when visitors purchase goods in retail outlets. Several concessioners have expanded their employee orientation manuals by adding typical questions that are asked by visitors along with correct answers.

We are suggesting to concessioners that their employees become involved with the Volunteers-In-Parks (VIP) program during their off-duty hours. Since these employees already know a great deal about their park, they can be productive VIP's quicker. There are other ways we are exploring to get more concessioners involved. Our main thrust is to reach and educate as many visitors as possible with our messages through face-to-face contact, whether they are contacted by government and/or concessioner employees.

The descriptions of the various programs presented in this article are necessarily brief. Park and recreation agencies desiring more detailed information on any specific programs are invited to contact David E. Gackenbach, Chief, Concessions Division, Department of the Interior, National Park Service (680), P.O. Box 37127, Washington, D.C. 20013-7127.

## Conclusion

For those visitors who take the opportunity to stay in lodges, rent



Concessioner-renovated lodging and registration area, Canyon de Chelly National Monument.

David E. Gackenbach, NPS

bicycles or horses, purchase food and equipment or take advantage of the numerous other services available while in the parks, the concessioner is essential to a full park experience. Concessioners and their employees are partners with the National Park Service in serving people. A successful partnership is based on mutual support and responsibility. Park managers must appreciate the need for the concessioner to make a reasonable profit, and concession operators need to be aware of the statutory mandate of the Service to protect park resources for people. Above all, both the Service and the concessioners are responsible for serving the park visitor and assuring them an opportunity to use safe, healthy and high quality facilities and services.

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*Sherrill Joyner is a concessions analyst in the National Park Service's Division of Concessions.*

# Managing in Austere Times

by John F. Byrne

Park managers are facing a new kind of austerity. While the national economy is getting healthier, our budgets are getting smaller, or at least are not growing at the rate many of us have experienced in recent decades. Partly brought about by grassroots taxpayer antipathy for "high" tax in the states and partly due to the generally recognized need to cut federal spending programs to match revenues, park acquisition, development and operations budgets are being checked, if not reduced.

This period of austerity is occurring as the population continues to grow, as development continues to reduce open space and as domestic vacation trips are increasing visits to parks.

A standard approach to this "smaller budget – more work" squeeze is to reduce service, partially or completely close parks and complain bitterly. There are other approaches that may offer relief and park managers should be encouraged to try these other approaches.

The first place to find ways to solve the "smaller budget – more work" problem is to maximize the efficiency of available resources. Next, managers should direct these available resources toward the highest priority programs. Only after it is clear that human safety or important resource values will be unreasonably compromised should the public be denied full access and enjoyment of their parks.

Park managers should welcome programs that are meant to increase efficiency. Without the private sector profit/loss incentive, government managers can become comfortable with the old ways of doing things and can be reluctant to rock the bureaucratic boat. Park managers can feel threatened by efficiency studies such as those comparing private sector costs against government costs to do work commonly done in the private sector. However, such a study is an excellent method to find and adopt modern management and efficient work practices.

An excellent method to implement these cost-saving practices is by involving the people that do the work. These people —

- have pride in their jobs and *want* to make them fully supportive of the park's overall mission.
- want to work to the fullest extent of their capabilities.
- will tend to support management later when their own ideas are implemented.
- know that if efficiencies are not achieved their jobs are at stake.

Typical money and time-saving improvements that in-house employee group meetings might identify include:

- Reduce down time. Down time can easily reach 40% of the work week. Travel to the work site, waiting for materials, ending one job and waiting for new instructions to start the next job,

lack of work-saving tools being available are examples of reducible down time.

- Give workers freedom in determining how to do work. There is a natural tendency for people to perform work in the simplest and quickest way. Left alone people can find ways to save time and be efficient. Also, permitting workers to decide how to do the work builds pride, a feeling of accomplishment, accountability and responsibility.

- Encourage workers to learn how to do work outside their normal job descriptions. In this way employees can grow in their profession. Also, it may be possible to combine two jobs into one.

- Clearly communicate what all the work needs are beyond the present task, so that people know what to do next, and self-initiative can be activated and time saved.

- Involve all employees in priority setting and work scheduling. Employees in the field are often better able to determine what the real needs are than the people in the office or people "downtown." In this way, not only are the high priority tasks properly scheduled, but there is all employee ownership and commitment to accomplish the work schedule adopted.

It should be the responsibility of the workers to decide how the individual elements of work are to be done. It is the responsibility of managers to manage the overall work and efficiently provide the support needed in the field. A



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Employees in the field are often better able to determine what the real needs are than the people in the office or "downtown."



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*Give workers freedom in determining how to do work.*

modern maintenance management system (MMS) provides a good way to inventory work needed, plan for the use of the human and other resources available to do the work, and monitor and analyze accomplishment and effectiveness of the work done. Documents and reports generated by an MMS help all those involved in park management – from the employee in the field whose work is guided by the system, through the manager who uses the system to manage the work, to the elected officials who set policy and appropriate funds for parks.

Although specifically designed for maintenance, the readily available MMS programs on the market can be adopted to include all aspects of park management. A good MMS is an excellent tool to comprehend and direct operations, make decisions and communicate needs to higher level officials. Such a system enables a park manager to be as efficient as possible with the resources at hand.

When the resources available are not sufficient to fully accomplish all park programs, even when operating at optimum efficiency, then efforts must be placed on the highest priority programs. A typical priority list for park programs might look like this:

#### First Rank

Human safety (visitor, employee and neighbor)

Important natural, cultural and recreational resource protection

#### Second Rank

Basic public health and sanitation

tion

Simple visitor access to resources

#### Third Rank

Routine maintenance and emergency repairs

Reactive visitor service, public contact and introductory interpretive service

Operating programs should accomplish as many priorities as can be reached. Whatever can be done should be done with first-class quality and with enthusiasm.

### **Do's and Don'ts for Park Managers**

- don't spend an inordinate amount of time griping (or listening to others gripe) about the small fraction of things that cannot be done.

- do spend quality time finding innovative ways to do the large fraction of things that can be done with the available resources.

- don't circumvent administrative initiatives aimed at making government operations more efficient.

- do turn these initiatives toward achieving efficiencies that the park staff already know about and have been waiting for a good time to inaugurate.

- don't ignore what the private sector has learned through the trials of the marketplace.

- do use organizational analysis, financial management, market analysis and employee development programs that have been developed in the marketplace

to achieve efficiency.

The worst thing a park manager can do is to close a park to the public because he or she cannot become efficient and stretch available resources. This is especially true when the closure is made out of proportion to budget constraint. The second worst thing the manager can do is to complain about having to find ways to economize and make do with less. On the contrary, parks and park managers enjoy an excellent reputation with the public. To shut our best supporters out of their parks is a quick way to lose public support. Park managers should take the opportunity to show a positive-minded public audience that we can be as efficient and cost-conscious as our private sector counterparts.

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*Mr. Byrne is presently Superintendent of George Washington Memorial Parkway, McLean, Virginia, and has been with the National Park Service since 1968.*

# Bringing Management Vulnerability Into Proper Perspective

by Richard L. Wilburn

Should the term "vulnerability" pose a threat to managers? It may have a real meaning in today's litigious and public relations world. Vulnerability may also be a meaningful concern to many staff officers whose responsibility includes analysis, evaluation and making recommendations in certain technical disciplines. However, there should be no overriding concerns for most people, if proper attention is given to identifying potential areas of liabilities and losses, and adequate programs are implemented to establish controls.

*Roget's Thesaurus* identifies several synonyms for "vulnerable": "open to attack; weak, defenseless; assailable; susceptible." The *American Heritage Dictionary* gives the definitions "liable to censure or criticism; assailable," and "susceptible to attack, unprotected." Questions that may arise from these meanings of the term vulnerable include: How can I be vulnerable – I only manage a small park? What would I be vulnerable from? We have never had any big problems here.

## Managing for Loss Control

Business managers have been concerned about liability and loss control issues for many years. Losses from fire or severe damage to equipment have been recognized as threats as early as the Babylonian and other ancient civilizations. However, only in recent times have the close interrelationships between basic management practices and the control

of business losses been fully recognized.

Over the past 50 years there has been a deluge of new concepts and knowledge in the emerging function of management. New approaches seem to appear as from an assembly line, each purporting to be the last word in achieving organizational objectives with the least expenditure of resources. Managers seem fascinated by buzz words that carry the message to the world that they are on the inside, that they are informed and effective. Some of these concepts or buzz words remain only for a short time while others flourish. Most modern managers are at least familiar with such terms as the managerial grid, theory X versus theory Y, management by objectives and, more recently, theory Z.

We can expect an escalating demand to perform at a higher rate of efficiency while working with less. Oh yes, we will be expected to remain effective and to produce a quality end product even as the resources dwindle. Management's effectiveness will be increasingly tried and evaluated. Increased emphasis on key factors such as quality assurance internal controls over fraud, abuse and waste and freedom from unnecessary liability resulting from our operation is already being felt. Stated in a different way, we are being asked to manage for improved productivity and with a minimum of costly errors.

Error-free operations has long been a major objective of accident

prevention programs. Only in modern settings, however, has management begun to understand that the same programs that result in accident prevention are important means to achieve efficiency, insure a quality end result and reduce the incidence of liabilities.

Managers in government have traditionally not shown the same concerns for loss control as have some managers in private industry. The needs and demands are not the same. In both areas, managers are evaluated by how effectively they meet organizational "bottom line" requirements. In most areas of private enterprise, that bottom line is closely tied to maintaining profits. If the organization is suffering excessive losses from such things as accidents, equipment abuse, fire or civil negligence claims, there is a distinct impact on profits. This could result in the removal of managers who have failed to establish controls.

Government managers generally are not under the same bottom line demand. Profit is seldom an issue. In addition to this difference in objectives, most government managers realize that adequate appropriations to operate will be forthcoming next year regardless of problems experienced this year. Government managers often are not held accountable in any meaningful way for the "hidden losses" of inadequate loss control programs even after accidents bring these inadequacies to the surface. Why should managers change recognizably deficient systems of operations if there are no im-



Richard L. Wilburn

*Extra vigilance must be exercised in building over two levels to ensure safe egress in an emergency.*

mediate, pressing demands for revision? Let's look at two considerations that should be important to managers.

### **A Case Study**

One answer to the question, "why change?" can be found through an examination of the finding and results of an actual accident report on a recent serious incident. This accident cost millions of dollars and set programs back several years. First, some statements taken from the report:

- "A serious problem among technicians is a perception that they might be 'punished' or even lose their jobs if accidental damage is reported. Consequently, dam-

age is not consistently reported (to top management)."

- "If our program had functioned properly, the incident could have been prevented."

- "This incident could have been foreseen as far back as 1977."

- "They accepted escalating risks apparently because they 'got away with it' last time."

- "Accomplishing the more pressing immediate requirements diverted attention from what was happening to the system as a whole."

- "A major reason for the failure was pressure to meet an over-ambitious schedule."

One chapter in the report is entitled, "The Silent Safety Program." This is because no member of the safety staff was ever involved in the decision making process. At no time during testimony from management was the safety program discussed.

One of the immediate results of this incident, the Space Shuttle Challenger accident, was that the agency (NASA) was exposed to an intensive scrutiny. This examination has included NASA managers, its policies, its procedure, its objectives, its very mission. Scrutiny has not been restricted to the Presidential-appointed Rogers Commission, but has also been initiated by the U.S. Congress,

NASA management and the contractors involved – all attempting to evaluate what happened and why. In some cases the apparent objectives of the investigation(s) has been to find a scapegoat and get the pressure off the organization.

The news media also gave priority coverage to the incident and the work of the investigative commission. This intensive coverage, which continues at the time of this writing, has created mass public interest and pressures on all parties to act. Top government managers frequently could not state positions because of ongoing investigations. Some journalists tend to suspect and downplay top management testimony in any event. One result has been that newspeople have sought out other "experts" from publishing, industry and academia, and published their opinions even though these people often do not have first-hand information.

The end result of all of this has been and continues to be costly to the agency. The loss of lives and the multimillion-dollar shuttle was only the beginning. Program disruption and bad public relations will have long-term effects. Their schedule remains uncertain and their paying customers are going elsewhere. Their mission is being questioned as well as the manner in which it is carried out. Reputations and careers are on the line. Funding is under careful review by Congress and probably some program elements, long accepted as standard operating

procedures, will be forced to change.

Shortly after the Rogers Commission report was presented to the President, the Congress set up its own investigation committee. A headline in the *Washington Post* following the initiation of this investigation proclaimed that, "Lawmakers seek punishment of NASA officials." Various members of the Congress, as politicians are wont to do, publicly added other views. In pressing the Rogers Commission for the name of the person at NASA, the Congressmen spoke of "willful, gross negligence" and "criminal negligence charges." There is a general agreement that there will be demands for a massive overhaul of NASA management practices. There will be closer overview of NASA programs and careful evaluation of future funding requests. At this date there have been sweeping resignations and reassignments of key personnel, both at NASA and in several of the contractors' organizations.

Now put yourself and your organization in the shoes of NASA officials. How would you hold up under similar close scrutiny following some major disaster in your park? Do you have well-developed policies, procedures and work standards that can be fully supported at all work levels? Is top management regularly kept fully informed of situations and conditions in the work place or in visitor use areas that have a potential for serious incident if left uncorrected? Do your employees feel free to openly communicate prob-

lems to management? Do such communications run into road blocks in middle management because of pride, fear of career damage or other impediments? Does your loss control staff have input in the planning and decision making process? Most park managers could substitute their own organizational names to replace NASA in the Rogers Commission report and remain accurate. If put on the stand to defend your process for setting priorities in the use of limited funds, how would you defend the failure to correct reported serious standards in life safety in order to provide more visible landscaping?

Make no mistake, you would be called to testify to these questions. Your career, your lifestyle and your good name could all be in jeopardy. The organization you serve could be subjected to the same full-scale scrutiny that the NASA organization has been subjected to. Who would be the scapegoat government in your organization? Whose head would roll? Could it be yours?

This initial reason for establishing effective programs to control losses is dramatic and has an air of spectacularism. No, it probably will not happen in your park, at least not at the scale of the Challenger disaster. We do not anticipate television crews filming most activities in park or recreation areas for the world to observe. But, it could be just as emotional and of national interest. We know of several public figures who have stayed overnight in hotels located in parks. In several cases these

same hotels were known to be seriously deficient in Life Safety Code Violations. Water systems servicing the structures were questionable and available park rescue equipment was suspect. Yes, much of this has since been corrected. What is the status of facilities under your control?

### **A Less Dramatic Reason**

A second and less dramatic reason for observing good controls over losses is simply because it is smart management. A frequently used definition of the role of management is that of getting work done through other people. This is probably an accurate description. Most top managers are not blessed with the time and perhaps the specific experience needed to perform on the front line in many operations. But we do not feel that the above definition goes far enough.

It is not enough to simply get work done. We must be concerned about a quality end product, cost control, conservation of available resources (including people) and keeping liabilities low. We establish objectives and develop plans oriented to reaching those objectives in a timely manner. We cannot, as effective managers, accept acts or conditions that impact on our capability to achieve the stated objectives. Accepting excessive losses from incidents that are controllable is nothing less than accepting inadequate management practices.

A better definition of the role of

management is: "Getting work done through other people with a minimum of errors." This implies that managers have examined the work to be done, the facilities to be used and the relationship with the environment. They have identified the possibilities of losses. Proper on-the-job performance does tend to be more free of costly errors.

The result should be: (1) Improved efficiency in the utilization of resources and equipment; (2) Upgraded quality assurance through careful planning and standards implementation; (3) Better cost controls; (4) Reduced liabilities through standards compliance. Loss control is nothing more than performance — it is a direct end result of good management practices.

So we suggest that managers everywhere discard those time-worn reasons (excuses?) for not applying good loss control practices. The "no-time" excuse simply is not valid. This process is a part of the day-by-day management and work process — it is not extra. The "no-resources" excuse is equally invalid. When resources are short it is obviously best to use them in an approved planned manner. Even more reason to apply loss control principles to reduce waste and abuse. But we have always done it this way. So had NASA!

This author's favorite excuse is that compliance with all these standards takes away the flexibility to manage. Yes it does, if your management style requires the

taking of short cuts, of substituting practices that are not condoned by the trade standards for the job or of providing substandard or jerry-rigged equipment in order to save funds to use elsewhere. This approach is useful when it is convenient to ignore standards violations and deficiencies in order to use available resources on projects that have more visibility or political impact.

Good management pays big dividends in terms of quality assurance and loss control. Failure to apply these basic principles usually become apparent under evaluation. Continued failure to apply these principles can, and often does, eventually end in tragedy. The choice is yours. Pay now, or pay later.

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*Richard L. Wilburn is Chief, Branch of Safety Management for the National Park Service.*

# Public Participation

by Bud Getty

*There is no need for public participation in the planning or operation of parks. We are the professionals and we know what is good for people!*

While, hopefully, none of us is so callous as to believe or articulate an arrogant idea such as this, it does seem at times that we managers regard any process that gives the public a voice in their parks a mere formality, and once this hurdle is passed, we can do things the way we initially intended.

Successful park planning and operations are the result of direct input from the public who will use the area or facilities, combined with the expertise of park and recreation professionals. It is a necessary partnership for everyone involved.

While each manager has his or her own style or viewpoint regarding public participation, there are numerous methods to gain citizen support and input. The following "rules of thumb" have been used at one time or another — and resulted in unsuccessful programs, antagonism, lack of public support to name a few. If any of the following sound a bit familiar, it is not too late to rethink your strategy!

**Rule #1** – Hold public meetings in obscure locations. Give vague directions to these locations. If response is to be by mail, send out information only to those individuals or groups that agree with your viewpoint.

**Rule #2** – Conduct meetings or send mailings at inconvenient times. Hold meetings in the desert

in August; if a neighborhood is Jewish, hold the meeting on a high holy day. If you are certain that the meeting place closes at 9:00 p.m., start the meeting at 8:00 p.m. so that severe time limits can be placed on public comment and take at least half the time to set the rules for the public comment.

**Rule #3** – Pick a highly opinionated facilitator who records only the comments he or she agrees with, who refuses to record dissidents' responses, and who makes personal comments whenever someone suggests an idea. Shots like, "Dumb idea," or "You're kidding!" or simply making disgusting sounds with the lips can stifle diverse thought.

**Rule #4** – Promise a summary of responses to all who sign up on a list. Don't bother preparing one, as you have no intention of sending it anyway.

**Rule #5** – If legal notice has to be given for a meeting, publish it at least 200 miles south of the town where it is to be held, e.g., for a meeting in Santa Cruz, California, put the notice in the San Luis Obispo newspaper. That's close enough and they both do start with "San."

**Rule #6** – If the comments are recorded on butcher paper in front of the audience, be certain to make a lot of noise and ceremony tearing up the recorded comments before the majority of the public leaves the meeting. They'll learn to miss future meetings and stay home to watch the "Golden Girls" instead.

**Rule #7** – Pass out planning documents clearly marked "FINAL" and talk about the waste of taxpayers' dollars in making costly changes to the plan.

**Rule #8** – Don't give any ground rules for the park plan or operation. For instance, if regulations or laws prohibit hunting or off-highway vehicle use, don't divulge this secret until the end of the meeting. Dash their hopes after they've already been subjected to a lot of abuse by the "other side." Maybe they won't show up next time when hunting or off-highway use is a possibility.

**Rule #9** – Heat, cold, noise or other distractions can thin out the crowd rapidly.

**Rule #10** – Give preferential treatment to elected officials. By the time they get through posturing and pontificating platitudes, the public will have gone home.

**Rule #11** – Show slides before dark in a room without window shades. If this can't be arranged, make certain that the projector and tape recorder are not in synch. Use an irritating voice for the tape.

I think you will agree that the above "rules" are definitely the wrong ways to effectively deal with the public. Following are two case studies where the public process led to success and slightly less than success.

## Visitor Center at Anza Borrego Desert State Park

The citizens of Borrego Springs, California, a small desert community of about 2,000 people, were

often at odds with the policies and plans of the 500,000-acre park that surrounds their town. A small group of individuals in the community and several of the park staff formed a cooperating association. The stated goal of the group was to build a visitor center for the park. Eight years later the visitor center was a reality; the community had raised \$500,000 which was matched with state funding.

More important than the visitor center was the involvement of the people of Borrego Springs. School children, business leaders and corporate representatives who lived in Borrego Springs all became part of the fund-raising effort. And the attitude of the park changed dramatically; it became common to hear comments that included the phrases "our park," "our rangers" and "our visitor center."

Today the commitment is still as strong. Over 100 active volunteers staff the visitor center, putting in thousands of hours annually answering questions and selling interpretive materials.

### **Little League Fields, Malibu Lagoon State Beach**

The affluent coastal community of Malibu is world-famous for its Malibu Movie Colony and Surfrider Beach.

Surfrider Beach, the Malibu Pier and a rather new parcel, Malibu Bluffs, are all part of Malibu Lagoon State Beach. The Malibu Bluffs parcel is a 90-acre coastal terrace which has a commanding view of the coastline,

both east and west. On a clear day Catalina Island appears dramatically close.

Public involvement in this instance took another form. Already established local groups saw an important local need that could be satisfied by the use of Malibu Bluffs. The temporary home of the Malibu Little League on another portion of state land was being lost due to the development of a salt-water marsh and lagoon. They reacted with a lawsuit and sought legislation to enable the Little League to occupy the bluff top. They were successful; two little league fields, a football field and parking are situated on this prime location.

A minority of individuals feel that the highest use for the Malibu Bluffs would be to have a visitor center that would be the gateway to the entire Santa Monica Mountains complex of county, state and national park lands. The superlative coastal views with the panorama of the Santa Monica Mountains in the background would make this an outstanding interpretive site.

In both of these "case studies" the work of local citizens was effective and successful. In the latter example it probably fell short of a truly outstanding opportunity.

Employees of park and recreation areas, especially policy-determining managers, should periodically assess the goals, objectives and accepted mission for their parks. Goals do change as the social, political and various

other influences undergo modification. Changes often reflect new and different expectations and desires of the people who use the park.

It is perhaps an overused expression of fact that the parks are for people, but it is none the less true. The people express their desires through a variety of means including electing and influencing legislators. These legislators have the watchdog role of overseeing the way public parks are managed and have the power to effect change.

Managers who are too closely tied to traditional or pet procedures and policies may find themselves outside of the public needs and expectations. This could result in a lack of necessary support and resources to properly function. It is of obvious advantage to maintain close public support through educational programs and through soliciting input on critical park use issues.

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*Bud Getty is District Superintendent, Santa Monica Mountains State Parks, California.*

# Coaching Your Way To Effectiveness

by Lucia Bragan

Coaching is an invaluable technique used by supervisors in providing guidance to their employees. It is a continuous process that should be applied to all employees, experienced and inexperienced.

Coaching employees to develop skills or improve performance is not a new concept. But it is so deceptively simple an idea that many supervisors doubt its effectiveness. Supervisors frequently use other techniques to accomplish this objective, opting to send an employee to costly formal training to learn to do something correctly when skillful coaching could do the job more effectively.

Though coaching is a relatively simple technique, it is not easy to master. Like all skills, it may seem awkward the first few times it is used. It requires thoughtful planning to handle a coaching session properly, and it also requires good communication skills on the part of the supervisor.

At the very least, the supervisor must know how to listen actively, compose clear, concise messages or directions and maintain employee self-esteem. Coaching, therefore, is an advanced management skill based on mastery of basic skills of good communications and planning.

Some situations lend themselves more obviously to coaching than others. The 4-step method of coaching (or training) is most appropriate when an employee must learn how to perform a new task such as completing a form, operating a lawn mower, operat-



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*The coaching method can help technically competent employees solve problems confronting an organizational unit.*



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ing a film projector or some similar activity. The 4-step method includes:

1. Planning out what you will say and do to demonstrate the task.

2. Presenting the operation or technique.

3. Performing by allowing the employee to practice the task repeatedly.

4. Following-up or checking the employee's performance immediately after the coaching session, and frequently thereafter until the employee becomes more skilled.

In cases where the members of a work group are technically competent, a supervisor can use the coaching method to get the group to solve problems confronting the organizational unit. To do so, however, requires a supervisor to change his or her orientation. Thus, instead of charging into a problem, controlling, directing and deciding, the supervisor might consider "how can each problem be solved in a way that further develops the employees' commitment and capabilities?" With such an orientation, the supervisor would allow the employees to solve the problem *but* would provide appropriate guidance as necessary. The guidance would come in the form of questions to help the employees think through various solutions and their short and long-term consequences to the unit, as well as to the other parties involved.

The conclusion of a project is

another opportunity for a coaching session. When an employee completes a significant project, managers should take the time to critique the various aspects of the project. Such a critique would address such questions as:

1. What went most smoothly with the project? Why? Could some improvements be made to make it even better?

2. What were the major problem areas? Why? How were they overcome? How could they have been avoided?

3. If you were to do the project again, what would you do the same? Differently? Why?

4. What did you learn from the project?

In such a session the supervisor also has an opportunity to provide feedback on how he or she viewed the employee's work on the project.

Such a critique or coaching session performs an invaluable service by bringing the project to a close for the employee, communicating to the employee that the supervisor cares about his or her opinion on the various aspects of the project, and providing the supervisor with an opportunity to learn how well the employee understood the project and performed the work.

A good coach insists on high standards and rigorous efforts, but passes on all the information that will help group members grow. The ultimate goal of a good coach is to develop an individual

and/or team so that everyone can make a decision and carry out tasks when the coach is not present. Give coaching a try.....it works!

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*Lucia Bragan is an Employee Development Specialist with the National Park Service's Division of Training.*

# Suggestions on Improving Your Writing Skills

by Ernest J. Berger

When I am asked what I think makes anyone more successful and productive I usually head up the list with the ability to communicate clearly and concisely. It doesn't matter whether you're in the National Park Service or American business. The fact is that we are all buried under the paper filling our in baskets. Most of this correspondence is:

- Unclear
- Too long
- Hard to read, and
- Doesn't hit the mark.

It is another well-known fact that most of us sort through our mail and read those things first that appear simple to handle. If we are wise and want our written material read then we make it easy for the reader. These can be memos, letters or reports. The principles are all the same.

These are a few suggestions that you may want to adopt:

- Never write more than nine or ten words in a sentence. Write fewer if possible.
- Eliminate words that have no meaning and don't help your message. (These are phrases like, in order to, for the purpose of, this is to inform you that we will send, notwithstanding the fact that, as you know.)

The translations of these phrases are:

In order to	means	so or to
For the purpose of	means	for or to



E. J. Berger

This is to inform you that we will send	means	we'll send
Notwithstanding the fact that	means	although
As you know	means	(leave out nothing completely)

Using these long bureaucratic phrases only clutter up your writing and adds a lot of useless words.

- Never have more than one thought in a sentence. If you have two thoughts you really need two sentences.

Here is a sentence from a letter that came across my desk today.

"Per the agency, the overall industry "rule of thumb" is to use the amount of space necessary to say what is needed and thereby provide enough information for the person to respond."

This sentence has 32 words in it and three thoughts. You really need to read it twice to figure out what it means. Wouldn't it be simpler to say: The agency tells us to give all the information. Space is no problem. Our clients will respond if given the information.

The longest sentence in this example has 9 words. All three sentences together have only 21 words but each is a complete thought.

- Keep your letters and memos to one page if possible. People tend not to read more than one. Long letters, if read at all, usually get read last.

- Always have the "doer" at the beginning of the sentence.

**EXAMPLE** – The vehicles were allotted to the park personnel by the superintendent.

This sentence is easier to follow if we say: The superintendent allocated the vehicles to the park personnel.

We also save two words.

- Be specific and completely clear in what you are saying.

**EXAMPLE** – The superintendent of a large national park allocated the vehicles to two of the park personnel.

That doesn't tell the reader much.

But if we write: "Bill Smith, superintendent of Yellowstone National Park, allocated the vehicles to Rangers Tom Jones and

Mary Brown" – now the reader knows exactly where and who is involved.

- Try to write like you talk. It may seem strange at first but it is well received by your readers.

- Don't be afraid to use contractions. They save words and sound like the way you talk.

- Never change a verb into a noun.

I have noticed that many persons in government and private industry add *ion, tion, ment* and *ization* to verbs. This causes our writing to lose some of its punch and makes the message less clear.

Which of these sounds better?

"We used more volunteers in our parks," or "We made a utilization of volunteers in our parks." In the second sentence made is the weak verb and used became a noun.

- Set a pleasant and friendly tone.

Unless you are angry your messages and memos should be pleasant.

Which of these sounds better?

Would all park rangers please send their reports by September 1, 1986, or All park rangers must submit their reports by September 1, 1986.

In the first example the word please works wonders. You must also ask yourself if any park ranger worth his or her salt would not send a report on time after reading either sentence.

My last suggestion is:

- Use bullets and dashes wherever possible. This trick really makes your messages and instructions easy to follow. They are particularly helpful if you have a lot of details to convey. Details are hard to sort out if woven throughout a full paragraph.

On the next page is a copy of a letter I wrote today. It is an in-house notice to fellow employees from out-of-town inviting them to attend a meeting. Notice that it uses the suggestions mentioned in this article.

It:

- is one page
- has very short sentences
- sounds friendly
- uses bullets and dashes
- gives about 10 different details in a way that is very easy to follow. The details almost jump off the page for the reader.

I hope these suggestions help you. You should find that if you adopt these principles you'll be able to write much quicker. I didn't time the example letter, but it couldn't have taken more than 5 or 6 minutes to write.

The solution must be to "work smarter." If communications within your area can be improved and speeded up, that is working smarter. For those interested in professional training on business writing there are several excellent companies, colleges and universities that offer one-day seminars. One of the finest I have found is

Communispond Incorporated with headquarters in New York City. Many of the ideas I expressed in this article I learned in their writing class. It works for me!

---

*Mr. Berger is the Area Manager for Northern Virginia for the C&P Telephone Company. He has thirty years' experience in the telecommunications industry. Apart from his regular career he is active in community affairs in the Washington Metropolitan Area, serving on several Boards of Directors.*

**THE CHESAPEAKE AND POTOMAC TELEPHONE COMPANY OF VIRGINIA  
FALLS CHURCH, VIRGINIA, JUNE 20, 1986**

TO: ALL STATE COUNCIL MEMBERS

We are delighted to host the July State Council Meeting in Northern Virginia. These are the details you need to know.

**Dates:** July 22 & 23, 1986  
**Place:** Sheraton Tysons Corner Hotel  
Leesburg Pike (Route 7 & Dulles Access)  
Tysons Corner, Virginia

**Schedule:** July 22nd  
• Social 6:00 P.M.  
• Dinner 8:00 P.M.

July 23rd  
• Continental Breakfast 8:00 A.M.  
• Council Meeting 8:30 A.M.  
• Lunch 12:00 Noon

**Hotel Reservations**

We have reserved a block of rooms. Please see RSVP letter attached. Please pay for your own room.

**Free Time**

You will be on your own after the dinner on Tuesday evening. The Council Meeting will adjourn after the luncheon on the 23rd.

**RSVP**

Please fill out the attached sheet and return by July 14th.

All of us are looking forward to your visit.

E. J. Berger  
Area Manager  
Northern Virginia

# The Discretionary Function Exception as a Government Defense Against Claims — A Layman's Perspective

by Richard L. Wilburn

Can I be sued if I take this action? Can I be sued if I fail to take some action? These are familiar questions raised during training sessions and in safety management meetings.

In a presentation to a Safety Management Seminar for the Department of the Interior, the attorney addressing these issues gave this summary of a modern approach to a legal defense:

*In rebuttal to an affirmation by a lawyer that, "Your goat ate my cabbage," the defense lawyer argued:*

1. *It was not cabbage — but if it were*
2. *It was not your cabbage — further*
3. *It was not a goat — but if it were*
4. *It was not my goat — and in any event*
5. *The goat was insane.*

While the animal psychologist is studying the goat's sanity, we should quickly suggest that this line of reasoning may not be adequate if taken alone.

The manner in which such questions are posed reflects a lack of adequate information of the Tort Claims Act on the part of some managers. The fears expressed by many managers about their personal liabilities also reflect a basic lack of understanding of the process. Most of the concerns expressed to this author, the Tort Claims Officer for the National Park Service, are centered around basic concepts or functions. They deal with taking specific actions

and/or the failure to take an action — an omission — as part of their assignment.

This article will address a relatively narrow aspect of this question. The nature of the expressed concerns seem related to the right of a manager to make necessary decisions about the way he/she will administer the park. There is an exception to the Federal Tort Claims Act that does recognize the need, and the right, of managers to make decisions without undue fear of being second guessed and found liable in court. We shall deal primarily with this Discretionary Function Exception by examining two recent hearings in federal courts that tested this exception.

## An Overview of Basic Issues

First let us look at the question posed at the beginning, can I be sued? Yes, you can be sued — both as an individual and as a representative of the agency. However, that is the wrong question for real concern. A better question would be, "Is a court likely to find me liable and assess heavy penalties against me?" The answer to this is probably not. Statistically the incidence of government managers who have been held personally liable for official acts is very small. So long as the manager is acting in good faith and is acting within the scope of employment, any claims will generally be relegated to the agency. The attorney bringing the claim is going to file where there is a chance of expecting payment. A

claim brought against a government employee is usually a futile undertaking based on wages and assets available.

We do not wish to entirely rule out the possibility of personal liability. It is obvious that it can happen and there are historical precedents. However, in the highly publicized recent cases in industry in which managers have been found to be criminally liable, their acts or missions were extreme. They willfully and knowingly suppressed information and exposed employees to known hazards. These cases are under appeal and the final outcome is in question.

Tort claims against the National Park Service have resulted largely from two areas. The first is based on proper engineering and design and the second is based on proper maintenance and upkeep. In the first instance, it is important that, once a decision is made to build or develop a facility, that it does conform to accepted trade standards and design specifications. The second instance comes after construction when maintenance is below standard and injury or property damage results. For example: A trail is built that conforms properly to accepted standards for grade, width, etc. However, erosion over time has caused ruts to form and rocks and tree roots to be exposed in the main path. If a visitor trips and falls because of any of these obvious deviations from proper maintenance standards, the park is clearly open for a claim.



Richard L. Wilburn

*Following some natural event that creates a hazard, provide warning and protective barricades pending repair.*

In both instances, design and maintenance, it is a failure to adhere to accepted standards that may result in a claim and findings of agency liability. It follows that it is a management responsibility to know the standards that apply to their operation and to apply them.

Peter Drucker, a prominent consultant and author on modern management, addressed the problem of managers and standards. He wrote in effect that a major problem in modern management is a lack of understanding by responsible managers of the standards that apply to their operation or business. He stated that this problem is almost universal.

## **An Examination of Two Incidents**

In the example cited above concerning the construction of a trail, can we assume that the decision to build was appropriate for the needs of the park? What kind of discussion and counsel was sought by the manager responsible for the decision? Was the need for upkeep a consideration? Would the agency have been liable if the trail had not been built and a visitor fell trying to reach a prominent natural feature? The answers to such questions would have to be taken on a case by case basis and they, or others, would be asked in a hearing.

Let us take a closer look at two cases and examine the kinds of questions asked. Both of these incidents occurred within National Park Service areas. Both were dismissed by the courts for lack of jurisdiction because the Discretionary Function Exemption to the Federal Tort Claims Act was adjudged to apply.

An automobile ran off the roadway and down an embankment on an eastern parkway. The accident resulted in death and personal injury to the vehicle's occupants. The attorney for the plaintiff claimed negligence and liability in tort pursuant to the Federal Tort Claims Act because of the acts and omissions of park authorities.

Specifically the officials had: 1) removed tree cover along the road to create a vista point; 2) failed to close the parkway during inclement weather; 3) failed to provide warning; and 4) failed to provide safeguards in the form of barricades or guardrails. Further the attorney alleged that such negligence arose from within a faulty decision making authority of park management and the procedures adopted by the park were challenged as not falling under the Discretionary Function Exception.

The Discretionary Function Exception is to be found in Title 28, United States Code, Section 2680(a). It provides that: "Any claim based upon an act or omission of an employee of the government, exercising due care, in the execution of a statute or regulation whether or not that statute or regulation be valid, or based upon

the exercise or performance or the failure to exercise or perform a discretionary function or duty on the part of a federal agency or an employee of the government, whether or not discretion involved be abused."

The Supreme Court further outlined basic parameters of the exception and in part stated, ... "It also includes determinations made by executives or administrators in establishing plans, specifications or schedules of operations. Where there is room for policy judgment and decision there is discretion."

In a later case the Supreme Court stated that, "Congress wished to prevent judicial 'second guessing' of legislative and administrative decisions grounded in social, economic and political policy through the medium of an action in tort." (United States vs Varig)

In the cited automobile accident case, the plaintiff is questioning park management's actions in creating scenic vistas, closing (or failing to close) the roadway in inclement weather and the placement of unnatural barriers along the parkway. The court considered the missions, mandates and policies of the National Park Service and the parkway. This is by definition a scenic roadway designed for recreational access and use. Bringing people into close contact with the natural environment is then the primary concern of park management. A primary mission of the National Park Service is to preserve the natural environment and the policy re-

stricts the use of unwarranted unnatural objects.

Thus the superintendent, in making decisions relevant to operations and procedures, must balance an array of factors that may be conflicting. Decisions must be made with due consideration of available resources, existing policy and public use while preserving the natural scene. The Federal District Court held in favor of the government. These particular questions were found to be within the discretionary function.

A second case involved lightning striking persons at or near the top of a mountain peak frequented by visitors. The primary contention of the plaintiff was that the government had failed to provide adequate warning about the dangers of lightning on this high promontory. There was no sign at the foot of a series of steps leading to the overlook on top. In this instance, management was accused of negligence through omission of an act that plaintiff alleges was not discretionary.

The United States attorney was able to show that the Service did have a general policy that indicated in essence that a sign committee would consider the need for signs in relation to the Service's mission and mandates as well as the impact on resources. The park did have an active sign committee that met and carried out this function. As a point of fact, there had never been any recommendation for the placing of a sign at the foot of this peak. The court held in favor of the government and found that the placement of signs

fell within the discretionary function.

Reflect on some of the possible consequences had the courts ruled against the government. In the parkway incident, would there have been a need to review (and possibly change) the policy on removing trees for vista clearance? Would management be under new pressures to place unnatural guardrails or barricades in all vehicle pullout areas? In the lightning incident, a loss could impact the placing of signs, and maintaining them, at every peak that had a trail leading to the summit.

## Summary

We feel that there are some basic similarities in these cases that worked in favor of the government. It follows that a failure to include basic factors in the decision making process may weaken a position of discretion in terms of applying the tort exception.

In both instances examined above there were existing written policies to provide uniform operating guidelines. The policies reflected accepted practices for the agency in conformance with mandates and missions. At the park level, there were procedures in place to bring key staff personnel together to discuss and evaluate proposed actions within the framework of the policy. From this staff advice the manager was able to develop an informed decision for the field operation.

Decisions made without the benefit of informed and expert advice or made contrary to estab-



Richard L. Wilburn

*Broken railings, eroded walking surfaces. Prompt correction is needed.*

lished policy would no doubt raise serious questions about applying the discretionary function. It also seems possible that the failure to establish a policy covering major segments of an on-going operation would be equally questionable.

We now are back to the concept of proper design and maintenance. Once the decision is made to develop the facility it must meet accepted engineering and design standards. It must be properly maintained. If a decision is made to build a road, the road must

comply with established standards that have been developed for the type and nature of use intended. If a decision is made to place a sign, the size, color, text and placement of the sign must meet accepted standards. Although the decision is discretionary, the design is probably not, and where standards exist they must be followed.

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*Richard L. Wilburn is the National Park Service's Chief, Branch of Safety.*

**ANSWERS TO  
ADP: MANAGEMENT PARTNER OR  
MANAGEMENT PARASITE QUIZ**

**Who Can You Turn To?**

**Coaching Your Way To Effectiveness**

Coaching: A Management Skill for Improving Individual Performance. Arthur X. Deegan, II. Addison - Wesley Publishing Company: 1979.

Coaching for Improved Work Performance. Ferdinand Fournies. Van Nostrand Reinhold Company: 1978.

Managing for Excellence: The Guide to Developing High Performance in Contemporary Organizations. David L. Bradford and Allan R. Cohen. John Wiley & Sons: 1984.

**Concessions Management**

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**Discretionary Function Exception and Other Applications of the Federal Tort Law**

The Law of Parks, Recreation Resources, and Leisure Services. Frakt, Arthur N. and Janna S. Rankin. Brighton Publishing Company, Salt Lake City, Utah: 1982.

**Writing Skills**

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|--------|------------|--------|------------|
| 1. A.  | 15 points  | 16. A. | 10 points  |
| B.     | -10 points | B.     | 0 points   |
| C.     | -20 points | C.     | -10 points |
| 2. A.  | 0 points   | 17. A. | 15 points  |
| B.     | 5 points   | B.     | -20 points |
| 3. A.  | 0 points   | 18. A. | 10 points  |
| B.     | 5 points   | B.     | -20 points |
| 4. A.  | 0 points   | 19. A. | 0 points   |
| B.     | 5 points   | B.     | 15 points  |
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