



# PLEA



JOURNAL OF THE PARK LAW ENFORCEMENT ASSOCIATION

## N.R.P.A NATIONAL CONFERENCE ISSUE

The Park Law Enforcement Association will again this year take an active role in the National Recreation and Park Association Congress. This year the Congress will be held in Cincinnati, OH. From October 15th through October 21st. As in prior years, P.L.E.A. will host an informational booth in the educational section of the Trade and Exhibit Hall. In previous years this booth has been very well received by the administrators, directors, practitioners, and law enforcement professionals attending the Congress. This booth gives these individuals the chance to speak to our board members, officers, and other P.L.E.A. members about the association, the problems faced by the park and recreation profession, and gain information concerning solutions to pressing problems. The Association provides informational materials, shows videos about park law enforcement, displays the P.L.E.A. banner and patch collection, and generally serves to increase the visibility of P.L.E.A. and the park law enforcement profession. Continuing in P.L.E.A.'s goal to provide educational opportunities for park law enforcement professionals and administrators, P.L.E.A. will be sponsoring several general education presentations during the course of the Congress. P.L.E.A. will also hold a Mid-Year Board of Directors meeting during the Congress. The time and location will be available at the P.L.E.A. booth. All members are welcome to attend and participate and any interested individual is welcome! Your input is important to this association. We will look forward to seeing you in Cincinnati!



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NRPA CONGRESS FOR RECREATION AND PARKS  
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### CALL FOR PUBLICATIONS

The Park Law Enforcement Association (P.L.E.A.), an affiliate of the National Recreation and Park Association (N.R.P.A), invites you to submit articles for consideration to *PLEA: the Journal of the Park Law Enforcement Association*. P.L.E.A. was established in 1984 to improve park law enforcement, natural and visitor resource protection services in park, recreation and natural resource areas through professional development, thus ensuring "quality of life" leisure opportunities in local, state, and national park, recreation and natural resource settings. P.L.E.A. serves individuals and organizations interested in the advancement and support of park and natural resource law enforcement services. Membership includes park rangers, forest rangers, park police, park patrols, park security, game wardens, conservation officers, park and recreation board members, administrators, educators and other interested park, recreation and natural resource professionals.

*PLEA* is published quarterly and attempts to provide timely information to the membership concerning the association and articles specifically aimed at the park and natural resource law enforcement audience, with the goal of providing educational information for our membership, facilitating an exchange of ideas, and to generally promote professionalism within the field.

Articles should be from three to ten double-spaced, wide-margined pages and should include a short biographical sketch, listing the author's agency affiliation. Photographs, charts and tables are highly desired. Upon publication, the author will receive a copy of the issue his article is printed in for his/her records. Please submit articles to the Editor for review and consideration. Thank you for your interest in *PLEA*. We look forward to receiving your articles.

# CRIME IN NATIONAL PARKS: COMPUTING THE IMPACT

The paperwork treadmill: Every agency succumbs to it. But the load may lighten for federal law enforcement agencies, thanks to a new computerized crime-tracking system being developed by the National Park Service. Dubbed the Law Enforcement Incident Reporting System, this innovative setup will tie into the FBI's National Incident-Based Reporting System and could serve as a nationwide model.

The National Park Service may seem an unlikely agency to take the lead in testing automated crime reporting. After all, law enforcement is merely an ancillary function at NPS. But like all agencies with any law-enforcement mission, NPS is required under the 1988 Uniform Crime Reporting Act to submit standardized crime reports to the FBI. The new automated system is intended to help NPS fulfill this mandate.

Before 1988, only state and local law-enforcement agencies reported crimes to the FBI. And aside from homicide summaries, most of the reports merely tallied numbers of crimes, not descriptive information. Now, the reports must include specific details—the who, what, where, when, how and why of a crime—and will record white-collar crime, organized crime, terrorism, kidnapping and other criminal activity handled by federal law-enforcement agencies.

While Congress said each agency could develop its own system for tracking and reporting crimes, a number of federal agencies are looking to NPS for leadership because its system is the furthest along. Eventually, some agencies may use the software NPS is developing, although only Interior Department bureaus with law enforcement responsibilities will hook into its data base. These are the Bureau of Reclamation, the Bureau of Land Management, the Bureau of Indian Affairs, and the Fish and Wildlife Service.

A major impetus behind passage of the Uniform Crime Reporting Act was Congress's desire to know more about federal agencies' roles in thwarting drug-related crime, explains Harry DeLashmutt, chief of the Law Enforcement Branch at the Department of the Interior. Thus, when the act was passed, Interior was able to sell Congress on funding the automated-crime tracking system by stressing its drug-tracking applications. DeLashmutt says it had been Interior Department policy for years to have the bureaus initiate an automated system, "but funding just wasn't available. Through the Uniform Crime Reporting Act, we've been able to do what we've been trying to do for 15 to 20 years." The President's "war on drugs" budget provided NPS with \$950,000 to fund the development of its new computer system, says Bob Marriott, counter-narcotics program manager for NPS.

Last year, NPS reported nearly 4,800 drug abuse violations in national parks. These incidents included selling, manufacturing and/or possession of illegal substances. Already this year, rangers have destroyed 400,000 marijuana plants in addition to drugs worth \$300 million. NPS also suffers from other crime problems: Vandalism cost the agency \$230,472 in lost resources in 1990, and law enforcement personnel reported nearly 11,000 natural resource violations, including destruction of trees, theft of plants and illegal dumping of pollutants in parklands and waterways.

NPS has already tested the system in four national parks, and officials expect most of the 356 parks in the system to be on line by 1994. While no computers have been purchased for the new system yet, pilot sites have been utilizing existing computers until upgraded equipment can be acquired for most of the parks. All five Interior bureaus with law-enforcement missions, as well as the Office of the Secretary, should be up and running in 1994, too, DeLashmutt predicts, at a total cost of approximately \$8.4 million. He says software development and hardware will account for most of the expense.

## THE TECHNOLOGY AT WORK

Early on, the technical folks at NPS recognized the importance of teaming up with field personnel to ensure a practical working system.

"After we developed a prototype to meet the FBI's specifications, we conducted a user group meeting in September of '89 that included people from all levels of NPS who would deal with such a system," explains Helen Price, chief of the NPS programs section within the Information and Data Systems Division. Park rangers, supervisors, superintendents, safety representatives and others completed the software specifications in August of last year for IBM-compatible personal computers.

NPS has come a long way since that first user-group meeting. A number of NPS personnel have provided substantial input to develop a workable software program. Once the hardware is purchased, staff will begin to input information.

In accordance with FBI's requirements, 46 specific criminal offenses, such as assaults, thefts and vandalism, will be tracked. NPS will track additional elements for its own purposes, including search-and-rescue missions, traffic accidents and natural resource violations. The reports will include such descriptive details about each incident as specific locations, any relationships between victims and criminals, kinds of injuries sustained, drug involvement, etc.

Each park will input its statistics daily or weekly, depending on its crime rate. Rangers will input the data themselves, eliminating the need to hire numerous data-entry workers in Washington.

In fact, NPS hopes to purchase portable "pen and pad" computers, which would enable rangers to input information while out in the field and then send it by modem to local park offices. The supplier of this technology is Grid Inc., of Virginia. These units are about to be tested at Colonial National Park in Williamsburg, VA.

"This will enable the regions to tell us on a regular basis just exactly what types of crimes are occurring," says Maj. Jack Schamp of the U.S. Park Police. "Then we can call up statistics on a quarterly basis rather than annually."

The software allows information to be used as an investigatory tool. That means rangers will be able to identify other parks with problems similar to theirs and learn how they were solved.

"This system will help gather the information we need and make life easier for a lot of people," says Kathy Clossin, operations center supervisor for Everglades National Park, one of the test sites, "And it will make it a lot harder for the people committing crimes, because we're identifying patterns and trends throughout the country."

## From Low-Gear to High-Tech

Prior to the congressional mandate, NPS manually counted literally thousands of crimes and violations each year. "I've worked out in the field for 22 years, completed numerous investigations, filled out a million reports by hand and then

submitted them to a regional office, where all the local parks information was combined by hand," explains Dick Martin, now chief of resource and visitor protection at NPS in Washington. "Subsequently, the Washington office would compile all the regional reports by hand, taking hours, and we still did not really have a good communication system in spite of all that hard work." Over the years, NPS has been compiling crime reports annually for its own use, primarily for funding requests. It was also submitting, voluntarily, a summary-based report of crime statistics to the FBI each year.

**The new system will replace the tedious and time-consuming job of sifting through handwritten crime reports.**

The process was particularly tedious and time-consuming for the Washington office as it painstakingly sifted through handwritten reports from each of the 10 NPS regions.

"The computerized system is certainly going to make my job easier," says Schamp, who compiles the reports for NPS. "It has been an annual headache feared by every major ever in this position."

Once the information has been computerized, it will then be placed on a computer tape and forwarded to the FBI. Eventually, the information will be submitted on floppy disks and possibly via modems, says J. Harper Wilson, chief of the FBI's Uniform Crime Reporting program. Someday, the crime reports may even be integrated with the FBI's National Crime Information Center, which collects "hot files" of wanted persons, vehicles and the like.

In addition to alleviating hours of paperwork, the NPS system will improve accuracy. For instance, if a district supervisor finds an error in a report, he or she can make a quick phone call, and the ranger can make an adjustment swiftly.

The system will also eliminate duplication. Currently, when multiple agencies work on the same case, each would list the same incident on their reports. With the new system, however, only the agency most local to the incident will report it.

Wilson points out the agencies will need to keep two sets of records, though. One set will reflect all the cases a particular agency handled from onset to closure. The second set will show additional cases where that particular agency merely assisted another agency by lending personnel and/or resources. For instance, the FBI may be responsible for a kidnapping case, but the Drug Enforcement Administration might be called in if illegal drugs happened to be involved. In that situation, the FBI would report the crime, but the DEA would list the case as a supplemental function that required DEA time and resources.

Convincing Congress to approve additional funds for combating crime requires plenty of documentation. This new system should enhance that effort by providing a more accurate and easily accessible record of what is happening in the field.

#### **Moving Ahead**

Wilson credits Interior's DeLashmatt for progressive vision and action that "has been extremely helpful not only to the FBI but to the nearly 35 federal law enforcement agencies." Already, Interior and NPS have conducted presentations for many of those agencies.

Rangers at the Everglades National Park appreciated the change to test the new system and respond to glitches. The other three pilot sites included two Virginia national parks-Colonial and Shenandoah-and Golden Gate National Park in California. Most likely, two or three additional regions will test

the system before it is implemented nationwide, Martin says. Officials plan to officially kick off the program in September, allowing some parks to obtain computers and begin entering information.

As parks come on line, they intend to submit data to the FBI, but the entire computer system will not be up and running until 1994.

Part of the delay for NPS stems from a cutback in the original funding request for the crime-tracking system. The agency asked for \$2.15 million but received on \$950,000. The other Interior bureaus will be requesting funds as well.

While the congressional deadline for all federal law enforcement agencies to comply with some kind of reporting system was actually 1989, Wilson says NPS-and Interior as a whole-is far ahead of all other law enforcement agencies, including the FBI, in designing a system. He thinks Congress will be flexible as long as agencies are "making a good-faith effort." "We realize that it takes a lot of money and time to develop a system," Wilson says. "We'll probably see all federal law enforcement agencies on line within the next five years."

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## **SUMMIT APPROVES ECOLOGICAL POLICE**

Negotiators last night created a new U.N. commission to monitor compliance with environmental treaties and review progress toward the goals of the Earth Summit.

"I think it's one of the most important accomplishments" of the summit, said Kathy Sessions, an analyst with the United Nations Association of the United States.

Scott Hajost of the Environmental Defense Fund said the commission would be as powerful as countries allow it to be.

"The proof is going to be in the follow-up by government," said Hajost, a former State Department attorney. Nevertheless, he said, "I'm pleased we've got this on the table."

#### **U.S. Praised**

He praised the United States for its role in the negotiations establishing the commission, called the U.N. Commission on Sustainable Development.

It was the first piece of good news to emerge from the Earth Summit concerning the United States. Washington has been severely criticized for its opposition to many of the Earth Summit's goals. Europe and Japan have deserted it on most issues, leaving the United States nearly alone in its opposition.

Four environmental groups said in a news release the new U.N. commission was important for two reasons; it will provide a forum where governments can be held accountable for their actions, and it will be a place to continue negotiations.

#### **More Criticism**

In other developments yesterday, the United States drew more criticism when it pressed its European allies not to break with its position on global warming.

U.S. officials sent letters to Austria, Switzerland and Britain urging them not to support a declaration that would set target dates for reducing carbon dioxide emissions, according to European officials.

Michael Young, deputy head of the U.S. summit delegation, drew peals of derisive laughter from reporters when he dismissed the letters saying, "The United States never puts pressure on anybody."

# SOME PEOPLE CALL THE FOREST HOME

By Timothy Egan  
The New York Times

Cottage Grove, Ore.-Millions of Americans will spend at least a night inside a national forest campground this year, but only a handful will ever call one home.

Last week, a half-dozen families, most of them from this logging community, started setting up their shelters in the first campground in a national forest set aside exclusively for the homeless.

Amid the owls and the deer, the hawks and raccoons, the new residents began assembling a patchwork of tents, tarps and small trailers in an abandoned quarry pit about 40 miles southeast of Eugene, Ore.

The scenery in these Cascade Mountain foothills—a jungle-like ground cover of ferns and wildflowers shadowed by towering pines and steep cliffs—is spectacular.

But the site for the homeless, although surrounded by luxurious wilderness, is, by Forest Service standards, a barren lot devoid of the amenities found at other campgrounds.

For the next few months at least, Frances Davis will call the three-acre site her home. That will not amount to much of a change for Davis, a quick-witted woman of 72, who has squatted in the Umpqua National Forest since November.

The \$580 she gets each month from Social Security is not enough to cover rent in town, she said, but out in the woods the dollars stretch enough to buy groceries.

“I told my late husband in 1969 that I would never, ever go camping again, and here I’ve been living in a campground for six months,” said Davis. “I guess God is telling me, ‘Lady, get out there and give it another chance.’”

## A time limit

Forest Service regulations prohibit campers from staying in any one campground for more than 14 days, but for years, hundreds of people have taken long-term refuge in tents or under tarps deep inside the national forests.

Some have lived out of sight in the high country of in thick brush. Others, like Davis, have openly set up tent homes in campgrounds, where there are fire pits and latrines.

After tolerating Davis through the winter, officials ordered her out of the recreational campground by May 12. She is moving a few miles up the hill to the newly cleared campsite, named Blodgett, where up to 25 homeless people will be allowed to stay indefinitely.

“We have a skunk, a bobcat, a raccoon and a little garden of flowers coming up over here,” said Davis, as she started to dismantle her plastic-roofed shelter. “It’s going to be hard to leave this spot.”

Of all the clashes in the national forests between such groups as dirt bikers and solitude-seeking backpackers, few are more stark than the friction between the recreational camper and the forest squatter.

When hard times hit the oil-dependent states of Wyoming and Colorado in the early 1980’s, the campgrounds of the West filled with newly homeless people settling in next to vacationers with \$20,000 camper trailers.

Randy and Lori Lycett and their two children will be moving into a small trailer this month at the new site. They would prefer it if there were water at the campground and maybe a few

more amenities, but for now they are happy to have a place other than the plastic tarp under which they spent the winter in another part of the forest.

“We hope people will get along with each other and not kill this thing before it gets going,” said Lycett (pronounced lye-SET). Her husband is one of about 600 timber workers who have lost their jobs over the last five years in this community of 8,000 people.

## Mills close

Mills have closed because of automation, a recession in home-building industry and logging restrictions to protect the spotted owl, a threatened species.

The Lycett children, ages 9 and 12, will not be going to school, their parents said. Under Oregon’s liberal home schooling laws, the children can be educated by their parents, who are deeply religious.

“The national forest is probably just about the last stop for these people,” said C. Daniel Lindstrom, who runs Community Sharing, a private charity in Cottage Grove that is helping to place families in the new campground.

The families are chosen by the charity group, which also helps the families with food and supplies donated by the community. Lindstrom said about 100 people in the Cottage Grove area of southern Lane County are homeless.

## Stereotype doesn’t apply

The breed of homeless found in the park is a long way from the stereotype of the urban street dweller. Drug abuse and mental problems are seldom associated with the person who shows up at a national forest campground with sleeping bags and kids in the back seat, said Lindstrom.

More often, he said, they are families who have been supporting themselves with minimum-wage jobs until prolonged unemployment pushed them into the streets.

Convincing the Forest Service, which has a proud tradition of well-built and well-tended campgrounds throughout its 171 million acres, to get in the business of social policy was not easy. Forest Service officials in Washington initially balked at the suggestion, then demanded that the homeless, through their Cottage Grove charity, put up a \$1 million bond as insurance against forest fires. It is a requirement routinely demanded of loggers, miners and other long-term users of the national forests.

“We went everywhere, even Lloyd’s of London, but could not get insurance,” said Lindstrom. But then the Forest Service backed down, and agreed to set up the campground without the bond, as a pilot program

## Similar campground

A similar campground is being considered north of here, in the Willamette National Forest. If the Oregon campsites work, they may be tried in other forests nationwide, officials said.

“All we’re doing is acknowledging something that already goes on in the national forests,” said Kent Smith, an Umpqua forest ranger.

Unlike the National Park System, with its many regulations and restrictions, the national forests have much more land and can be used for a variety of things: logging, mining, recreation, and in this case, a partial solution for rural homelessness.

“We’ve had this problem, first in the Rocky Mountain states and now in the Northwest,” Ann Metejko, a spokeswoman for the Forest Service said of the squatters. “We’ve tried not to be callous about it. This is a creative new approach, largely supported and funded by the local community. If it works, we may try it elsewhere.”

Some people expressed fear that the new site would attract criminals or people with mental disorders to the area's bucolic forest valleys. But as the faces for the new campsite have appeared-familiar faces, neighbors in many cases-much of the opposition has faded.

Already, there is a waiting list for Blodgett, said Smith, adding: "We're trying to take care of people who live near here first," he said.

Living in the woods, despite the bonus of scenery and clean air, is no picnic. Lori and Randy Lycett have struggled to keep rain from pouring through their tarp. The nights can be cold and sometimes scary for their children, said Lycett, whose husband recently found a part-time job to which he will commute from Blodgett.

After six months in the woods, Davis has frankly grown tired of camping. With no electricity, she keeps her food in the shell of an old refrigerator. She lives with 7 cats, and sleeps on pillows over a wooden cot. One day last week, during a spell of warm weather, black flies buzzed around her head, distracting her from her book, "Murder at the Super Bowl" by Fran Tarkenton.

But even if she were able to get into subsidized housing for the elderly, she said she would prefer something else.

"I don't like the music they play in those old folks homes," she said, ever cheerful. "I'm a rock 'n' roller myself. And out here, at least I can play my Huey Lewis tapes."

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## LEGAL NOTES

### A Shift in Entrapment

By Dan S. Murrell (1)  
Christina Douglas (2)

In the April 6, 1992 decision of *Jacobson v. United States* (3), the United States Supreme Court re-examined the entrapment defense for the first time in 34 years. In a 5-4 decision, the Court reversed the defendant's conviction for purchasing two child pornography magazines through the mail. It reasoned that the purchase was the product of a two and one-half year sting operation that overstepped its boundaries by inducing the defendant to commit the crime by repeated solicitations, including that of a bogus pen pal and five fictitious organizations.

The defendant had been targeted because officials found his name on a child-related publications mailing list while raiding a California adult bookstore. The materials he had ordered in the past were two magazines containing pictures of nude preteen and teenage boys. At the time of the receipt, federal law permitted such conduct. Subsequently, the Child Protection Act of 1984 made receipt of sexual depictions of children through the mail illegal.

After discovering Jacobson's name on the mailing list, the government, acting under various guises, sent him catalogues, order forms, and sex surveys relating to such materials. Although the defendant completed the surveys and paid a membership fee to join a fictitious organization, he had not ordered any materials when the postal inspector initiated a "pen pal" relationship. Using this bogus pen pal, the government attempted to stimulate Jacobson's interest in erotic materials by a psychological tactic called "mirroring."

At this point, 34 months after obtaining the defendant's name from the mailing list and 26 months since the postal service began writing Jacobson, the government had no evidence that the defendant had or would intentionally possess the now illegal child pornography. Nevertheless, he became a target in a federal sting

operation called "Operation Borderline" aimed at suspected pedophiles. From the efforts of this second sting operation, Jacobson eventually ordered a magazine entitled "Boys Who Love Boys," depicting a minor involved in sexual conduct. He was arrested after a controlled delivery of a photocopy of the magazine.

At trial, the defendant claimed entrapment, but was convicted. A panel of the Eighth Circuit reversed, holding that the government could not target the defendant in its sting operation without a reasonable suspicion and that the defendant's prior purchase did not constitute cause for suspicion. The en banc court reversed, rejecting the idea that reasonable suspicion (4) is a prerequisite for targeting in a sting operation. The court further ruled that the defendant was not entrapped because there was adequate evidence of predisposition (5). The Supreme Court, in granting certiorari, did not agree to address whether reasonable suspicion was a prerequisite.

The Court held that the prosecution had failed to prove that the defendant was predisposed to break the law independent of the government's acts. It stated that what was lacking was proof that the defendant was predisposed before the government agents made initial contact. This is the first time the Court has defined when the predisposition must occur. In her dissenting opinion, Justice Sandra Day O'Connor criticized the majority's (6) ruling, saying that such a rule would require the government to have a reasonable suspicion before it begins an investigation, thereby hampering future sting operations. In addition, she argued that this standard would give defendants broad leeway to claim that they had been induced by the government's actions as opposed to being predisposed. That question, she wrote, is the precise one the court denied certiorari on.

The dissenting judges in the Court of Appeals thought that the factual predicate of the government being required to have a reasonable suspicion of criminal activity before targeting an individual for a sting operation was necessary. The *Jacobson* majority did not specifically address this issue, although the dissent is perhaps correct in stating that such a standard might be implied by the majority's emphasis on time of predisposition. However, the majority was unclear, so it may be safe for the government to continue offering criminal opportunities at random without any factual predicate. What is clear is that they cannot, as was done in *Jacobson*, pursue persons who after initial conduct give no clear evidence of criminal intent. Thus, *Jacobson* has, at the least, provided greater limits on the government's ability to create predisposition.

For a park law enforcement officer, *Jacobson* means that the criminal activity should be initiated by the offender, not the officer. It also means that an officer should only make the opportunity available, he should not use any tactics of persuasion. If he does use persuasion tactics or pursues the target after he has shown no signs of reciprocating, he runs the risk of having the evidence suppressed and his case thrown out.

#### FOOTNOTES

1. Professor of Law, Cecil C. Humphreys School of Law, Memphis State University, Memphis, TN.
2. Graduate Assistant to Professor Murrell at the Cecil C. Humphreys School of Law, Memphis State University, Memphis, TN.
3. \_\_\_ U.S. \_\_\_, 112 S. Ct. 1535, 118 L.Ed. 2nd 174 (1992)
4. 893 F.2d 999 (1990)
5. 916 F.2d 467 (1990)
6. Justices Byron R. White, Harry A. Blackmun, John Paul Stevens, David H. Souter, and Clarence Thomas comprised the majority.

# ARCHEOLOGICAL PROTECTION EFFORTS

## ARPA Trafficking in Utah

A successful investigation into artifact trafficking in Utah has demonstrated recent improvements in sophisticated use of the Archaeological Resources Protection Act (ARPA) as a tool to combat illegal commercial networks. A sting operation involving special agents and rangers from the National Park Service, Bureau of Land Management, and Office of the Inspector General resulted in the July 27, 1991 arrest of an Arizona man accused of buying artifacts illegally taken from Zion National Park. The arrest took place in Las Vegas, NV, with arraignment on July 29, 1991. The man stated his occupation as being a "trader of Indian artifacts." He pleaded guilty in early November 1991 to violating ARPA Section 6(b), which prohibits the sale, purchase, exchange, transport, or receipt of archeological resources taken without a permit from Federal or Indian lands. He was sentenced to one year supervised probation, and his 1986 Nissan Stanza, equipment, and \$6,000 in cash were forfeited. The probation conditions provide for drug testing and stringent search guidelines. For further information, contact: Guadalupe G. Martinez, Bureau of Land Management, P.O. Box 1449, Santa Fe, NM; telephone (505) 438-7510.

### Hotline Update

Several hotlines have been set up by various agencies in the past few years in order to solicit the public for help with combating the problem of archeological looting and vandalism. Brief updates on three of these hotlines are as follows:

The National Parks and Conservation Association (NPCA) hotline, 1-800-448-NPCA, announced in the March 1990 issue of the Federal Archeology REPORT has been deactivated. Set up in early 1990 as part of a four-part campaign by the NPCA to combat animal poaching and artifact collecting in the 334 national parks and monuments administered by the National Park Service (NPS), it was disconnected after slightly over 1 year of service. No statistics were kept on its use.

The Bureau of Land Management (BLM) hotline, 1-800-333-SAVE, headquartered in Portland, OR, was set up as part of the ongoing "Protecting the Past" program. When asked about the hotline's effectiveness, Lynell Schalk, Special Agent in Charge of Law Enforcement at the BLM in Oregon, stated that the eight operators currently on staff are so busy handling calls on poaching and illegal artifact collecting that they are unable to keep any up-to-date statistics. She said further that "the hotline is very effective and there are no plans to discontinue it."

The NPS Alaska Region hotline, 1-800-478-2724, was set up one year ago primarily for reporting looting and vandalism of archeological sites on public lands in Alaska. Although set up by NPS, the hotline handles calls regarding any illegal activity on public lands. Reports about other agency lands are passed to the appropriate agency. Although no statistics are being kept, the chief of the Archeological Assistance Program in Alaska, Susan Morton, stated that no calls have led yet to arrests, but they have produced several leads that are currently being investigated. The majority of calls seems to be from those interested in public education efforts in archeology as well as bi-lingual ARPA training. Regardless of the reasons for which it was started, the hotline has been successful in increasing public involvement in archeological protection. Because of this, both television and radio public service announcements are currently being prepared

to further increase public awareness of archeological protection programs.

### Two Men Indicted in South Dakota

Two Mobridge, SD men were indicted by a Federal grand jury in Rapid City on Nov. 1, 1991. Both were charged on counts of Destruction of Archeological Ruins and Injury to Government Property. The charges stemmed from an incident on Sept. 26, 1991, which occurred near Pollock on Federal lands of the Oahe Project managed by the U.S. Army Corps of Engineers (COE). This incident involved the illegal excavation, removal, damage, alteration, and defacement of archeological resources at the Helb site, a prehistoric village. The incident was investigated cooperatively by COE and the Federal Bureau of Investigation and is being prosecuted by the U.S. Attorney's office in Sioux Falls. Each man could face up to 12 years imprisonment and/or a \$270,000 fine plus restoration costs if convicted. One of the defendants plead not guilty to both counts on Nov. 18, 1991 in Aberdeen. Both men were released on bond. A trial date has not been set.

### Eight Men Cited for Damage to Gran Quivira

After being alerted by a former National Park Service (NPS) employee, NPS rangers cited eight California men for illegal damage to Gran Quivira, an historic pueblo that dates from before the Spanish entrada and is the largest pueblo in Salinas National Monument. The men were charged with violation of 36 CFR Part 5.14, which prohibits prospecting and mining within a national park. One man admitted to having used a device he called an "electroscope," which was found in one of the men's vehicles during a consent search to detect gold. The men said they had used it during the day with the intention of returning at night to dig into the site. They said they got the device from "a man named Bob," who told them there was gold at Gran Quivira. They dug a hole 6 feet in diameter and 5 feet deep before becoming wary and leaving the site. Though no artifacts were taken, NPS rangers found a shovel, posthole digger, trash, a shotgun, two rifles, a bow, camping gear, and a semi-automatic pistol with silencer at the site and in rented vans nearby. Local sheriff's deputies assisted in the investigation. In addition to the charges placed against them, the men were required to repair damage to the site. The investigation continues, and information will be shared with other law enforcement agencies.

### Preservationists Win One

A lawsuit enforcing Federal laws that require archeological surveys and preservation of artifacts and historic sites prior to surface mining has been won by a coalition of professional archeological organizations.

The U.S. District Court for the District of Columbia ruled recently that surface mining permits must include consideration of archeological sites and historic properties that may be threatened by strip mining activities. The Federal Office of Surface Mining (OSM) had previously treated these preservation measures as discretionary, but not mandatory.

Plaintiffs in the lawsuit included the National Trust for Historic Preservation, Society of Professional Archaeologists, National Conference of State Historic Preservation Officers, Kentucky Organization of Professional Archeologists, Council for West Virginia Archaeology, Council for the Conservation of Indiana Archeology, and the Ohio Archeology Council. These organizations and their members have been involved since 1983 in urging OSM to comply with Federal preservation laws.

The National Trust for Historic Preservation, with headquarters in Washington, DC, is a congressionally chartered private non-profit organization, with more than 245,000 members nation-

wide, which encourages public participation in the preservation of America's heritage. Through its Legal Defense Fund the National Trust participates in litigation and advocacy to ensure the protection of threatened historic and archeological resources.

#### Historic Mound Destroyed

The 2,000 year-old Rose Mound in Butler County, OH, was bulldozed in October, 1991, to make way for a subdivision, despite efforts by the Ohio Historic Preservation Office and the Cincinnati Museum of Natural History to discuss alternatives with the property's developer, the DMS Company. The Indian burial mound was listed on the National Register of Historic Places in 1975 as part of the Holloway Mound Group. Elementary school children spurred a public outcry over its destruction that has caused civic leaders and State Legislators to consider ways of protecting other such resources in the future.

#### Virginia Educational Effort

In response to the increasingly serious problem of relic hunting in Northern Virginia the Fairfax County Park Authority has launched a Cultural Artifact Protection Program that includes a "Don't Pocket the Past" educational campaign. Officials hope to make the public aware that even small arrowheads and Civil War bullets should be left in place, as gathering of such relics has resulted in the loss of valuable clues to the past. The message is brought to the public through posters in the parks and talks before citizen groups and in area schools. To learn more about this program contact, Richard Sacchi, Fairfax County Park Authority, 3701 Pender Drive, Fairfax, VA 22030; telephone (703)246-5860.

#### House Gets Mound City Bill

Call Rep. McEwen, 202-225-5707 for the latest status of this bill. Hearings have been held by a U.S. House of Representatives subcommittee on a bill to rename and expand the Mound City Group National Monument in Ohio. The bill has passed the Senate, and its supporters hope the fact that the Chillicothe Sand & Gravel Company is mining some of the land it owns inside the landmark will speed its passage by the House.

Engineers, astronomers, traders, and artists lived in Ohio for at least 1,000 years before they disappeared around A.D. 500 leaving behind burial mounds, geometric earthen walls, and a solar calendar more accurate than the Stonehenge monument in England. Archeologists expect these ancient mounds to contain evidence about the daily lives of the people, known as the Hopewell Indians, who built them.

The bill pending in the House would add 762 acres to the Mound City tract set aside by President Warren G. Harding in 1923 and rename it the Hopewell Culture National Historical Park. The National Park Service is already attempting to convert the Mound City terrain to native grasses.

Most of the unique area's archeological sites are farm fields where walls, circles, octagons, and mounds are barely visible lumps. These sites would first be opened to researchers, and the Mound City interpretive center would then be expanded for the public.

For further information, contact: Superintendent William Gibson, Mound City Group National Monument, 16062 State Route 104, Chillicothe, OH 45601; telephone (614)774-1126.

#### CONGRATULATIONS!

Boca Raton Florida just joined the Park Law Enforcement Association en mass. Besides an Agency Membership, all twenty-two Park Rangers took out Individual Memberships! That is real support for P.L.E.A.!



#### 1992

- October 15-19: National Recreation and Park Association Congress and Trade Show, Cincinnati, OH. Contact NRPA for further details concerning registration (703)820-4940.
  - PLEA Informational Booth in Trade Show: Educational Area, Space #1315.
  - PLEA sponsored presentations in Education Session. (See article this issue)

- October 17: PLEA Mid-year Board of Directors Meeting. Held in conjunction with the NRPA Congress. Open to all members (Time and location to be announced at the PLEA booth in the exhibit hall.

#### 1993

- March 3: PLEA Annual Board of Directors Meeting.
- March 4, 5, & 6: PLEA 14th Annual Park Law Enforcement National Conference. This years conference will be held in Reno, NV. Academic Sponsor: Department of Park and Natural Resources, Michigan State University. Contact Dr. Charles Nelson (517)353-5190 for details.

- March : PLEA 5th Annual Trade Show, held in conjunction with the PLEA Conference

- October 21-25: National Recreation and Park Association Congress and Trade Show, San Diego, CA.. Contact NRPA for further details concerning registration (703)820-4940.
  - PLEA Informational Booth in Trade Show:
  - PLEA sponsored presentations in Education Session.

- October 23: PLEA Mid-year Board of Directors Meeting.

#### 1994

- March P.L.E.A. 15th Annual Park Law Enforcement National Conference. Washington, D.C Area. Sponsored by Maryland National Capital Park Police.

- October 13-17: National Recreation and Park Association Congress, Minneapolis, MN.

#### 1995

- March P.L.E.A. 16th Annual Park Law Enforcement National Conference. Cincinnati, OH. Sponsored by Hamilton County Park District.

# KENTUCKY'S OTHER GRASS

**Summary: America's border war against drug smuggling has had an unintended side effect: Marijuana is being cultivated domestically, especially on public land, in huge amounts. And thanks to the increasing sophistication of growers, the plant is ever more potent. The Drug Enforcement Administration estimates that 5,200 metric tons a year are being grown across the United States. Federal agents scour the woods to weed out the pot gardens, but increasingly wily and dangerous-growers make the job tough.**

The plane is just south of Hell for Certain, a crevice in the hills of Kentucky's Daniel Boone National Forest, when Harold Sizemore sees the first patch. "There we go, by the wingtip," he shouts over the engine's whine, eyeballing a nearly invisible dirt patch tucked into the hillside. "See where the brush has been cut back to give access by foot? People been there recently and dug them holes."

Sizemore didn't get the nickname "Eagle Eyes" for nothing. A former Kentucky county sheriff, he's now a star special agent for the U.S. Forest Service and the Drug Enforcement Administration, one of the nation's best at spotting illegal marijuana gardens on federal lands from above.

Cutting dizzying circles just 1,000 feet over the tiny brown spot, the plane swoops in for a closer look. Above, a thunderhead cloud dumps rain on the bouncing Cessna. "Looks like a healthy patch," he says, spotting the rows of marijuana plants with binoculars. Marking the patch on a map of the forest, he notes a power line over the hills and roads in the distance. "Gotta be sure I know where this was at. It's real tricky to catch these things. You gotta look for something out of the normal, a hole in the tree line, a bare patch where there shouldn't be one, a funny green color between the trees."

An ironic aspect of the national war on drugs has made Sizemore's job more important than ever. With the intense crackdown on drug smuggling, stepping up interdiction of drug trafficking at the U.S. borders, marijuana is mushrooming as a major illegal cash crop in the United States. The D.E.A. estimates more than 5,200 metric tons of marijuana are grown domestically each year, and as much as a third is being farmed on public lands.

Since Congress beefed up the drug control laws in 1988, law enforcers can seize growers' personal assets-houses, cars, land-if those items are proved to be directly related to illegal cultivation. That makes marijuana farming on private land a serious hazard to the owner. But on public lands, where Americans often wander and hike in the woods, making a case against dope farmers is tough. Finding the plants isn't enough. Growers must be caught in the act, tending or handling the plants. And with millions of acres of rural, untended and fertile public land, the field is wide open.

"There's a definite surge in domestic production of marijuana," says Lloyd Clifton, deputy chief of the D.E.A.'s cannabis division. "And we're finding more and more marijuana on public lands," small scattered plots in remote areas of national forests winding their way through the brush and off the beaten trails.

Statistics compiled by the DEA as part of its Domestic Cannabis Eradication/Suppression Program reveal a total of 7,328,769 cultivated marijuana plants were destroyed in 1990 (and almost 120 million wild plants). At \$1,000 a plant, considered a low average for street value, those crops would bring in more than \$7.3 billion to growers. Officially, the DEA maintains it eradicated half the U.S. crop, although privately law enforcers say they snagged only 10 to 40 percent of the total.

And the pot grown today bears little resemblance to the anesthetizing weed of the 1960's. The potency of homegrown marijuana has soared as growers use the latest husbandry techniques to boost the content of marijuana's psychoactive substance. THC, as high as 19 percent-on average, five to ten times stronger than the marijuana of two decades ago. Seeds are specially crossbred, plants are cloned and genetically engineered by high-tech growers eager to push the potency levels to new highs.

"This is a real domestic problem," says Clifton. "Marijuana grown domestically in the U.S. is some of the best in the world, far superior to anything else available now and the most desirable product."

What is the clientele for this product? As many as two million adults may be "dependent" marijuana users, according to Roger Roffinan, a social scientist at the University of Washington in Seattle who runs a federally funded program to help chronic users quit. He says marijuana dependence rarely makes headlines because most of its effects take place out of the public eye. Yet marijuana use can have insidious consequences-imperiling smokers' health, crippling careers, straining marriages and dividing families.

While the cultivation of pot on public lands has been a traditional problem on the West Coast, in recent years the Southern tobacco states have become the premier growers of grade A marijuana. In the Kentucky hills where moonshiners once set up stills, the underground network has switched from bootleg liquor to the easy-to-tend hemp plants, which flourish in the hot, humid climate of the sprawling Daniel Boone National Forest.

"Last year, we cut more marijuana out of this forest than the rest of the other 165 national forests combined," says Bill Dixon, a special agent for the U.S. Forest Service, which heads up the eradication program in the Daniel Boone. "It was something, to say the least. Helicopter detection and surveillance, rappel teams."

In 1989, Dixon and his rangers found and pulled 169,000 plants from 1,100 plots. By 1990, cultivation had more than doubled, as agents yanked 370,000 plants from 2,400 plots. "This year, all indicators suggest the problem will be at least as bad," Dixon says. "We expect to find just as many plants but in smaller plots, spread out a little more, individual plants scattered around the hills. On the ground, you don't see the pattern. But when you fly overhead, it just jumps out at you."

But growers are also getting better at concealing their gold mine gardens. A little speck in the woods spotted one morning by Sizemore from his Cessna led to a chain of gardens beneath the trees. Hiking into the hills that afternoon, Sizemore and assistants Mike Gay and Wendy Haney found six gardens with 414 young plants. They pulled and burned them right there. "That's a half

## TODAY'S POT PACKS A PUNCH

The top-drawer American-grown marijuana of the 1990s is a turbocharged version of the hippie weed of the late 1960s. With a little crossbreeding, a little genetic engineering, some tender gardening and good old American farming ingenuity, the top-grade cannabis packs a punch similar to hashish. This new high-potency dope, says Bill Dixon, a special agent for the U.S. Forest Service, "will knock your socks off."

Sinsemilla, the seedless marijuana, is the prized form. Growers "sex" the plants, pulling out males to prevent pollination of females, whose buds grow larger and stickier with resin trying to attract the pollen and getting richer in THC as a result.

THC is the psychoactive substance whose impossible-to-pronounce name is delta-9-tetrahydrocannabinol. It's the key to determining how powerful the high a joint produces will be. Whereas marijuana from two decades ago ranged in potency from 1 percent to 5 percent THC, today's dope averages 8 percent, with concentrations of 14 to 15 percent often found.

"We recently had a big seizure in the Mojave Desert that had the record high THC level, 19.75 percent THC content," says Lloyd Clifton, deputy chief of the Drug Enforcement Administration's cannabis division.

Farmers tend their cannabis delicately, pulling the male plants judiciously so the females strain to pollinate. "That's what causes the buds to grow," Dixon says. "Without the pollinating cycle, the female plants grow huge buds that ooze resin." The resin is rich in THC.

"We find plants with six or seven huge buds, so heavy it's been tied up so it won't keel over. We find 'em 12 and 16 feet tall, stems big as a Coke bottle around near the bottom. Trimmed down, the stalks are light like balsa wood. Used to be a guy here who'd whittle walking canes out of 'em."

This, too, is a change from the past, Dixon reports. "In the late 1970s, we'd find a patch of 25 plants planted by kids, who would pick the leaves off to smoke. But now they'll let the plants grow real big and just cut the bud out, which is what they want, the sinsemilla. Some want to sell just the sinsemilla buds. Others will grind in the entire leaf and stalk. What they lose in quality they make up in quantity, but it's still strong stuff."

But the superpot also carries with it extra health risks that the low-grade ditch weed of yesteryear did not. David Friedman, a former research director at the National Institute on Drug Abuse, says old-style reefer compares with today's sinsemilla much as a can of beer compares with 12 ounces of whiskey.

Marijuana has long been associated with risks to the lungs, suppression of the immune system, blood pressure changes, and impaired concentration, coordination and short-term memory. It also has some positive medicinal qualities, proving highly effective in treating glaucoma and some neurological disorders, easing the effects of AIDS and chemotherapy.

The newer, stronger pot creates more potential for addiction. Many treatment centers report an increase in patients seeking help to halt compulsive use and dependency, which in some cases turns up symptoms similar to physical addiction. Patients can have mild withdrawal symptoms when they end regular use, though marijuana is not classified as addictive. -RL

million dollars just gone up in smoke," said Sizemore, planting his DEA calling card on a stick in the wasted field.

Depending on the estimate chosen, marijuana ranks up there with the nation's top legal crops, which in 1990 were corn at \$13.6 billion and soybeans at \$10.9 billion. The number is necessarily inexact, since street prices vary wildly and inevitably not all the crop makes it onto the market. "Down in the mountains, there's a saying that people joke about," says Dixon. "They have to plant three patches now, one for pot pirates to steal, one for the law to cut and one for them to sell."

Because of the big cash stakes involved, growers in the forest protect their plots with nasty booby traps. Fishhooks hung at eye level, boards with big rusty nails hidden in ditches under leaves, Vietnam War-style punji sticks and trip wires hooked to dynamite are not uncommon. Because of all the strip-mining operations in Kentucky, dynamite is readily available. Drug merchants have an easy time stealing it from unguarded storage areas in remote mining regions. And, occasionally, an angry or scared grower will take shots at passing agents or surveillance planes, even wayward hunters and hikers.

Timing the surveillance and eradication of the plots is a tricky business. "When we find a patch, we can just go and rip the plants out," says Dixon. "But that doesn't solve the problem. They'll come back. So we'd rather wait and let them tend it. If we find a plot that's been scraped out, fresh Miracle-Gro on the ground, cigarette packs, pop cans, lunch bags, that tells us people have been spending time there. So we'll set up on 'em and try to

make a case and an arrest.

"We used to think they'd do all their cutting and harvesting by late September. But now we find that the real pros want to keep it in the ground through a good frost because it enhances the strength of the THC substantially. They'll pull some early, but leave others to mature as long as possible. The longer the growing cycle, the bigger the buds."

Despite the natural hospitality of the Kentucky climate for growing marijuana, which shares its growing cycle with tobacco, economic factors have made the illegal crop increasingly attractive. Extreme poverty in rural regions, a stubborn mountain-style individualism, a tradition of risk-taking and a major moonshine whiskey network have sown the seeds for a burgeoning marijuana business.

But the profile of the marijuana farmer is still hazy. It can range from an otherwise law-abiding desperately poor family man to a young buck out to raise fast cash. "We see all kinds," says M. Harper Corder, a Forest Service special agent based in London, KY. "Schoolteachers, a barber, a former county judge."

One of them is Archie B. Powers, a retired high school football coach who became a county judge before being sentenced to a 6 1/2 year prison term for conspiring to grow marijuana and accepting bribes. Four Kentucky sheriffs and a police chief, from counties in or adjacent to the Daniel Boone forest, are about to go on trial on corruption charges. The state has stepped up the efforts of the Kentucky Eradication Strike Force—an interagency commission involving the DEA, the Forest Service, the FBI, the Civil Air

Patrol, the governor's office, the U.S. Fish and Wildlife Service and the National Guard—which has brought in helicopters and SWAT teams for large-scale raids.

Leading the states in plants eradicated in 1990 were Missouri and Oklahoma with more than 1 million seizures apiece. In Nebraska, Hawaii, Kentucky and Tennessee, more than 500,000 plants were detected and destroyed in each state, followed by Michigan, Illinois, California and Alabama, with roughly 250,000 each.

Although California ranked ninth in the number of plants found, it led the nation in arrests with 851 and personal assets seized in connection with illegal growing activity, \$8.3 million out of \$38.7 million nationally. Although the rise of pot farming on federal lands is relatively new in Kentucky, it's old hat in California, which has a rich marijuana tradition. "Kentucky today is like Northern California 10 years ago," says Frank Packwood, special agent in charge of Shasta Trinity National Forest in Redding, Calif. "In California we're seeing a shift toward large indoor growing operations and also to timberlands." The business of pot cultivation is changing—tougher laws have made for tougher criminals. "We're not talking anymore about mom and pop growers supplementing their incomes," says Packwood. "Instead we're seeing hard-core, serious growers making very successful tax-free incomes off of marijuana cultivation. Basically, the flower children back out of this new commercial industry." The nationwide crackdown on private growing operations has been especially tough in California and has driven most growers indoors.

Largely responsible for driving the cultivators indoors is the Campaign Against Marijuana Planting, an interagency group that has assembled a huge "harvesting machine" and dug up thousands of outdoor plots.

"The indoor grows are nearly doubling every year," says Charles Stowell, a California-based DEA agent. "In California in 1989 we found 126 indoor operations. Last year we found 263. I think they could double again this year." The big indoor sting has come mainly from Operation Green Merchant, a national program that targets suppliers of indoor gardening equipment.

Monitoring the shipping and sales records of companies that sell grow lights, plastic sheeting and hydroponic paraphernalia, and tracking unusually high electric bills of farms with large, apparently nonproductive barns, the D.E.A. has managed to sniff out big indoor growing operations in all 50 states, though most were in California. Utility companies have been cooperative, uncovering lines and meters that have been tampered with. But small gardening companies are angry about the surveillance.

In 1989, the DEA served search warrants on stores in 46 states, seized business records and forces eight stores to close. Based on that information, customers were searched and 119 were arrested. Yet many of the search warrants did not hold up in court, and the cases were thrown out. Fragile companies, angry at the invasion and fearing the destruction of their businesses, howled that the raids were unconstitutional, and many judges agreed. In May, the D.E.A. served up another 60 "administrative subpoenas," or requests for documents, asking for sales receipts, shipping records, correspondence and employee records. This softer

tactic aims to deflect criticism that the agency is spotlighting and harassing legitimate businesses.

The largest indoor bust took place in Mojave Valley, Calif., where growers built two underground structures—almost like big bowling alleys," says Stowell—that housed 14,547 mature plants. "They found a county where they didn't need a building permit and put up these two structures. Without a permit, there was no inspection. But we were tipped off later by people in town." Following a paper trail, the DEA traced two more similar underground sites near Los Angeles, seizing another 12,043 plants. So far, 27 arrests have led to 26 convictions.

"There's very little black magic left to pull out of our law enforcement valise to use against these guys," says Packwood. "The most significant indicator is huge electric bills from high-wattage sodium halide lights, big swamp coolers and ventilation fans attached to barns or buildings out of the ordinary. Utility

## Straight Uses for the Weed

Hemp, the plant that spawns marijuana buds, does have a practical value. It can be spun into yarns and ropes, woven into cloth, ground into paper and cardboard, squeezed into oil for diesel engines, burned and composted for fuel, and used for animal feed and birdseed. As such, it has a reasonable cash value as an ordinary agricultural product, especially when bred for high material resiliency and low potency as a drug. Indeed, there is a push in several states with sagging agricultural economies to grow the reedy plant for legitimate purposes.

In Minnesota, businessman John Birrenbach is tussling with the state Department of Agriculture to get a permit to harvest hemp. The agency's position, bolstered by the office of Minnesota's attorney general, is that hemp is a nasty and illegal weed. But Birrenbach, owner of Executive Coffee & Tea in St. Paul, is not alone in his pursuit. He argues that there are millions of dollars to be made from hemp, and he wants to use it for shirts, machine oil, paper and particle board.

Hemp grows wild in southern Minnesota, as it does in Indiana, Ohio, Illinois and several other Midwestern states. In fact, during World War II, hemp fibers were needed for rope and ship's rigging after the Japanese occupied the Philippines, cutting the supply of sisal fibers. Farmers were actually encouraged by the state then to grow hemp, whose pollens and seeds escaped to the forests and roadsides, where it grew wild as "ditch weed."

Birrenbach says his firm could harvest wild hemp and ship it to processors, who would turn the fiber into cloth, paper and other products. His hemp would have less than 0.1 percent THC, not enough for a high.

"Hemp is part of American history," says Steve Hager, editor of *High Times*, the magazine that celebrates the drug culture. "George Washington and Thomas Jefferson farmed hemp. The first American flags were made of hemp cloth, as were all of the clothes of soldiers at Valley Forge, ship sails, jeans, the tents of covered wagons going across the prairies. Even the U.S. Constitution was written on parchment derived from hemp. Parachutes for soldiers in World War I and II were made of hemp."

Similar sentiments became part of the platform of Gatewood Galbraith, otherwise known as the hemp candidate, who recently ran (and lost) in Kentucky's gubernatorial Democratic primary. A flamboyant Lexington attorney, Galbraith drives a red diesel Mercedes that runs on hemp oil and argues that the answer to his state's sagging agricultural economy is to recommence the aggressive farming of hemp for industrial, if not personal, use. -RL

companies are big allies. Routine inspections find distribution lines tampered with, electrical meters bypassed and inordinate consumption, which leads to indoor farms.”

“I’m concerned this year because the statistics on indoor growing are rising so fast,” says Stowell. “Outdoor eradication went real well. We’ve reduced it by about three-quarters in the state of California. But that’s the problem. We’ve driven everyone indoors and now that’s on the rise. I worry it’s a national trend.”

This year’s harvest is now coming in. With springtime planting done, the hardy weeds are high enough to be seen by law enforcement officials. By mid-June, plants are 2 to 4 feet high. By the end of September, they will top 14 feet- 6 inches around at the base, with 24- inch buds yielding more than a pound of weed that can bring \$1,500 to \$4,000 per pound on city streets.

Late one afternoon on a Kentucky roadside, humidity has soaked Sizemore to the bone. He’s just hiked back through nearby woods and leans on his Jeep, a Gatorade in one hand and fistful of pot plants in the other. “These were nothing, just over those trees, so close to the road you could hear the traffic,” he says. “That’s unusual. Most of the time we gotta haul up deep into those hills.” He mops his brow and swats a mosquito in his ear. “You want some real fun? Come back in July, when we got the choppers out there. National Guard and all. Last year we whacked ‘n stacked 24,000 plants in one day and burned ‘em. Now that’s a sight.”

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## The High Life Moves Indoors

Images of marijuana’s heyday still hang thickly in the air—Easy Rider, Woodstock, the Grateful Dead, Haight-Ashbury, Dylan. But in the aftermath of the 1980s—the Reagan White House, Wall Street, cocaine and yellow power ties—the dope smoker and grower don’t look the way they used to. Their hair is short, clothes pressed. Microwaves, running shoes and carpeting are somewhere nearby.

Regular smokers, as many as 2 million of them, range from ambitious young New York bankers who might have been “coking up” a decade ago to a middle-aged corporate lawyer in San Francisco, an emergency room physician in Atlanta or a molecular biologist in Chicago. They often have children, from one or more marriages. The local hardware store or pizza parlor owner might be a closet smoker, as much as his accountant or the man who drives the delivery truck.

Marijuana users don’t wear it on their shirtsleeves any more. Unlike at Earth Day in 1970, when a knowing glance in a crowd was all it took to relay the message that someone got high or knew where good weed could be gotten, at Earth Day 1991 such folks kept their habits to themselves.

“The current political climate has made people much more secretive about their marijuana use,” says Greg Porter, a spokesman for the National Organization for the Reform of Marijuana Laws, which advocates legalization. “Marijuana used to be an open, social activity in earlier years. Now people are much less trusting. They don’t pass joints as much at rock concerts. They stay at home and avoid smoking overtly.” And because of the enormous increase in the price of pot, which now can cost \$250 to \$400 an ounce, “people are cultivating it indoors for personal use, not just profit. Many people don’t want to get involved in the black market and put themselves at risk with law enforcement.”

From the piney woods of Oregon and Vermont to the suburban sprawl of Dallas and Chicago, casual users sprout plants under grow lights in their closets and basements, shelve a few plants on a patio or bury them in the brush of a hothouse.

“There are definitely more people operating out of closets for personal use,” says Steve Hager, editor of **High Times**, the magazine that caters to marijuana connoisseurs. “In the last year we’ve seen more growers setting up small operations. Basically, lots of people have moved indoors and stopped growing larger amounts to sell to their friends because of the surveillance and penalties.” In his view, the federal war against drugs has just “driven up the price tremendously, which in turn makes it more attractive to the criminal element and creates more violence around the plant.”

That, say law enforcement officials, is certainly true. Growing pot at home is now a well-organized and elaborate crime.

From coast to coast, the Drug Enforcement Administration, in conjunction with county sheriffs, is turning up incredibly elaborate indoor growing operations on a large scale, equipped with the latest computerized irrigation systems, hydroponic basins, heating systems, growing lamps—serious hothouses specially tailored to create the perfect environment to rapidly yield lush forests of potent pot, with a harvest as often as every three to four months.

They grow beneath the shingles of Vermont barns, in Iowa grain silos, Idaho airplane hangars and Colorado attics, or hide beneath hollow houses and phony tennis courts. Often, caches of armaments and explosives are part of the package, with elaborate surveillance and protection systems set up to keep snoops, pilferers and the law at a healthy distance.

Recently, department of water and power officials in Playa del Rey, Calif., discovered a hidden bunker under the Scattergood Generating Station. It was like stepping into “a scene from ‘Hogan’s Heroes,’” they said. Moving aside a tool cabinet in a storage shed, they found a hinged, wooden trapdoor to a narrow tunnel. Lowering themselves into a dank shaft, flashlights in hand, they crawled 60 feet on their bellies, emerging in a large cavern, two underground rooms beneath a concrete construction slab. No plants were there yet, but the plastic sheeting, irrigation hoses, electrical outlets and fertilizer were clear giveaways.

In another case, the largest bust of indoor marijuana growing yet, Frank Edward Gegax is on trial on charges of masterminding large underground farms beneath desert houses in Lancaster County, Calif., and Mojave Valley, Ariz. During the raid of the “subterranean plantations,” more than 26,000 plants were seized. Officials estimate the farms could have produced \$150 million of marijuana a year.

One indoor growing ring based in Albuquerque, NM called itself the Company, as if it were any other hardy American business. It had a board of directors headed by a president, a personnel department and a cadre of 30 caretakers for the multi-million-dollar operation it had set up in heavily guarded customized hothouses in the hills of New Mexico and Colorado.

The growers saw themselves as New Agers, blending the beauty of indoor farming with computer-driven lighting, sprinklers and fertilizers. They began with a mere 13 cuttings, cloned from a superplant created by a Washington state botanical geneticist, at a cost of \$27,000.

Soon, a harvest took hold, generating enough income to pay menial workers, some of whom transported water in tank trucks to the hydroponic gardens while others nurtured and clipped the budding, ceiling-tall stalks, up to \$1,750 a week.

Gary, the company's "plant doctor," performed surgical clonings of the best plants for the next crop. He also ran the computer system, which through automatic sensors regulated temperature, humidity and acidity to maximize the simulated growing season.

Computerized inventory and special growing programs helped "manicurists" through a regimen to keep the precious sinsemilla buds in optimum form. Eventually the "kryptonite," strong enough to "knock Superman on his butt," he said, was vacuum-packed in tin cans with phony Gerber baby food labels.

The brains behind this operation were brothers David and Gordon Wohlert, who said in court testimony that they strove to be efficient businessmen, returning profits to the till to hire carpenters and truck drivers and to build up their inventory, while operating through a phony art gallery in Santa Fe, NM.

But \$6,800 monthly electric bills, hoards of unexplained cash, a lonely studio filled with cheesy paintings and a gaggle of giggling farmers hanging out made for a suspicious setting.

Eventually the DEA got wise. With tip-offs from locals and a trail of huge utility bills, officials caught up with the Company, seized its assets and arrested the employees. Nearly all pleaded guilty to a slew of conspiracy charges and most, including the Wohlerts, are serving time in jail. -RL

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## GRAFFITI PAINT OUTS

By Daniel Schatz

As the presence of gangs increases in cities nationwide, so does the problem of graffiti. Graffiti often broadcasts the activities of street gangs, such as whether the gang deals in drugs, whether they plan to kill, or whether they have already killed. Left unchecked, graffiti breeds crime, erodes community confidence, and substantially reduces property values.

In Los Angeles, a new police initiative—the Graffiti Abatement and Investigation Program—mixes traditional law enforcement techniques with community relations, neighborhood beautification, and youth counseling to help alleviate the graffiti problem. This article discusses how the program evolved, how it works, and how it affects neighborhoods, plagued with the problem of graffiti.

### POLICE INVOLVEMENT

Some argue that law enforcement should not involve itself in graffiti-community service organizations or private enterprise should handle the problem. However, administrators of the Los Angeles Police Department (LAPD) believe that law enforcement should work hand-in-hand with the community to reduce or eliminate graffiti for several reasons.

First, community groups find it dangerous to remove graffiti in certain neighborhoods. For example, in Los Angeles, several drive-by shootings occurred when citizen groups attempted to remove graffiti. This made a police presence at graffiti removal sites necessary.

In addition, a phenomenon known as "tagging" appears regularly in neighborhoods throughout Los Angeles. Tagging involves the scrawling of names, monikers, or symbols on area walls. Many taggers hope to join gangs, and the more times their names appear in different locations, the greater publicity they receive. This becomes their way of gaining the attention of gang members.

One Los Angeles area youth, for example, scrawled his moniker more than 10,000 times during a vandalism rampage throughout southern California. Officials estimate that he caused more than \$500,000 damage to public and private properties. Moreover, this activity generated a cult following that spawned a wave of graffiti vandalism in the city.

Graffiti, whether gang-related or the work of a tagger, sends a message that a lawless element controls the community. However, when the police work with the community to take an active role in graffiti removal, law-abiding citizens take back control of the neighborhood.

### POLICE-ASSISTED COMMUNITY ENHANCEMENT PROGRAM

The LAPD's Police-Assisted Community Enhancement Program (PACE) served as the forerunner of the Graffiti Abatement Program. PACE was developed on the philosophy that crime evolves when communities ignore the early signs of blight, such as rundown buildings, abandoned cars and houses, accumulating trash, and graffiti. Therefore, in order to deal with these early signs of decay, each police precinct within Los Angeles assigned a PACE coordinator to handle public complaints and what are traditionally considered low-level crimes.

PACE coordinators often contacted other city agencies, such as the Department of Building and Safety, for help in dealing with community problems, such as graffiti. However, because city agencies were backlogged with work, expecting speedy assistance in graffiti removal became impractical. Knowing that graffiti caused a major concern to the citizens in the northeast patrol area of Los Angeles, officials implemented the Graffiti Abatement and Investigation Program, not only to remove graffiti but also to enforce and investigate graffiti violations.

### THE GRAFFITI ABATEMENT AND INVESTIGATION PROGRAM

Under the Graffiti Abatement and Investigation Program, juvenile offenders referred to the program paint over graffiti found in many inner-city neighborhoods. However, before officials implemented the Graffiti Abatement Program, they needed to obtain special permission for the northeast patrol area, the first neighborhood targeted for the program, to act as a referral agency. This allowed juvenile detectives, probation department personnel, and juvenile courts to refer offenders to the abatement program as a condition of sentences and probations that require community service. As a result, these officials immediately began to refer any "at risk" juveniles arrested for graffiti vandalism, theft, and in some cases, burglary, to the northeast patrol area for community service.

Offenders can also enter the abatement program through parental referral. A parental referral usually occurs when officers identify a youth whose name appears in graffiti throughout a particular area. When this happens, officers ask the parents to refer their

child voluntarily to the program, rather than having officers formally charge the youth with a graffiti violation. In these cases, officers must obtain parental waivers before the youth participate in paint outs.

### ORIENTATION

When juveniles enter the program, PACE officers meet with them and a parent or guardian for an orientation. At this time, officers explain the program and counsel the juveniles about the seriousness of the offense.

During this orientation period, officers also attempt to obtain information regarding other graffiti suspects. Because the majority of taggers work with other suspects and may even belong to tagging clubs, information gained from offenders enables officers to contact other juvenile suspects before graffiti outbreaks occur.

### THE 'PAINT OUTS'

After the orientation period, the juveniles complete their community service time by painting over graffiti found throughout the area. Paint outs, which usually occur on week-ends or during other nonschool hours, target specific neighborhoods in order to make the most efficient use of community service worker hours.

City agencies and private businesses donate paint for the program, while other community groups donate funds to buy paint. Because of the tremendous amount of paint used—from 500 to 700 gallons of paint per month—these donations contribute significantly to the success of the program.

### COUNSELING PROGRAM

All offenders in the program receive counseling from police officers, from professional counselors, who offer their time pro bono, or from ex-convicts, who volunteer to counsel offenders on the ultimate consequences of their crimes. Because the youths in the program are not hardcore criminals, they respond well to the counseling program. They enjoy the interaction with the police officers and begin to see them in a different light. Many also begin to see that the vandalism they committed was senseless, and they see how much effort goes into removing graffiti. After painting out the same areas four and five times, they understand the frustration experienced by the community.

### ENFORCING THE PROGRAM

With the program in place, officers need to enforce graffiti violations stringently. To accomplish this, PACE coordinators work with plainclothes officers, who patrol areas of repeated graffiti problems. The plainclothes officers keep the restored areas under surveillance and arrest any repeat violators, while the PACE coordinators follow up any citizen or officer complaints regarding areas that need attention. They also maintain a list of locations that need attention, as well as locations that juveniles have already painted over.

In addition, PACE coordinators actively recruit "at risk" youths into the program, follow up on leads, and contact possible suspects, who often provide names of other offenders, their tag names, and the schools they attend. To assist them in this effort, PACE officers stay in contact with school personnel, who many times identify individuals who write graffiti, as well as their particular "tags." The officers often use this information to decide which areas to keep under surveillance so they can refer these eligible arrestees to the graffiti abatement program. This ensures a continual pool of workers and breaks the cycle of vandalism for many juveniles.

Also important to the success of the abatement program is the liaison between the PACE officer and the senior lead basic car plan officer (SLO) of the area. SLOs serve as community

policing officers within certain assigned areas. They form close liaisons with community members, and since they patrol only their assigned areas, they always know what areas need paint outs. They then have the opportunity to use program workers to cover graffiti found in their areas of responsibility.

### CONCLUSION

The extent of graffiti in the northeast area diminished greatly after the abatement program started. Areas previously vandalized on a daily basis now go months before new graffiti appears.

The success of the program also promotes cooperation throughout the community. Fast food franchises now provide meals for the youths in the program, and a city councilman provided both a power spray painter and a van to transport the workers.

The Graffiti Abatement Program works well for both the citizens and the offenders arrested for graffiti violations. The department receives numerous letters of support from citizens who benefit from graffiti removal in their areas. In addition, citizens get a sense of security from the sight of officers directing youth to paint-out areas.

On the other hand, the paint outs give youths the chance to form valuable relationships with police officers and allow them to see, first-hand, the problems created by graffiti. None of the nearly 50 juveniles who completed the program has been re-arrested for a graffiti violation.

Some of the youths form relationships with police officers that they wish to continue. In order to do this in a constructive way, they volunteer to attend paint outs, even after they leave the program. Workers of this type receive \$10 from donated funds for their effort.

While the program has only been implemented in the northeast section, the success of the Graffiti Abatement Program prompted the LAPD to consider it for citywide implementation. The program provides a winning combination of elements necessary to reduce the problem of graffiti. It works for the LAPD—it can work for other departments as well.

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# POLICE MANAGEMENT TRAINING

## A NATIONAL SURVEY

by Larry D. Armstrong and Clinton O. Longenecker, Ph.D.

There is widespread belief that effective law enforcement training generally helps to produce a higher caliber of police officer. This view is strongly supported by the fact that training activities in police agencies across the country have increased significantly in the past 2 decades. A major impetus for increased officer training efforts appears to have been The Report of the President's Commission on Law Enforcement and Administration of Justice. This report, published in 1967, strongly suggests that effective officer training is a critical component that influences an officer's long-term performance and success. In addition, 65% of all active officers in the United States have some college credits, while roughly 25% are college graduates. The indication, is that police officers are better educated and trained than ever before.

With regard to management training, most police administrators in the United States are well aware of the FBI's National Academy Program, as well as the other prestigious management training courses offered nationwide. These programs serve a variety of management training needs, but most agencies also find it necessary to develop and present management training within their individual departments.

The management training practices of major U.S. police agencies have largely been an unknown quantity. While progressive, individual departments are thought to offer extensive management training, the content and nature of these programs are not widely known. At the same time, many police agencies operate in isolation, in terms of knowing how other police departments address the issue of police management training.

As a result, when considering the issue of police management training, a number of questions emerge. Has training for police managers kept pace at the same level? Are police managers being trained to manage a more-sophisticated work force effectively? Are police managers being trained to confront and deal with the myriad to social and budgetary pressures facing law enforcement agencies in the 1900's? What are the negative consequences for failing to conduct police management training?

To learn more about the status of police management training in the United States, we designed a research project to determine what are the current management training practices in local agencies across the country. This article presents an overview of what we learned from the research conducted.

### The Project

To begin this research, we surveyed 144 police departments across the United States, including the two largest police agencies in each State, based on the number of sworn officers. The questionnaire used in this survey was designed to assess a department's recruit training, inservice training, first-line supervisory training, and middle-management and executive training.

In addition, respondents were asked to list the problems their agencies would experience if management training was not conducted. The survey also requested demographic data from each department. Of the 144 surveys distributed, 123 were returned, with an overall response rate of 85.4%.

### First-Line Supervisor's Training

The results indicated that 97% of the police agencies surveyed provide in-house supervisory training to newly promoted

officers and that 78% of these agencies make the training mandatory. In addition, this training was conducted prior to or at the time of promotion into first-line supervisory ranks 51% of the time and after promotion in 49% of the cases.

The subjects most frequently taught in the first-line supervisor's courses were supervisory techniques (95%), use of the disciplinary process (95%), counseling techniques (80%), employee evaluation and review (79%), and motivational techniques (73%). Other subjects included management theory (68%), handling employee grievances and complaints (64%), supervisory report writing (63%), EEOC guidelines and affirmative active (62%), department rules and regulations (55%), police planning (52%), and departmental personal harassment policy (52%).

All agencies reported using their own officers as trainers in these programs, while 78% stated that they also sought the assistance of other instructors to teach such subjects as management theory, stress management, affirmative action/EEO, labor relations, legal issues, and report writing. Principally, these instructors were college professors, community professionals, and lawyers.

There was wide variance on the amount of time allotted for first line supervisor's training among responding departments. Eighty-three percent of the departments require a minimum of 25 hours, 37% require at least 40 hours, and 23% require over 65 hours. In terms of evaluating first-line supervisor's training, 66% of the departments use a formal evaluation procedure, while 34% do not conduct a formal evaluation. According to the survey, the methods most frequently used to evaluate training effectiveness include reaction by participants (85%), evaluation by trainers (34%), evaluation by superiors (32%), and evaluation by peers (14%).

### Middle-Management and Executive Training

When contrasting middle-management and executive-level training practices with first-line supervisory training, survey results showed that 81% of the departments provide an opportunity for managerial training, while 19% do not. Of those providing advanced management training, 37% provide inhouse training programs, while 63% send their managers outside the department for this training. The most frequently cited reasons for not training higher ranking officers were as follows:

-42% stated they were unsure of why they did not provide training;

-23% stated it was due to a lack of funds;

-13% believed it was not needed; and

-13% stated it was an administrative decision not to do so.

There appears to be no correlations between the size of the police agency and management training availability. Only two agencies with city populations under 100,000 were in the category that did not afford management training. The nontraining agencies averaged 390,000 residents.

The subject areas most frequently presented in higher-level management training include management strategy (77%), budgeting (70%), management by objectives (63%), labor negotiations and contract administration (63%), administration of discipline (58%), news media relations (55%), police planning (52%), and manpower allocation and patrol strategy (45%). Various sources provide this training, including state agencies (51%), contract agencies (44%), the FBI (44%), training department staffs (31%), community professionals (30%), and department administrators (25%).

Participants are typically evaluated on their performance after attending management training by formal supervi-

sory appraisal (39%), written exam (22%), peer appraisal (9%), subordinate appraisal (7%), combination of techniques (8%), or not at all (16%). In addition, departments reported that 90% of police managers participating in higher-level management training considered it to be a worthwhile experience, which suggests that training beyond the supervisory level is not only needed but also appreciated.

#### **Consequences for Failure to Train**

In response to open-ended questions concerning the problems associated with not properly training management personnel, respondents held strong opinions, with a surprising level of consensus. The primary effects included the following:

- 64% admitted that the department's overall effectiveness would be reduced;
- 60% cited that disciplinary problems would increase;
- 48% stated there would be a loss of leadership in the department;
- 43% stated that supervisory development would be stifled;
- 43% believed there would be an increase in lawsuits and EEOC complaints against the police department;
- 42% stated there would be a decrease in morale of employees;
- 41% believed misuse of manpower and financial resources would accrue;
- 40% believed supervisory effectiveness would decrease;
- 34% said there would be an increase in labor problems and grievances; and
- 27% indicated that lower productivity would result.

Respondents were steadfast in their beliefs that the absence of training for police management personnel creates negative consequences for all parties concerned and ultimately an agency's ability to serve the needs of the public.

#### **Commentary**

Law enforcement agencies across the country are being asked daily to do more with fewer resources. This requires that they work smarter, not just harder. And, it appears that training is being used as a strategy to enhance the effectiveness of police management personnel so that they can keep pace with an increasingly educated police workforce.

Our study indicates that first line supervisor's training in major police agencies is perceived to be very important, as 97% of the department surveyed make it available and many make it mandatory. However, while middle-management and executive training is gaining popularity, only the most progressive departments are designing, developing, and presenting tailor-made programs to their managers.

In addition, there are vast differences in the sizes of agencies that conduct upper-level training on an inhouse basis. Therefore, it can only be assumed that the administration of the police agency, regardless of size, has a dominant influence on the nature of police management training programs within an agency and the willingness to develop such programs.

While the majority of agencies send their higher-level managers to management training programs, the survey determined that 19% do not make such training available for their upper-level managers. This includes a number of our Nation's largest agencies.

For obvious reasons, this is a disturbing finding. Primarily, the performance of upper-level managers is critical to the overall success of an agency. And, since training is a performance-enhancing practice, it can only increase the likelihood of success for middle managers and executives.

In addition, those at the top of the organization must lead by example. How, then, can a department deem training important

for first-line supervisors, while relegating it to the "back burner" for those in the upper echelon of the department? Surely, this does not convey to those in supervisory positions the need to learn and to employ good management practices.

The survey results also provide another interesting perspective. A review of the subject areas most frequently taught to first-line supervisors reveals a strong orientation toward both human resource management (e.g., supervision, motivation, discipline, counseling, grievance handling, and performance evaluation) and technical supervisory issues (e.g., report writing, EEOC/affirmative action, rules and regulations, planning, and harassment policies). These findings suggest that current supervisory training is aimed at developing the skills necessary to handle both people and procedures properly. Perhaps, the issues covered in current police management training is in response to dealing with a more-sophisticated workforce and the social and budgetary pressures of the 1990s.

Middle-management and executive-level training topics appear to reflect the need for professional management skills in the upper echelons of modern police agencies. Such issues as budgeting, management of objectives (MBO), labor relations, news media relations, planning, and manpower allocation are skills that can be developed more rapidly (with less "trial and error") when presented through formal training programs.

Upper-level police managers must develop executive skills to lead their agencies effectively. While no agency that participated in the survey reported covering all of these subjects in their training, we firmly believe the survey findings offer a good cross-section of the type of topics that should be covered in police management training.

The ramifications of not conducting effective training for agency management personnel include a variety of issues that run the gamut of modern police agency concerns. Respondents to this survey strongly believe that management training is an extremely useful strategy to enhance police manager performance and to avoid a host of potential agency problems. Written comments in this survey provide strong testimony that failing to develop a progressive training philosophy and program for management personnel can only limit management effectiveness and threaten both day-to-day operations and long-term strategic plans.

#### **Conclusion**

Most police agencies in the United States are convinced that effective officer training produces better police officers. It also appears that there is strong support for the belief that management training produces a higher caliber of police administrator. At a time when crime rates are up, tax dollars are tight, and agencies are working hard to realign resources with changing priorities, effective police management training is a necessity.

Any agency would be well served to take a long and hard look at how it trains its management personnel. While training alone is not a panacea, it is a highly viable method to enhance both the success of individual policy managers and the agencies for which they work. To ignore the issue of police management training is only an invitation to a host of problems at a time when most agencies already have more than enough to handle.

In closing, one additional comment is warranted. There was a theme in survey responses that strongly suggests that police management training should not be a "one shot deal." Rather, training should be an ongoing process that is used to sharpen and update skills of police managers at all levels to enhance management development. Thus, training must be looked upon as not simply a cost but rather as an investment in an agency's long-term viability and success in serving the needs of its constituents.

# VISIT.....

by Ralph Hays

I had to do a double take when we totaled our statistics for the second quarter of the year and showed a 17% decrease in the overall crime rate. It gave me that itchy feeling that something wasn't exactly right, you know? And visitation to our parks is ahead of last year. So, I fell back on those old standbys that always tell the real story: Part One Crimes and Crimes Against Persons. (Those almost always get reported, don't they?) As I suspected, the adjusted crime rate was much closer to 1991 than it first appeared. The reason? Loss of about 600 uniform patrol hours to injuries and illnesses. What had dropped like the proverbial rock was on-view enforcement--stuff like drug and liquor violations, disorderly conduct, wildlife laws. Knocked hell out of our clearance rate, too. But guess what was way up from last year? Property crimes, especially vandalism and theft, those sneaky crimes which may be deterred by the mere presence of a law enforcement officer. Too bad we had 600 fewer hours of uniform patrol than at this time last year.

Now let's take an abstract look at this kind of situation, and apply the same logic to what might happen when a park department loses (for whatever reason) its law enforcement program. First, it is a virtual certainty that reported crime will decrease. But before the politicians and local police administrators get too smug, everyone should remember we're talking about reported crime. And we all know that lots of "minor" crimes will go unreported if there's nobody to report it to. But at what cost to the park-going public? And what about the impact on the resource?

Before anybody gets their pants/panties in a wad, let's allow that there are plenty of city police departments and sheriff's offices (many of whom are PLEA members) who do an outstanding job in their local parks. But there are also plenty who just send a car when a call comes in if they're not blacked out at the time or--worst case--who use park patrol duty as a punishment. And lots and lots fall somewhere in between.

A well-intentioned case study is the Kansas City, Missouri, Police department whose chief, Steve Bishop, is as progressive as he is fair and sensitive to the needs of the community. A few years ago the KCPD was saddled with patrolling the city's parks when the Powers That Be decided to do away with the park department's ranger program. Unfortunately, the police department hasn't been adequately funded in recent years to properly keep pace with societal and crime trends overall, so guess what happened?

A couple of months ago, residents and park visitors began complaining to the police about gang members massing in the lagoon area of the city's largest and busiest park to practice firing their automatic weapons. When the police--quite properly--organized a S.W.A.T. operation to take back the park and followed up with the increased patrols and requests for additional funding, one of the park board members criticized the police handling of the matter, stating, "... that isn't the kind of image we want in our parks."

Well, folks, you get what you pay for. Don't blame the cops for being cops. That situation had gone so far that any other solution would have carried unacceptable risk.

The root of the problem is that the city got rid of the ones who knew that beat the best--the rangers. Knowing the beat is an important part of interacting with people. And a cop in a park should as easily answer, "What kind of tree is that?" as a city cop answers "What kind of neighborhood is 67th and Brookside?" The differences between doing the right and merely doing it are training and commitment. In park law enforcement we are aware of the need for our training in our geographic areas and for the officers we hire to be truly committed to the law enforcement part of the job. Likewise, city or county police departments who must take on responsibility for parks in their jurisdictions should see that officers so assigned receive training which will enable them to interact positively with park visitors and the park administration. Park law enforcement is a specialized field, no matter who's doing it, and training and commitment should be viewed as prerequisites.

So, you have every right to ask, what's PLEA doing about it? The answer is a combination of old and new:

As in past years we will conduct several sessions at the N.R.P.A Congress October 15-19. These are usually attended by directors, administrators and citizen board members which gives us the opportunity to get our members' message across where it counts. But we can't drag them into our sessions. We need our membership to make them aware of these sessions ahead of time and ask them to attend.

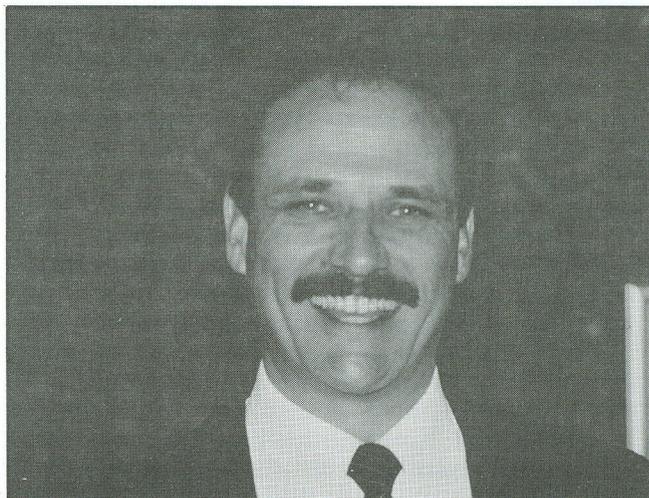
We will again have a booth in the exhibit hall at the N.R.P.A Congress where we can interact one-to-one with these same individuals and will talk or argue with them as long as they'll stick around.

Our annual conference and workshop provides the best training available for relating current law enforcement trends and concerns directly to parks and resources, and the PLEA Board will be exploring ways to duplicate this effort regionally.

Currently in process is establishment of a private foundation to fund research and education specific to law enforcement in parks and resource areas.

PLEA is also establishing ties with the International Association of Chiefs of Police (I.A.C.P.) in areas of mutual concern; specifically, by appointment of Chief Myron E. Scafe, head of IACP's Law Enforcement Information Management Section, to the aforementioned foundation's incorporating board of directors, and by the IACP President having recently appointed Chief Art Gill, PLEA Immediate Past President, to IACP's new Environmental Crimes Committee.

Now, then. . . what are you doing about it?



# PROFILE:

## New Jerseys' State Park Rangers

by Christine Peterson

First of all, a correction. The most commonly asked question of a New Jersey State Ranger is not, "Where's the bathroom?" It is, "Are you a real cop? Do I have to listen to you?"

I am, and you do. Or rather, not exactly, but you do anyway. Besides the gun and the badge and the cars with the light bars on top, New Jersey's 60 state rangers are sworn peace officers whose duties often take them beyond their primary responsibilities of protecting the visitors and the natural environment of the state's 293,000 acres of park land and state forests.

We have even fought and won an intense bureaucratic battle recently over our pension designation that almost forced us to take up the title, "Park Police," but that change in the 25-year old title of Ranger did not come to pass, and rangers we have remained, our green uniforms and the "Ranger - Law Enforcement" on our badges our principal identifying characteristics.

New Jersey is a small state, but with a lot of green in it. In land area, the state ranks among the smallest in the nation. It is also the most densely populated state in the nation and the second-most highly urbanized behind (surprise!) California. The biggest number in the road atlas chart showing mileage between principle cities is 150, from Newark in the North to cape May at the southern tip.

But our compact state devotes the third highest proportion of it's land area to parks and forest preserves in the country, a rank that would be first in the nation if the one million-acre New Jersey Pinelands National Preserve, occupying a quarter of the state's total area, were included. The point is that New Jersey's seven million people have come to appreciate open land to an extraordinary degree, for as more and more land grows houses and shopping malls instead of trees and wetlands, the more heavily the state's complex of parks and preserves are esteemed and used.

There is a wide range in our parks and forests. Some of our state parks are so peaceful that we flippantly call them "retirement" parks because they are less stressful than others, although challenges to a ranger's knowledge occur at all state parks. Such a place might be Monmouth Battlefield State Park, a sprawling 1,500 acres of rolling lawns and forests where the most violent displays are between the North and the South as weekend soldiers enact battles of the Civil War.

But even at the most tranquil parks our rangers are being called upon to enforce one of New Jersey's highest priorities, the crack down on illegal dumping. Landfills around the state are closing and refuse hauling fees are rising sharply, tempting some citizens to short-cut the system by trying to throw their trash in a park. In one case that Ranger Laura Porter cited at Lebanon State Forest, a crooked entrepreneur was doing the law breaking for his clients, by picking up garbage for a fee and trying to dump it in the woods. Ranger Porter won an award from the P.B.A. for writing the state's first summons for illegal dumping under the state's new criminal statute for the offense.

Laura had no trouble convincing the trash hauler that she was an officer of the law and that the

complaint she signed was real. The surprise came when he went to pay it, and found that the \$50 misdemeanor fine he had been so blithely paying in the past had become a \$2,500 fine, a suspension of his license for six months, and the potential forfeiture of his truck.

One of the busiest of our parks is Liberty State Park, the gateway to the Statue of Liberty, which some of us believe stands in New Jersey waters. Liberty is 1,100 acres of exhausted parents, screaming kids, and lost tourists.

Rangers Bill Laing and Roy Wells related one example of the variety of work available to rangers at Liberty recently when a 17 year old car thief rammed another vehicle with his stolen car, and then engaged in a foot race with the two rangers. He lost, Bill and Roy won.

"That's when the adrenaline kicks in," Bill said, "and when true partnership comes into play. There's nothing like it. It's what the job's all about."

And just the other day, the rangers at Liberty had to conduct two park evacuations when clouds of toxic chemicals leaked into the air from the nearby industrial zone.

Most parks fall somewhere in between. I started park rangers with the Colorado State Park system, at Cherry Creek Reservoir south of Denver, where we handled boaters, swimmers, water and jet skiers, saddle-horse and marine concessions and an intense urban visitation rate. When I got to my current job at Washington Crossing State Park here in New Jersey my first day, I thought I had chosen a country club park. As an historical park, there are no water sports, except for fishing on the Delaware, so the park has a peaceful quality that is respectful of its role in Revolutionary War history.

I got the wake-up call about five minutes into my first day, when I walked in to hear Rangers Bill Emery and Kathy Hogan critiquing the previous day's incident, in which an escaped convict had stripped a local police officer of his gun and beaten him unconscious with it. Kathy had been involved in the pursuit of the miscreant, weapon at the ready, through park property, and we all had a lesson to learn from the experience. Including the new gal on the job.



I learned through the discussion that about two years earlier, the same two rangers had handled a double murder in the park. They handled the preliminary investigation, attended the autopsy, dealt with the distraught family - all tasks that fall within the ranger's duties.

It is at parks like "Liberty," or like Stokes State Forest, where the question, "Are you really a cop?" gets its most emphatic answer. Last year at Stokes, three rangers, patrolling 16 hours a day, wrote more than 1,400 summonses, made 11 criminal arrests and investigated 19 motor vehicle accidents. They handle an average daytime population of 1,500 and well as a nighttime population of 1,500 during the summer, and many of these visitor's embody the particular characteristics of a New Jersey state park visitor. These are not all sophisticated nature-lovers, adept in the way of the wild and attuned to the special etiquette of sharing public spaces with others.

"We're an hour and a half from New York City, and we get a lot of visitors," said Ranger Lou Casper, a state park ranger for 13 years.

"Some of our visitors tend to break the law in a way that is not malicious but simply by ignoring the rules," he said. "We may get a family that starts their social hour at eight p.m. and eats dinner at ten p.m. and gathers socially until the wee hours of the morning. Now, that might be fine for at home, but it's not acceptable in the rural, pastoral setting that we have."

Ranger Casper and his two colleagues are so busy that they do not always have time to educate visitors on the fine points of living together in the woods.

"Educating the visitors is the key, but I don't always have time for lectures to correct behavior that we can't tolerate," he said. "I have to make my point short and sweet and I do it by writing summonses. Summonses are not too expensive for them, but they're expensive enough to drive home the point that alcohol or boisterous behavior during quiet time in the campground will not be allowed in any New Jersey State Park."

Ron Taglarino, a ranger at the Delaware and Raritan Canal State Park, makes an additional point in the simmering debate over whether we are naturalists or police officers.

In 1988 New Jersey had 92 Rangers, he said, and because of state cutbacks, there are now just 60 covering the same amount of territory and a growing population of visitors. There may once have been time to do the naturalist work we did before, he said, but when the force gets stretched thin, the first priority must be enforcing the rules that protect the safety and enjoyment of all visitors.

"We don't have time for the kind of work, the school lectures and so on, that we used to do," Ranger Taglarino said. "There just aren't enough of us."

Ranger Taglarino is the state delegate of our union, the Police Benevolent Association, local #222. There's that word again - "police," and it is a word that many wanted to have replace our venerable "ranger" title this summer, but for reasons that have little to do with sentiment and more to do with hard cash.

The problem arose more than two years ago, when the state launched an investigation into the two state workers retirement systems. The main system is the public Employee Retirement System, and the other is the Police and Firemen's Retirement System. They are very different, and hence the investigation.

While the PERS, as it is known, allows a state worker to retire at 50 percent of his or her final pay after 25 years and after



age 55, the Police and Firemen's Retirement system allows us to retire anytime after 25 years of service, and at 65 percent of our highest pay level.

The difference between 50 percent and 65 percent of salary is an important one when you consider that the top scale for a ranger, after nine years on the job, is currently \$38,000. Rangers may also strive for promotion to the next two levels, Chief Ranger 2 and, the top level, Chief Ranger 1, a position that pays \$48,000 after nine years of service. Applications were recently taken for the civil service test for the Chief Ranger 2 position, and many Rangers applied.

Meanwhile, quite a few non-police and fireman types have managed to find their way into the more generous Police and Firemen's pension plan, said Greg Langan, a ranger at Wharton State Forest and our P.B.A. president. Police Chiefs' secretaries seem to be particularly adept at joining the better-paying program, for some unexplained reason.

So the state, reasonably arguing that the generosity of the Police and Firemen's plan was designed to reward the stresses and dangers of true police and fire-fighting work, occasionally conducts a purge of the Police plan to see that only the deserving are on it.

It was during the most recent of these investigations that the eagle eyed book-keepers came upon this strange group of people in the Police pension plan called "State Rangers."

"What's a 'Ranger?'," they wanted to know, and why are they people in the police retirement plan? Hundreds of County Park Police were in the program without challenge, but 'Ranger' was a problem. This isn't Texas, after all. Aren't rangers those people in short pants and Boy Scout hats who go around explaining why our furry friend the chipmunk has fat cheeks?

For several months, there was a debate among the State Rangers over changing our name to New Jersey State Park Police, in part to satisfy these concerns. But in the end, our experience, our New Jersey State Police Academy training, and with tremendous support from our department heads, we won out, and we have remained in the correct law enforcement retirement plan. For now.

Also for now, we are holding on to our jobs, barely. New Jersey became part of the nationwide tax revolt last year, when the Republic party won a veto-proof majority in both the Assembly and Senate in Trenton. Their first budget involved rolling back a Democratic-enacted one penny state sales tax increase, and the lost money is coming out of the state employment rolls.

For a while, it appeared that the Department of Environmental Protection and Energy, under which the Division of Parks and Forestry operates, would have to lay off several rangers and even close some of the parks. Some of us were put in the agonizing position of having to consider "bumping" a friend with less seniority onto the unemployment rolls, or begin travelling to a more distant park where a job was available, or thinking about doing something else.

In the end, however a bipartisan agreement to find some more money for state parks was worked out, and we are all assured of keeping our jobs for the foreseeable future.

Despite the continuing budget crunch, the department strives to give us the best tools needed to do our job. Our aging fleet of Dodge Diplomats is being replaced by new four wheel drive Jeep Cherokees and by the big Chevrolet Caprice sedans, and we are scheduled to replace our .357 Magnum revolvers with the Beretta Model 96D, & S&W .40 caliber. In addition, there is discussion at higher levels to replace our batons with the PR-24X.

Meanwhile, the question of whether we are police or what may well arise, if only to settle the confusion about our role among the public. Ranger Taglairino recalled an incident in which the consequence could have been serious.

"A woman was jogging on the canal tow path when she was accosted pretty aggressively by a young man. Verbally, a little physically," he recounted. "She ran off a half mile up a hill, right past where I was parked in my patrol car, and she called the Hopewell Township police." When Ranger Taglairino asked her the following day, during an investigation, why she had not turned directly to him, the jogger said she had not recognized the term "Ranger" on the patrol car as a police vehicle.



## BOOKS

### INTERNATIONAL ENVIRONMENTAL LAW

by Alexandre Kiss & Dinah Shelton, 1991,  
541 pages. \$95.00/cloth  
Transnational Publishers, Inc.  
Transnational Juris Publications, Inc.  
P.O. Box 7282  
Ardsley-on-Hudson, NY 10503

This is the first general treatise in English on international environmental law. It describes the object, nature, and evolution of the law, the international institutional framework, and all sources of international environmental law, especially customary and conventional.

Also provides detailed analysis of international environmental regulation of all sectors of the environment and "transsectoral" problems. Discusses breaches of int'l law and liability for environmental harm and the need for a global approach to planetary systems, such as climate modification and maintaining genetic diversity.

Alexandre Kiss is President of the European Council for Environmental Law, consultant to UN Environmental Program, UNESCO, the EEC Council of Europe, OECD, The Brundtland Commission and teaches law at the Univ. of Strasbourg.

Dinah Shelton is visiting professor at Stanford Univ. and Professor of Law at Santa Clara University.

## Top Ranger Works for the Environment

Police protection and environmental protection normally evoke different images. But one Lake County police officer has joined an international panel that intends to bring the two together. Arthur A. Gill, the Director of Rangers for the Lake County Forest Preserve District, is a member of a new "Environmental Crimes Committee" formed by the International Association of Chiefs of Police.

Gill said he and other officials with the police chiefs organization believe it makes perfect sense to marry traditional law enforcement with the goals of the U.S. Environmental Protection Agency. Part of the mission of the committee is to make sure police can become familiar with basic provisions in the E.P.A.'s voluminous codes through environmental training in police academies. "I think this area is emerging so rapidly that it has a lot of people (in law enforcement) baffled, quite rapidly," Gill said. "That's why it caught my attention right away. I really think it was an enlightened response to the problems we're going to have in the years to come."

Gill, 43, oversees a staff of several full time and six part-time sworn officers who can enforce all laws, and 25 park-service officers who are authorized to enforce forest preserve ordinances. Since his arrival 15 years ago, the department has grown from virtually nothing to a body large enough to protect a small village. But it's Gill's hope that departments large and small will gain more knowledge about environmental protection. In rural areas, the attention might be needed to protect wildlife or their habitats, he said. But in urban areas, he said, there is the fear of organized crime influence in the operation of toxic waste dumps.

## Park Police Wish They Had the Blues

Police parks on the east side of the San Francisco Bay are getting the blues over their tan and olive outfits.

The 54 uniformed officers of the East Bay Regional Park District say their ranger-like ensembles don't show their true colors and they've filed a grievance seeking a switch to the midnight blue supported by metropolitan police.

"We have a problem in our parks with identification. Our park rangers, the people who cut the grass and service the chemical toilets and mend the fences, wear the same uniform as we do," said Fred Michael, president of the district's police officer's union.

"The perception of the parks district is that we don't deal with crimes per se (that) we deal with lost children and fishing violations and things like this," Michael said. In fact, park police have to face the same unsavory mix as city cops, he said.

"We have parks that are within the urban structure where we live and those parks reflect some of the same problems that are in some of the communities," he said.

But district officials say switching uniforms could cost \$30,000. And they're not sure they want the park police to dress like their municipal brethren.

"There's some concern about the philosophy of law enforcement in a park setting," said Peter Arna, parks director of public safety.

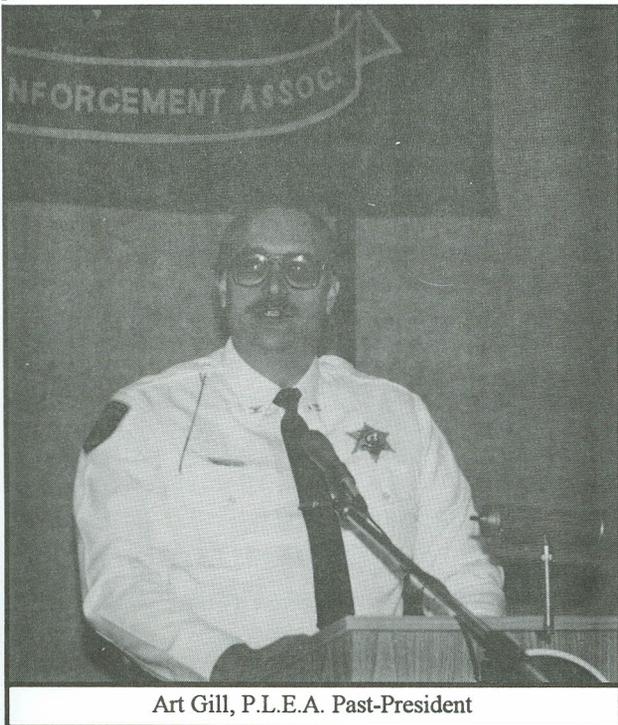
The district, with administrative offices in Oakland covers parks in several cities on the east side of the San Francisco Bay, including Berkeley, Hayward and Fremont.

A meeting is scheduled on the grievance, Michael said.

The importance of the color is not lost on the New York based National Association of Uniform Manufacturers, which runs an annual contest for best police uniforms.

For many departments, dark blue is the color of choice, especially in larger cities, said spokeswoman Jackie Rosselli.

"It's perceived as a conservative look and it's also perceived as an image of authority," she said. "Color has a lot to do with how people think others... you're never going to see a pink police uniform."



Art Gill, P.L.E.A. Past-President

## I.A.C.P.'S Environmental Crimes Committee

In my inaugural address, I stated that there is no greater global issue than the health of our environment and the need to protect it and restore it for the future. We must educate the membership about the challenges that lie before them, and communicate our intent and commitment to these issues. The vehicle through which this can be accomplished is I.A.C.P.'s newly created Environmental Crimes Committee.

Under the leadership of the committee's chair, Commissioner Anthony J. Schembri of Rye, New York, the committee has set a number of impressive goals designed to raise the level of awareness of law enforcement executives regarding environmental crime and its enforcement. These goals are to:

- develop a resolution on crime and the environment for consideration by the membership at the annual conference;
- develop, endorse and mandate a portion of police academy curriculum on environmental crime in order to make new police officers more sensitive to this issue;
- conduct a workshop on environmental crime at the annual conference, drawing speakers from the Environmental Protection Agency (E.P.A.); and
- develop a manual on environmental crime to assist police agencies across the country and throughout the world.

Accomplishing these goals will put I.A.C.P. in a leadership position on the environmental crime issue at a time when legislators nationwide are enacting laws that will place the ultimate enforcement responsibility on local and state law enforcement agencies. With proper training law enforcement officials will better understand when a violation of the environment laws has occurred. Through our cooperative effort with E.P.A., we will be able to communicate to police agencies those resources at the state and federal level that are available to assist them.

Although the laws regarding environmental damage often carry administrative or civil penalties, the trend is to provide criminal sanctions and punishment for those who willfully and wantonly destroy our planet. The consequences of environmental crimes can be severe, and indeed a mere one gallon of gasoline can contaminate thousands of gallons of drinking water. It is my hope that our committee will deal with the full range of these types of crimes-from contamination of water supplies to the toxic waste dumps currently being used by organized crime.

Last month, Commissioner Schembri and I met with E.P.A. Administrator William K. Reilly and key members of his staff to discuss crime and the environment and to explore ways in which the IACP can work with the E.P.A. to address these issues. The meeting was an extraordinary success, with both sides enthusiastically embracing the concept of a cooperative approach to the problem. Initially, the E.P.A. will provide support for our committee and participate in a workshop on environmental crime at the annual conference this October. Mr. Reilly also has been invited to address the general assembly at the conference.

Environmental issues are now the focus of tremendous attention in the United States and around the world, and our Environmental Crimes Committee will attempt to keep up the urgent pace that the current state of the planet demands. We must work to achieve a clean, healthy and safe environment for the future, and one way for the policing community to accomplish this is through the work of our Environmental Crimes Committee.

If you are interested in filling one of the vacancies left on the committee, please let me hear from you. For information about the committee's efforts, contact Commissioner Anthony J. Schembri, Rye Police Department, 21 Third St., Rye, NY 10580.

# PARK LAW ENFORCEMENT ASSOCIATION MERCHANDISE ORDER FORM

ITEM #	DESCRIPTION	QUANTITY	COLOR	SIZE	PRICE EACH	TOTAL
<i>RETURN ADDRESS</i>						
NAME _____				ADD \$1.00 FOR XXL		_____
ADDRESS _____				ADD \$2.00 FOR XXXL		_____
CITY/STATE/ZIP _____				POSTAGE AND HANDLING		<u>\$2.50</u>
PHONE _____				GRAND TOTAL		_____

**Item #7      Lapel Pins**



Price \$5.95  
Colors: Silver, Gold

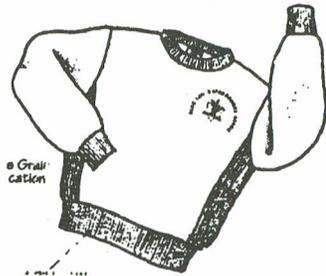
*MAIL TO:*

*Bill Runnoe, Treasurer  
Park Law Enforcement Association  
515 Hoffman Dr.  
Norman, OK 73071*

*Guarantee:*

*If not completely satisfied with your purchase  
please return within 30 days for a refund  
or replacement  
We will accept personal checks, cashier's checks  
or money orders payable to P.L.E.A.  
Allow 2-4 weeks for delivery*

**Item #1 Embroidered Sweatshirts**



a Graduation

Price \$16.95  
 Colors: White, Lt. Blue, Silver, Navy, Red  
 Royal-Blue, Maroon, Kelly-Green  
 Black, Yellow  
 Sizes: S, M, L, XL, XXL, XXXL.

**Item #2 Embroidered Golf Hats**



Price \$9.95  
 Colors: White, Lt. Blue, Gray, Navy, Red  
 Royal-Blue, Maroon, Kelly-Green  
 Black, Beige, Brown  
 Sizes: One Size Fits All

**Item #3 Embroidered Golf Shirts**



50/50

Price \$17.95  
 Colors: White, Lt. Blue, Silver, Navy, Red  
 Royal-Blue, Maroon, Kelly-Green  
 Black, Yellow  
 Sizes: S, M, L, XL, XXL, XXXL.  
 \* XXXL Colors: White, Black, Royal-Blue  
 Kelly-Green, Red, Maroon, Yellow

**Item #4 Embroidered Golf Shirts**  
 100% Cotton



Price \$20.95  
 Colors: White, Lt. Blue, Silver, Navy, Red  
 Royal-Blue, Maroon, Kelly-Green  
 Black, Yellow  
 Sizes: S, M, L, XL, XXL, XXXL.  
 \* XXXL Colors: White, Black, Royal-Blue  
 Kelly-Green, Red, Maroon, Yellow

**Item #5 Silk Screened T - Shirts**



50/50

Price \$10.95  
 Colors: White, Lt. Blue, Silver, Navy, Red  
 Royal-Blue, Maroon, Kelly-Green  
 Black, Yellow  
 Sizes: S, M, L, XL, XXL, XXXL.  
 \* XXXL Colors: White, Black, Royal-Blue  
 Kelly-Green, Red, Maroon, Yellow

**Item #6 Silk Screened T - Shirts**  
 100% Cotton



Price \$12.95  
 Colors: White, Lt. Blue, Silver, Navy, Red  
 Royal-Blue, Maroon, Kelly-Green  
 Black, Yellow  
 Sizes: S, M, L, XL, XXL, XXXL.  
 \* XXXL Colors: White, Black, Royal-Blue  
 Kelly-Green, Red, Maroon, Yellow

# PARK LAW ENFORCEMENT ASSOCIATION

## \* APPLICATION FOR MEMBERSHIP \*

NAME \_\_\_\_\_ INDIVIDUAL \_\_\_\_\_

TITLE \_\_\_\_\_ AGENCY \_\_\_\_\_

AGENCY/FIRM \_\_\_\_\_

ADDRESS (Street/POB) \_\_\_\_\_

CITY \_\_\_\_\_ STATE \_\_\_\_\_ ZIP \_\_\_\_\_

WORK PHONE \_\_\_\_\_ NEW MEMBERSHIP \_\_\_\_\_ OR RENEWAL \_\_\_\_\_

ANNUAL MEMBERSHIP DUES

CURRENT MEMBERSHIP NUMBER

_____ Individual	\$ 15.00
_____ Agency	\$ 50.00
_____ State Affiliate	\$150.00

\_\_\_\_\_

VISA AND MASTERCARD ACCEPTED \_\_\_\_\_

ACCOUNT NUMBER \_\_\_\_\_ VISA \_\_\_\_\_ MC \_\_\_\_\_

EXP. DATE \_\_\_\_\_

ACCOUNT NAME \_\_\_\_\_ SIGNATURE \_\_\_\_\_

MAKE CHECKS PAYABLE TO THE NATIONAL RECREATION AND PARK ASSOCIATION (NRPA)

PAT CARTRIGHT  
NATIONAL RECREATION AND PARK ASSOCIATION  
2775 SOUTH QUINCY STREET, Suite 300  
ARLINGTON, VA. 22206-2204  
800/626-6772

P.L.E.A. IS  
AFFILIATED WITH THE  
NATIONAL RECREATION  
AND PARK ASSOCIATION

### AGENCY MEMBERSHIPS

Recently requests were made of the P.L.E.A. Board of Directors to establish Agency Memberships. The stated reason for this move was to assist agencies in joining officially. Many agencies have little trouble paying for an "agency membership" but balk at paying individual memberships, even though these memberships are in strictly professional organizations. By designing a new membership category many agencies were able to join en mass. Because of the inequities in agency size across the nation, benefits had to be strictly managed in this category. Thus the following benefits are offered to Agency Members: (1) Full membership privileges to the agency as in individual memberships, and (2) Reduced rates for official P.L.E.A. Functions (Conferences, Educational Events, etc., for all agency employees without the need for each employee to join P.L.E.A. individually. Because of the cost of printing and distributing PLEA only one copy of PLEA would be sent to Agency Members. Though the Board of Directors authorized reprinting and distribution by these members. P.L.E.A. membership is decidedly inexpensive when compared to other professional organizations. The Agency Membership allows agencies to financially support P.L.E.A. and receive benefits from that membership.

### INDIVIDUAL MEMBERSHIPS

- (1) One vote per membership on official P.L.E.A. issues.
- (2) Four issues per year of PLEA: Journal of the Park Law Enforcement Association.
- (3) Membership I.D. Card.
- (4) P.L.E.A. Patch.
- (5) P.L.E.A. Window Decal.
- (6) Bi-Annual Park Law Enforcement Agency Directory.
- (7) Reduced Rate for P.L.E.A. Sponsored Conferences and Educational Events.
- (8) Access at a reduced rate (or free as available) of special P.L.E.A. sponsored publications.
- (9) Eligible for election to the Board of Directors and appointment to various committees.

### STATE AFFILIATES

State Affiliates are groups within states which have organized along the guidelines established by the P.L.E.A. Board of Directors. State Affiliate receive one seat on the Board of Directors automatically and take an intimate role in developing the future of P.L.E.A. There is a \$150.00 affiliation fee. If your state is not currently an affiliate contact the President of P.L.E.A. for details on how to start.



# NATIONAL RECREATION AND PARK ASSOCIATION

2775 South Quincy Street • Suite 300 • Arlington, Virginia 22206-2204

## MEMBERSHIP APPLICATION

CLP  CLT   
(Check if Applicable)

FORM OF ADDRESS (Mr., Mrs., Miss, Ms., Dr., Sen., etc.) \_\_\_\_\_

LAST NAME (If not enough space, spell out above address) \_\_\_\_\_ GIVEN NAMES AND INITIALS \_\_\_\_\_

OCCUPATIONAL TITLE OR POSITION (Abbreviate if necessary) \_\_\_\_\_

EMPLOYER OR ORGANIZATION (Abbreviate if necessary) \_\_\_\_\_

MAILING ADDRESS (Street or post office box) \_\_\_\_\_

CITY \_\_\_\_\_ STATE \_\_\_\_\_ ZIP (in the US) \_\_\_\_\_

FOREIGN COUNTRY (Abbreviate if necessary) \_\_\_\_\_

Home  Office  
PHONE (Check One)    AREA CODE    PREFIX    NUMBER

NEW MEMBER (Check One)     RENEWAL     STATE ASSOCIATION MEMBER

**RATES**  
Your dues support the many NRPA programs and services that are designed to expand the park, recreation and leisure movement. These include subscriptions to NRPA publications: Parks & Recreation magazine — \$15.00. Therapeutic Recreation Journal \$5.00. Your membership category determines which of these publications you receive.  
**NOTE: THESE RATES ARE NOT TO BE CONFUSED WITH SUBSCRIPTION RATES.**

**FOR NRPA USE ONLY:**  
KEY NO. \_\_\_\_\_  
JOIN \_\_\_\_\_  
EXP. \_\_\_\_\_

**ETHNICITY INFORMATION**  
(RESPONSE IS VOLUNTARY)  
American Indian  White  Male   
Asian  Hispanic  Female   
Black  Other   
This information will assist NRPA to develop a profile of our membership.

### Membership Category and Dues

Professional (Based on salary)

Annual Salary	Annual Dues
<input type="checkbox"/> 0-14,999	\$ 45.00
<input type="checkbox"/> 15,000 - 19,999	60.00
<input type="checkbox"/> 20,000 - 29,999	90.00
<input type="checkbox"/> 30,000 - 39,999	125.00
<input type="checkbox"/> 40,000 - 49,999	150.00
<input type="checkbox"/> 50,000 and over	210.00

- Retired Professional 40.00
- Student (NRSB is primary affiliation) 30.00
- Associate (Limited to those not employed in field) 45.00
- Commercial Firm 230.00
- Nonprofit Association 175.00

If your agency is an agency member of NRPA with a special package, you are eligible for reduced dues

- Professional\* 55.00
- Student\* 25.00

\*The following must be completed to use the reduced dues structure.

Organization Name \_\_\_\_\_

Membership Number \_\_\_\_\_

For information on special package, contact Membership Dept. NRPA

- Friends of Parks and Recreation (Annual Fee) 15.00  
(Includes Friends of Parks and Recreation Newsmagazine only)
- Also available on a subscription basis 15.00
- Friend 35.00
- Friend/Contributor 50.00
- Friend/Supporting 100.00
- Friend/Benefactor 250.00
- Friend/Patron 500.00
- Friend/Fellow 1,000

(All friend categories limited to those not employed in the field)

### Send Information On:

- \_\_\_\_\_ NRPA Insurance Programs
- \_\_\_\_\_ NRPA Certification Program
- \_\_\_\_\_ Latest Publication Catalog
- \_\_\_\_\_ State Society Membership
- \_\_\_\_\_ NRPA Credit Card Program
- \_\_\_\_\_ NRPA Memberloan Program
- \_\_\_\_\_ Ethnic Minority Society
- \_\_\_\_\_ European Recreation Society
- \_\_\_\_\_ Park Law Enforcement Association

### Check One Branch or Section of Choice

(One branch or section is included with membership. If you desire affiliation in more than one branch or section, number in order of preference and add \$10 under Optional Fees for each additional branch or section.)

- \_\_\_\_\_ American Park and Recreation Society (APRS)
- \_\_\_\_\_ Armed Forces Recreation Society (AFRS)
- \_\_\_\_\_ Citizen and/or Board Member (CBM)
- \_\_\_\_\_ Commercial Recreation and Tourism Section (CRTS)
- \_\_\_\_\_ Leisure and Aging Section (LAS)
- \_\_\_\_\_ National Aquatic Section (NAS)
- \_\_\_\_\_ National Society for Park Resources (NSPR)
- \_\_\_\_\_ National Recreation Student Branch (NRSB)  
(This branch is automatically the primary affiliation of NRPA student members. To be included in any other branch, student must pay for additional branch.)
- \_\_\_\_\_ National Therapeutic Recreation Society (NTRS)  
(Therapeutic Recreation Journal Included in Professional Membership Services.)
- \_\_\_\_\_ Society of Park and Recreation Educators (SPRE)
- \_\_\_\_\_ Friend of NRPA

### Optional Fees

Must hold membership to purchase:

- National Job Bulletin (\$30.00) \_\_\_\_\_
- PIN (\$18.00) \_\_\_\_\_
- Recreation . . . Access in the 90's (\$25.00) \_\_\_\_\_
- Journal of Leisure Research \_\_\_\_\_
- \$25 — Domestic \_\_\_\_\_
- \$20 — (SPRE Member) \_\_\_\_\_
- \$28 — Foreign \_\_\_\_\_
- Recreation and Parks Law Reporter (\$50.00) \_\_\_\_\_
- Membership Certificate (\$7.50) \_\_\_\_\_
- Professional members only \_\_\_\_\_
- Print name as to appear \_\_\_\_\_
- Membership Laminated Walnut Plaque \_\_\_\_\_
- Professional members only (\$35.00) \_\_\_\_\_
- Print name as to appear \_\_\_\_\_
- Additional Branches (\$10.00) \_\_\_\_\_

### Form of Payment

Overseas Postage

If mailing address is outside U.S. ADD \$6 \$ \_\_\_\_\_

Total payment enclosed (Do not send cash) \$ \_\_\_\_\_

Check # \_\_\_\_\_

Enclosed is my tax deductible contribution of \$ \_\_\_\_\_

Bill to:

Visa Number \_\_\_\_\_

Expires Mo. \_\_\_\_\_ Year \_\_\_\_\_

MasterCard No. \_\_\_\_\_

Expires Mo. \_\_\_\_\_ Year \_\_\_\_\_

**TO ACTIVATE MEMBERSHIP BY PHONE WHEN USING VISA OR MASTERCARD  
CALL TOLL FREE 1-800-626-NRPA**

Signature \_\_\_\_\_

Date \_\_\_\_\_

**PARK LAW ENFORCEMENT ASSOCIATION**  
**AN AFFILIATE OF THE**  
**NATIONAL RECREATION AND PARK ASSOCIATION**  
2775 South Quincey St., Suite 300  
Arlington, VA 22206-2204

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**ADDRESS CORRECTION REQUESTED**

