

RANGER

The Journal of the Association of National Park Rangers

Vol. X, No. 4

Fall 1994



Ecosystem Management

Letters

Editor:

A special thanks, along with this renewal of ANPR memberships, to all who work so hard on behalf of rangers in the field — even the seasonals. Two weeks ago the seasonals of Glacier Bay moved into brand new housing and we're still pinching ourselves. I know that lobbying by ANPR was crucial to the housing initiative and we are seeing direct benefits here in "the bush."

*Ellen Eberhards
Glacier Bay*

Editor:

I read with great interest ANPR President Rick Gale's letter to Secretary Babbitt regarding growing field concerns about FTE constraints (*Ranger*, Summer 1994).

As a 15-year NPS employee, I was disappointed with Gale's statement that many central office employees do not possess the skills necessary for field operations. This is a generalized statement that is counterproductive to the streamlining goals of the NPS. I'd like to remind Gale that many of the central office employees came from parks and they and others have the necessary skills.

I believe that the mass movement of central office personnel into the parks that Gale refers to must be the incorporation of the Heritage Conservation and Recreation Service (HCRS) into the NPS in the early 1980s. This mass movement was not just into the parks but throughout the System. The current downsizing goals and objectives do not involve the mass movement of other agency personnel into the NPS. Current NPS downsizing will most likely be met through attrition with some reassignments to parks.

Gale's letter also implies that the parks have no control over who they hire. Through Operation Opportunity, central office personnel interested in park positions must submit a current SF-171 to the park selecting official. It is up to this official to determine if those applying have the necessary skills. I know of no one who has been offered a job who didn't have the necessary skills.

Please remember that we are all NPS employees with the same mission, goals and objectives. "Streamlining" the NPS means "downsizing" some functions.

Please let's work together to help accomplish this enormous task.

*David Kenney
Natural Resource Spec., Denver Srv. Ctr.*

Editor:

I have one thing to say to Steve Clark in response to his article, "Urban Parks: Let's Work Out the Problems" (*Ranger*, Summer 1994). Mr. Clark, get a life.

It is obvious from his article that Clark has never been to the downtown district of Boston National Historical Park. If he had ever bothered to interview some of our seasonal interpretation rangers, he would have found out they aren't busy trying to figure out a way to relocate to another area. Our seasonals are trying to figure out a way to become permanent in, believe it or not, downtown Boston.

As you know, this is not an easy task. The Park Service has not developed an easy way for seasonals to compete for permanent jobs. But when they do, the interpretation division in downtown Boston will be ready to apply for the much coveted positions of permanent park ranger in downtown historical Boston.

Clark's article is misleading. He writes as though he has his fingers on the pulse of the heartbeat of all urban park rangers. He does not.

We here in Boston are very aware of our mission. We are also very aware of the fine work that we do. No one views their jobs as cruel twists of fate. Clark's one-time shot in the field of journalism was a failed effort. He forgot to get all of the facts. Tell him to get his head out of the sand before the truth kicks his butt.

*Bambi L. Sears
Park Ranger, Interpretation, Boston NHP*

Editor:

In response to Steve Clark's article in your summer issue, I find it unfortunate that Clark has only met park rangers working in urban areas who are dissatisfied with their work and "can't wait to get the hell out." In my 11 years of urban NPS experience, I have been privileged to know and work with park rangers committed to both working and living in an urban environment.

In Clark's article he expresses broad concerns about the quality of supervision and management within the National Park Service and how that may affect new park rangers coming into the NPS. He supports

(continued on page 34)



Board of Directors

Officers

- President Rick Gale, NIFC
- VP/Representation & Communication Jeff Karraker, CAVO
- VP/Special Concerns Bill Wade, SHEN
- VP/Professional Issues Ken Mabery, ELMA
- Secretary/Treasurer Patti McAlpine, FRLA
- Past President Maureen Finnerty, OLYM

Regional Reps

- North Atlantic Sherry Justus, EDIS
- Mid-Atlantic Barry Sullivan, DEWA
- National Capital Gary Pollock, GWMP
- Southeast Darlene Koontz, FLETC
- Midwest Bruce McKeeman, VOYA
- Rocky Mountain Dan Moses, DINO
- Southwest Tony Chetwin, SWRO
- West Meg Weesner, SAGU
- Pacific Northwest Barb Maynes, OLYM
- Alaska Rick Mossman, WRST

Committees

- Budget and Finance Patti Dienna, MARO
- Career Futures Ken Mabery, ELMA
- Dual Careers Sheila Cooke-Kayser, BOST and Rick Jones
- Employee Develop. Gary Warshefski, FOST
- Housing Rick Smith, SWRO and Tom Cherry, FLETC
- International Barbara Goodman, DESO
- Mentoring Hal Grovert, DEWA
- Nominations Tony Sisto, PNRO
- Promotional Items Tessy Shirakawa, ARO
- Rendezvous Bill Wade, SHEN
- Retirement Frank Betts
- Seasonal Interest Wendy Lauritzen, NWA
- System Integrity Vaughn Baker, SHEN
- 20-Year Retirement Mark Harvey, YOSE
- Women's Caucus Marie Rust, MARO
- Elaine D'Amico-Hall, EVER

Staff

- Business Manager Debbie Gorman, SARA

Ranger

- Editor Teresa Ford
- Editorial Adviser Bill Halainen, DEWA
- Advertising Jon Anglin, ELMA

Sections

- Rendezvous Sarah Craighead, MEVE
- In Print Rick Mossman, WRST
- Seas. Surveys (vacant)

Professional Ranger

- Interpretation Barb Maynes, OLYM
- Deanne Adams, PNRO
- Emergency Serv. Bill Pierce, KATM
- Protection Steve Clark, CODA
- Resource Mgt. Bob Krumenaker, SWRO

RANGER

The Journal of the Association of National Park Rangers

Vol. X, No. 4 Fall 1994

Ranger (ISSN 1074-0678) is a publication of the Association of National Park Rangers, an organization created to communicate for, about and with park rangers; to promote and enhance the park ranger profession and its spirit; to support management and the perpetuation of the National Park Service and the National Park System, and to provide a forum for social enrichment.

In so meeting these purposes, the Association provides education and other training to develop and/or improve the knowledge and skills of park rangers and those interested in the profession; provides a forum for discussion of common concerns of park rangers, and provides information to the public.

The membership of ANPR is comprised of individuals who are entrusted with and committed to the care, study, explanation and/or protection of those natural, cultural and recreational resources included in the National Park System, and persons who support these efforts.

Submissions

Prospective authors should contact the editor or editorial adviser before submitting articles. Editor, Teresa Ford, 26 S. Mt. Vernon Club Road, Golden, CO 80401, (303) 526-1380. Editorial adviser, Bill Halainen, (717) 588-2430.

Deadlines

Winter issue Nov. 15

Spring issue Feb. 1

Submit copy to editor on computer diskette in WordPerfect 5.1 or Microsoft Word format.

Change of Address

If you are moving, please send a change of address card to Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831.

Advertising

Rates and specifications are available for advertising in *Ranger*. Interested parties should contact Jon Anglin, P.O. Box 401, Grants, NM 87020.

Table of Contents

Features

Ecosystem Management	4
ONPS Funding	10
Urban Parks	16
VRAP	18
Response Driving	20
Critical Incident Stress	23
Professional Ranger	24
ANPR Reports	26
Rendezvous XVIII	31
All in the Family	32

Cover: Hall of Mosses Nature Trail in the Hoh River Valley, Olympic National Park. NPS photo. See page 4.

President's Message

If I gave you a start by seeing my name in the President's corner, don't worry. Rick Gale is engaged as deputy incident commander for OPOPS in Washington and asked me to fill in this time.

If you haven't read the president's message in recent issues of *Ranger*, you might want to look at the gist of the messages. ANPR is entering a pivotal time. With the current tumult in the National Park Service, there is bound to be fallout which will affect the organization.

In addition, ANPR is facing a presidential election and a substantial change in the makeup of the board of directors. We are seeing broader involvement of members and an expansion of committees. As an organization, we need to stay with the momentum. Year after year we leave Ranger Rendezvous all fired up, only to see some projects languish for a year. In the real world we all have jobs and responsibilities that fill many hours.

In the recent past, ANPR adopted an incident command structure and it served us for the immediate short term. Now it is time to organize ANPR more tightly with a view to the future. How do we do that? As you will read elsewhere in *Ranger*, several actions are taking place. Efficiency in our internal operations is a must.

One of the issues to be addressed is the direction and purpose of ANPR. It calls for more than a loose organization of park rangers. To foster and influence major issues facing the NPS and employees, we must be a professional organization.

To do this we should embrace all disciplines within the Service to take advantage of our best and brightest. If we are dealing with resource, administration, protection, interpretation or maintenance agendas, why not take advantage of our best and brightest in these fields?

We have many members capable of carrying our message to Washington, while others concentrate on evolving issues. We have and will continue to work on items that affect us all.

ANPR must involve itself in fund raising. We can't function on raffles and dues. An executive director is necessary to help further our objectives. We need to focus our actions in terms of furthering the mission, the Service and its employees, joining with other conservation or professional organizations, if necessary.

If we need to take on the National Park Service, so be it. We should maintain the distance to be able to do that.

We must work on continuity and preparation of new leaders. Deputies or co-leaders should be chosen to create a succession and train others for leadership.

For years, volunteer positions have been held by the same dedicated group of individuals. Recently, volunteerism is at a new high for the organization. It is time to give others a chance to carry the torch.

We need many more GS-5s and 7s working in tandem with some of the dinosaurs to add representation and new approaches. Members need to know what it takes to run the organization.

If this seems to be a tall order, how will it be accomplished? Committees are being examined and broken into more manageable areas under the appropriate vice president. Communications and response must get better. Park, regional and central office reps could help with this. Electronic mail is in our future. An editorial board will be formed to ensure the information in the best format. We want members to be able to express themselves and tell it like it is. Nomination and election procedures are being . . . I wanted to say streamlined, but I just can't use that term anymore.

We will have a data base for mentoring. A membership committee will help new members find their niche. We will work on administrative careers. Resource and Service issues committees will take the offensive. There will be something for anyone who wants to be involved.

If you don't see it, start it. Don't wait — call now.

With the cadre of legislatively trained members, a new president can focus on getting our shop in order. We need to be futurists ready for the challenges that lie ahead, but we need to be a "whole" organization embracing the values and service that have brought us to this point.

The Rendezvous in Durango may be one of the most dynamic in recent years as we define our new directions. Be a part of it. Share a room or a tent, but be there to add your ideas and talents.

If there is a time to participate and get the most out of your membership, it is this October. □

Jeff Karakeh

Ecosystem Management: But Is It Science?

By Tony Sisto

Pacific Northwest Regional Office

"What we brought to town was this concept of ecosystem management, which says you can no longer look at forty acres at a time. You've got to look at the whole system, because everything relates to everything else. The fences are artificial." — (Bruce Babbitt, "The Oregonian," Portland, Ore., July 14, 1994.)

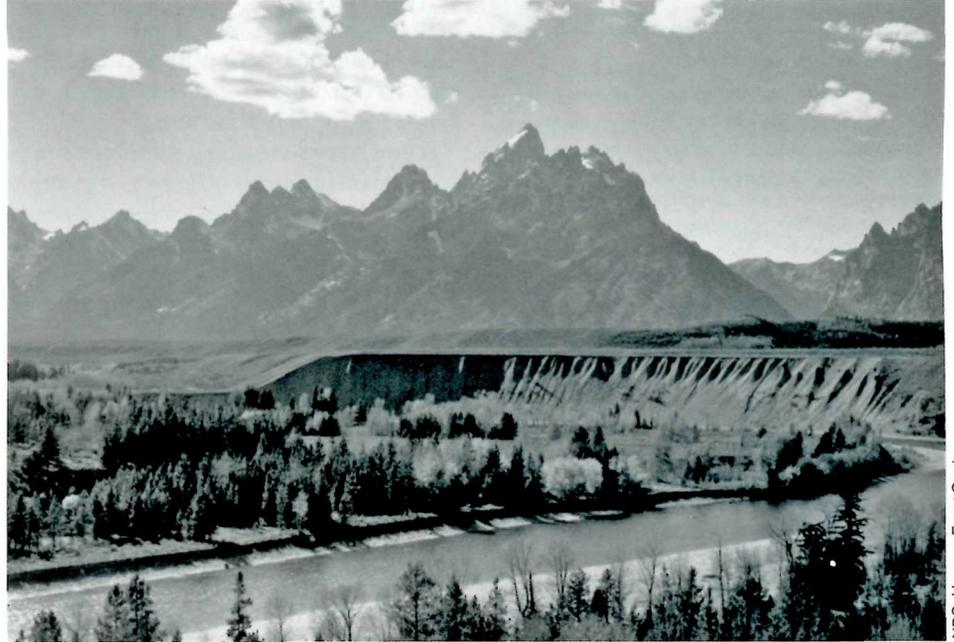
"The ecosystem management debate is really a complex, competitive, conflictual social process about whose values will dominate, it is not about science." — (Tim Clark, as reported by R. Edward Grumbine, March 1994.)

The U.S. Forest Service surrounds me in my office in Portland, Ore., and although the only tree remotely in my field of vision is a shy dogwood growing out of some cracked pavement across the street, I am absorbed daily with the talk of trees.

Doug fir, old growth, late successional, probable sale quantity. Contrast this with a writer 100 miles or so to the east-northeast, who begins his recent article: "Deep in a mixed conifer forest on the east side of the Washington Cascades..." (Grumbine, 27).

I will trade him his location, and his first sentence, any day. Yet, along both sides of the Cascades, and in several states, scientists and managers, and a host of others, are engaged in a similar pursuit, a similar quest—that quest being "ecosystem management." In Portland it is a unique blend of pure science and "eco-bureaucracy." I mean this in the good sense, that of professional managers trying to come together to implement a proposed solution to an identified problem.

Take my office, for instance. I sit, not deep in a conifer forest, but catty-corner and below the Region 6 Forest Service director's office. John Lowe is the Forest Service regional director with the "fortunate" distinction of running the region that is smack dab in the middle of, and surrounding some of the habitat of, the threatened northern spotted owl. From his office on the sixth floor, he has a rather commanding view of Mt. Hood and the Willamette River. Trees, or at least the promise of trees, are a big part of his view.



Grand Teton National Park is within the greater Yellowstone ecosystem.

From my office, as I mentioned, I can just catch a glimpse of the dogwood. The rest is concrete. What else?

The office I adjoin is occupied by an Environmental Protection Agency (EPA) person who used to work for the NPS, but who several years ago quit and wound up traveling the world for EPA on endangered species issues. Still misses us, he claims, and has kept his uniform clean.

Moving on down the hall is a biologist from our sister agency, the Fish and Wildlife Service (FWS), representing his agency's critical role in this effort; a forester from the Bureau of Land Management (BLM) who is new on the staff but represents a key agency here; a career manager from the Forest Service (FS) whose previous role was as the FS state interagency liaison for Oregon; another forester from the Bureau of Indian Affairs (BIA), who, like several in the office, is here temporarily and struggling to handle several different responsibilities; a fisheries biologist from the National Marine Fishery Service (NMFS, pronounced "Nimfs") who has become "Mr. Watershed Analysis" for his work in this area; a bearded scientist from the Pacific Northwest Research Station, FS, in charge of research and monitoring; and me, a park ranger representing the NPS on this inter-agency team.

Heading this all up is an acting executive director, currently from the BLM, who gets the one free parking spot in the basement, but who, from what I've found, fully earns it.

Together, with a communications specialist on detail from the FS, and with some competent administrative support, we are the Regional Ecosystem Office (REO), responsible for facilitating the implementation of President Clinton's "Forest Plan for a Sustainable Economy and a Sustainable Environment" in the Pacific Northwest within the range of the northern spotted owl. Who the hell are we, and what, by the way, is "ecosystem management?"

"Echo" Systems

Across the country in the past very few years, the term "ecosystem" has been thrown off either casually or with a passionate intensity to a staggering degree. When one management system or project sprouts up spewing "ecosystem" wordspeak, five more match it.

For example: Currently, the National Park Service (NPS) is actively involved to varying degrees in at least five ecosystem-type management schemes.

► **South Florida:** A Science Subcommittee of the South Florida Ecosystem Restoration Task Force, under the lead of the

new National Biological Survey, is working cooperatively with NPS, FWS and USGS on watershed and land use management issues for mainland south Florida, and the Florida Keys and Florida Bay ecosystems.

► **Anacostia:** In the Washington, D.C., area, the Anacostia River, which flows into the Potomac River near downtown D.C., is made up of several NPS units. Ecosystem management goals for the watershed include restoring swamp forests and wetlands, looking at fish passage, storm water management, control of exotic species, and other ecosystem tasks, working in cooperation with FWS, NMS, NPS, and USGS.

► **Appalachia:** NPS has been involved in a region wide cooperative management project through the Man in the Biosphere program.

► **Prince William Sound, Alaska:** Information and data are being cooperatively gathered under the NBS auspices to supplement the duties of the Exxon Valdez Trustee Council, in the wake of the Exxon Valdez oil spill.

► **Pacific Northwest Forests:** As mentioned above, NPS along with six other agencies are involved in implementing a forestry management future for the timber lands of the Pacific Northwest.

In addition, the White House has established a federal "Interagency Ecosystem Management Task Force," which is to implement the ecosystem recommendations of Vice President Gore's National Performance Review. In support of this initiative, the Department of the Interior has established survey teams to do field surveys of on-going ecosystem initiatives, focusing on process and successes.

And, that's just the beginning. If you followed the summer-long daily cc:Mail intrigue involving the NPS reorganization, an ecosystem approach was used in all three proposals, although only one of the proposals, from the Pacific Northwest Regional Office, actually recommended realigning the NPS around physical ecosystem boundaries.

In addition, a task force has recently been organized under the auspices of the Vail Agenda to research the applicability of ecosystem management for the NPS.

Meanwhile, down the hall from NPS Director Roger Kennedy, the FWS is completing its management reorganization

around ecosystem based management; while across Constitution Gardens and the Reflecting Pond, headquartered in the Old Auditor's Building, Washington, D.C., the FS is being asked to recognize, through its Pacific Northwest Research Station, that they "must develop strategies for land management that meet ever changing public desires and needs while maintaining the sustainability of ecosystems." (Jensen & Everett, 8).

Any proposal or project, it seems, may be able to get a kick start, whether for money or other support, by echoing the word "ecosystem" or "ecosystem management." And yet, ecosystems and ecosystem-based management have a true and relevant meaning in history.

For example, one scientist in the FS may reflect his agencies beliefs in writing that "ecosystem management reaffirms the intent of the MUSYA [Multiple-Use Sustained Yield Act of 1960] by the Forest Service," with the focus being on sustainability. (Jensen & Everett, 8).

At the same time, the NPS may believe it has in the past managed parks on a least a tacit ecosystem basis, within a politically defined boundary, by letting nature mostly control herself, with only a few episodes of trapping, shooting, lumbering and other heavy-handed human manipulation intruding. We may believe that we have at least foggily understood the concept of species interdependency, and how tugging on one strand would at least make the others quiver, if not break (remember "the web of life"?). Can both a sustained yield and preservation policy each be ecosystem management?

Ecosystem in History

Ecosystems themselves were truly born of nature, but have only recently become open to such various interpretations by the human species. Grumbine sees ecosystem management as "a response to today's deepening bio-diversity crisis." (Grumbine, 28).

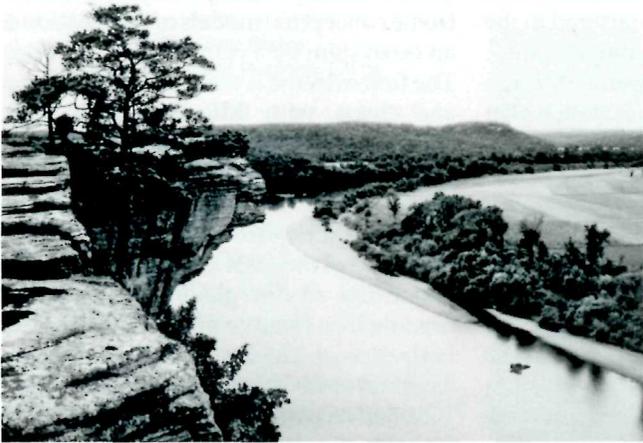
Edward Wilson in his popular 1992 book, "The Diversity of Life," contrasts two extreme conceptual models of the creation of an ecosystem by a community of species. The first extreme is the one of pure chance and chaos, with little interdependency between species. One dies, another dies, with little consequence on its neighbor. Consequently, ecosystems evolve by chance, and bio-diversity is random. The other end of the scale is a tight community that exists as one giant interdependent organism — remove one species, and the body dies; or, identify one species and you can then easily name the others (Wilson, 163). Between the extremes, of course, there must be some truths.

Much of the initial work with an ecosystem perspective was formulated by people who have an important role in NPS resource management history, even though some were foresters like Aldo Leopold ("A Sand County Almanac," 1949). More directly tied to the parks, Grumbine also points out the importance of the work of



Round Lake in the Seven Lakes Basin of Olympic National Park.

NPS, Harpers Ferry Center



NPS, Harpers Ferry Center

The Ozark National Forest ecosystem involves many aspects, including watersheds, natural areas and human uses such as agriculture. Pictured is a view up the White River.

biologists George Wright and Ben Thomson in their 1935 "Fauna of the National Parks of the U.S."; and he recognizes that biologists Frank and John Craighead "are generally credited with focusing current attention on ecosystem management" through their 12 years of grizzly bear research in Yellowstone, and their recognition that Yellowstone boundaries were too small to meet the bears' needs (Grumbine, 28). In fact, the Craighead study set a basic condition of a definitive ecosystem, that being that "the area must provide the primary habitat necessary to sustain the largest carnivore in a region." (Grumbine, 28).

This theory was also echoed by William D. Newmark of the School of Natural Resources, University of Michigan. In an article in "Biological Conservation" in 1985, Newmark wrote that "[p]ractically, the biotic boundaries are defined by the entire watershed of a park, and the area necessary to maintain a minimum viable population for the terrestrial non-volant species with the largest home range found within the current legal boundaries." (Newmark, 198). Not surprisingly, he found that seven of the eight parks he studied "had biotic boundaries far larger than the current legal boundaries," including Grand Teton, Yellowstone, Grand Canyon, Olympic, Sequoia-Kings Canyon, Yosemite and Rocky Mountain (Newmark, 203).

Agee and Johnson too, in 1988, recognized that "politically defined boundaries frequently do not contain all the ingredients . . . necessary to solve management

issues." (Agee, 8)

And, of course, NPS has relied largely for the past 30 years for wildlife and habitat management on the results of the so-named "Leopold Report" by a task force under the direction of A. Starker Leopold. In pursuing the now well-known prescription of his report of restoring to park areas "a vignette of primitive America," we realized that whole system active resource management was possible (Leopold, 1963).

People have also recently been recognized as having effects on ecosystems that can't be ignored, and that the management of them (ecosystems, not people) must be with a goal of achieving "socially desirable conditions." (Agee/Johnson, 7).

Finally, to help answer (or perhaps cloud) my earlier question, "What is ecosystem management?", I ran across several definitions of an ecosystem and ecosystem management:

► "An ecosystem is any part of the universe chosen as an area of interest, with the line around that area being the ecosystem boundary and anything crossing the line being input or output . . . Ecosystem management involves regulating internal ecosystem structure and function, plus inputs and outputs, to achieve socially desirable conditions." ("Ecosystem Management Workshop"; NPS and FS, University of Washington College of Forest Resources, April 1987; as quoted in Agee and Johnson, 4, 7).

► An ecosystem is "a unit comprising interacting organisms considered together with their environment." Ecosystem management is "a strategy or plan to manage ecosystems to provide for all associated organisms, as opposed to a strategy or plan for managing individual species." (Forest Ecosystem Management Assessment Team — FEMAT report).

► "Ecosystem management integrates scientific knowledge of ecological relationships within a complex sociopolitical

and values framework toward the general goal of protecting native ecosystem integrity over the long term." (Grumbine, 31).

And, last:

► "An ecosystem is an interconnected community of living things, including humans, and the physical environment with which they interact. Ecosystem management is a goal-driven approach to restoring and/or sustaining healthy ecosystems and their functions and values. It is based on a collaboratively developed vision of desired future ecosystem conditions that integrated ecological, economic and social factors affecting a management unit defined by ecological, not political, boundaries." (Department of the Interior, Draft).

Is It Science?

Interior Secretary Bruce Babbitt's first attempt at placing ecosystem management as the new policy centerpiece was in his creation of the National Biological Survey, partly in an attempt to prevent "national train wrecks" by not focusing so intently on individual species but on broader systems. (Grumbine, 27).

In later speeches, Babbitt gave specific examples: "At Yellowstone, massive herds of elk and buffalo (and soon, perhaps, the gray wolf) do not acknowledge the straight lines on a map; those animals inherited an entire ecosystem, and park staff must work closely with resource managers from other state and federal agencies to protect their migration range . . .

"Increasingly, we learn that we cannot draw lines on a map and believe that we have achieved real resource protection. We must instead study the watersheds, fault lines, vegetation succession, predator-prey relations, and other ecological and geological elements to understand the world around us." (Babbitt, speech at Independence National Historic Site, May 23, 1994).

This sounds like a scientific approach. Indeed, much of ecosystem management revolves around watersheds and species interrelationships, in that you need healthy terrestrial systems upslope and upstream to facilitate healthy watersheds. Like the landscape approach often necessary in terrestrial threatened and endangered species protection and recovery plans, watershed management for anadromous fish species requires looking at long stretches

of watercourses and their watersheds. To adequately protect spawning beds, or to ensure sound water quality, you need to have more than just a river management program.

Upslopes must also be protected. However, you can sometimes protect erosion and watershed quality while not significantly affecting or addressing plateau species and habitat problems, just as plateau system management may lend little to stream and watershed quality in the short term.

Babbitt may have recognized this, and pulled both terrestrial and watershed management together in the Everglades example:

"Everglades lies on the edge of an ecosystem literally on the brink of extinction. Exotic plant species, encouraged by nutrient-rich agricultural run-off, have crowded out watershed areas. The hydrologic connection that sustains the Everglades system has been severed by agricultural developments. The steady sheet flows of water heading south from Lake Okeechobee that once supplied the Everglades with its fresh lifeforce are now diverted to other uses." (Babbitt, *ibid.*)

It seems clear, from these examples and others, that ecosystems as a concept is clearly science, and management must involve a scientific approach. But the management of such ecosystems is still in the infancy of policy development, I believe, and has not yet truly focused on science as a basis for management decisions. We haven't yet been able to successfully overcome the obstacles to true ecosystem management, although we have done a fairly good job at identifying what these obstacles are.

Obstacles to Ecosystem Management

Babbitt has himself recognized some of these obstacles. Regarding the Everglades, in his speech quoted above, he realized that "the park's fate lies not in the hands of its rangers, but in the hands of government officials and private landowners throughout the region." (Babbitt, *ibid.*)

This will not be easy and, indeed, is one of the prime obstacles, both from my readings and from personal experience. As Grumbine recognized, "management through dialogue and cooperation at local and regional levels will be quite different

from management imposed bureaucratically." (Grumbine, 33).

In addition, scientists and managers will also need to closely collaborate, each trusting the other. This will require work, in that the philosophies of each are often different, the former having a "technical" approach and the latter having an "ecological" approach to comprehensive environmental planning (Petak, 287). Although speaking of planning approaches in broad urban initiatives, Petak's interpretation fits just as well in showing similar differences in philosophies between "science" and "management."

Where *science* ("traditional engineering and planning," Petak's term) tries to answer the question of "Can we do it?" — by being problem solving, tactical, task oriented, objective, and quantitative — *management* ("comprehensive environmental planning," Petak's term) tries to answer the question of "Should we do it?" — by being, respectively, predictive, strategic, system oriented, subjective and qualitative. (Petak, 288).

Or, another way, *science* begins with deductive logic that "forecast[s] using trends based upon past and present data," versus *management* that begins using inductive logic that "start[s] with desirable alternative futures and work[s] backward toward present decisions." (Petak, 289).

(This obstacle was similarly recognized much earlier by the founder of the Forest Service, Gifford Pinchot, writing about "the research men and the practical men" in turn-of-the-century forestry, where research men worked for the forest supervisor. "Their [research] presence was often resented on the ground . . . because of their persistent and sometimes unreasonable habit of asking embarrassing professional questions." (Pinchot, 308).

Anyhow, this intra-agency "trust" is one of the important keys to effective management. There are others, too. And Grumbine does an admirable job of outlining some of them, not in the context of problems, but as "dominant themes" in ecosystem management. He has 10, all of which I won't repeat, but several lend directly to the obstacles. For instance:

► **Hierarchical context:** When working on a problem at any one level or scale, managers must seek the connections between all levels.

► **Ecological boundaries:** Management requires working across administrative/

political boundaries.

► **Monitoring:** Managers must track the results of their actions to evaluate success or failure.

► **Adaptive Management:** Management must be a learning process, that incorporates the results of previous actions.

► **Interagency Cooperation:** Managers must learn to work together and integrate conflicting legal mandates and management goals.

► **Organizational Change:** Ecosystem management requires changes in the structure of land management agencies.

► **Humans Embedded in Nature and Human Values:** People cannot be separated from nature, and their values must play a dominant role. (Grumbine, 31).

Not to belabor a point, but John Varley, chief of research at Yellowstone, also recognizes similar impediments, beyond interagency philosophical hand wringing, to true interagency, inter-stakeholder management of large land and watershed systems, and identifies what he sees as five key impediments:

► Lack of common public policy and management requirements among agencies — there needs to be a common public policy;

► Legal and administrative complexity of coordinating management among various political entities;

► "Internal threats" under an open visitor entry and multiple use policies of agencies;

► External threats from private lands and how to "manage" these; and

► Technical capabilities, or funding, are often behind problem identification. (Varley, p. 220).

Regional Ecosystem Office and the President's Forest Plan

All of the above can be obstacles, but are just as much the keys to successful ecosystem management. Working in the interagency Regional Ecosystem Office, representing the NPS as one of seven federal agencies in an important but less than key stakeholder role, I have been able to see some of the true obstacles that can exist.

A prime deterrent can be the different agency value systems that eventually arise, not specifically with our group, which functions more as a staff support level than decision making, but in the overall

implementation of a tri-state controversial ecosystem plan with numerous and important stakeholders.

The Regional Ecosystem Office, along with an interagency federal executive group made up of the regional directors of the federal agencies, have recognized and are addressing some of the obstacles mentioned above.

Specific to Varley's concerns, the Forest Plan is the first coordinated "mature" national plan that has begun to address these problems. First, there has now been articulated a common national policy by the White House on the man-

agement of forest health within an identifiable area (the range of the northern spotted owl).

Second, the implementation of the Forest Plan early-on confronted, and has been painfully overcoming, the legal complexities of cooperatively managing beyond federal lands and interests through the necessity of complying with the Federal Advisory Committees Act, which any future federal/non-federal management collaboration will have to deal with.

Third, all federal land managing agencies now have a basis, at least in the Pacific Northwest, to look at internal threats from a broader perspective through the use of watershed management principles, within an integrated watershed analysis process (Record of Decision, B-9).

Fourth, the importance of working with non-federal entities is a key point of the Forest Plan, and hopefully will be successful through partnerships and adaptive management processes.

Finally, there has been extra money appropriated to make the plan functional, although technical applications may often be trial and error, as specifically encouraged in the Forest Plan through an adaptive management process. (Record of Decision, C-21).

While we are dealing with a region with diverse attributes, resources and economic strengths beyond just extractive timber harvest derived from its forests, it is also an area whose "ancient forest has been the federal government's timber cash cow. Within Region 6 [of the U.S. Forest Service], the 627,000-acre Olympic National Forest wrapped around Olympic National

Park is . . . one of the most heavily harvested." (Dietrich, 169).

If the Forest Plan can effectively change the status quo for the eventual benefit of the public, agencies and resources, it will mean that many of these obstacles have been successfully turned into successes.

"One of the biggest problems of ecosystem management arises from the lack of trust, poor communications, power differentials between stakeholders, turf protection and lack of public involvement after decisions are made."

Conclusion

From my particular experience, I believe that the basis of ecosystem management can be summarized into at least three specific actions that must take place. They all involve science to varying degrees, but they also must take into account the "desired conditions" as expressed by the public. These are:

► **Adaptive Management.** As stated in the FEMAT report for the President's Forest Plan, "adaptive management is a continuing process of planning, monitoring, researching, evaluating, and adjusting management approaches." (FEMAT, II-86). While an adaptive management process must contain all of these elements, a key for federal agencies is that of continual monitoring. As Grumbine states, management must be a "learning process" that "incorporates results of previous actions." (Grumbine, 31). Management can't grow without changing, and it can't change without a sound monitoring process and funding support that shows the weaknesses/errors in earlier actions. Since "ecosystems generally are too complex to manage as unified wholes," we need to look at managing the separate components of a whole system, rather than as a component in and of itself. (Agee, 12).

► **Trust.** Both inter- and intra-agency, and of the political process. One of the biggest problems of ecosystem management arises from the "lack of trust, poor communications, power differentials between stakeholders, turf protection and lack of public involvement after decisions are made." (Grumbine, 34).

Park superintendents have for awhile been able to sit down with local planning councils and help to hammer out some agreement between different economic and political players and interests to influence the development to some degree of golf courses, condominiums or other projects adjacent to or near park boundaries.

Take, for instance, Saguaro or Santa Monica, both parks having a management history of intense negotiations on beyond-boundary issues.

It is different, however, for a park superintendent and forest supervisor to discuss a planned timber

sale, upon whose income the forest depends for management, and discuss locations of a sale and options based on broad biotic and watershed health, and not just scenic values.

Before we will move anywhere with ecosystem management, the agencies, backed up by sound policy, will have to continue at the local level to meet and have true professional discourse on important and common interests and goals.

► **Public Acceptance.** Finally, there must be a high level of public acceptance of such broad, interagency and inter-stakeholder management schemes that is reflected in public policy. In one sense, perhaps, the draft "Vision Document" of the Greater Yellowstone Coordinating Committee (1990) didn't succeed partly because of a lack of, or perception of a lack of, public acceptance. It was taken over by the political debate before having found its political support and grounding at both a local and a higher policy level. "Planning must allow the decision maker to establish which risks and costs the public is prepared to assume in exchange for which benefits." (Petak, 291). In the Yellowstone example, among the various policy and political options and pressures of the time, there was obviously a lack of comfort in accepting the plan, both at a political and public acceptance level.

There must be a continuing high importance placed on interagency cooperation, trust and policy support. More than scientific knowledge is necessary "to reframe successfully complex policy problems." (Grumbine, 32). But it must be in context with the broader goal of managing an

ecosystem by sound scientific principles. As Agee writes, "Interagency coordination is often a key element of successful ecosystem management, but is not an end in itself. Success in ecosystem management is ultimately measured by the goals achieved, not by the amount of coordination." (Agee, 7).

It seems to me that we are, in a broad sense, still at the first part of this quote, that is we are extremely talkative and even excited about what may be a new era of "interagency coordination," including other than federal players, but we have only just begun moving past this as a key element into truly defining workable interagency or interplayer goals.

The desired futures for a scientific-based ecosystem model, in which watersheds and park and wilderness preservation are as much of the picture as public timber management, grazing and private lands will often require a less defined and definitive goal, with unclear processes and much uncertainty.

It will require immense trust among "stakeholders," and a large ability to practice adaptive management, which has never been a large bureaucracy's strength, whether public or private.

At the local level, of course, parks and neighbors have been more or less successfully coordinating actions regularly to greater or lesser degrees.

For instance, parks in the Pacific Northwest Region and their surrounding forest managers meet twice yearly to discuss regional perspectives and coordinate management goals among common areas of interest, such as wilderness or recreation or education.

Similar meetings occur nearly daily across the system, as federal, state, tribal and county land managers try to come to terms with mutual concerns. On a national scale, we can learn from these successful efforts.

We are, however, only just beginning to perceive the difficulty of looking across these same political and sociological boundaries to address broader questions such as watershed or basin level planning, to include non-compatible activities, such as clearcutting and housing developments.

We are still at a stage in ecosystem management where both the politician, manager, scientist and the public are still determining what the risks and cost are, and determining how to explain and apply

these effectively. Both philosophies of scientist and manager will have to be integrated in an approachable "package" that the politician, representing public opinion, can feel comfortable with. At this point in the implementation of ecosystem management, all parties are still testing and defining their role. □

Tony Sisto is the National Park Service representative in the interagency Regional Ecosystem Office in Portland, Ore. The office is facilitating the implementation of the President's Forest Plan in the Pacific Northwest. Sisto works for NPS's Pacific Northwest Regional Office. He recently transferred there from the Division of Ranger Activities in Washington, D.C.

Bibliography

Babbitt, Bruce; "America's National Parks: The 'Welcome' Sign is Out"; printed speech, given at Independence National Historical Park, May 23, 1994.

Dietrich, William; *The Final Forest: The Battle for the Last Great Trees of the Pacific Northwest*; Penguin Books, 1992.

Forest Ecosystem Management Assessment Team (FEMAT); "Forest Ecosystem Management: An Ecological, Economic, and Social Assessment"; July, 1983.

Grumbine, R. Edward; "What is Ecosystem Management?"; *Conservation Biology*, Vol. 8, No. 1, March 1994.

Jensen, M.E. and Everett, R.; "An Overview of Ecosystem Management Principles"; in *Volume II: Ecosystem Management: Principles and Applications*; M.E. Jensen and P.S. Bourgeron, Technical Editors; U.S. Department of Agriculture, Forest Service, Pacific Northwest Research Station; February 1994.

Johnson, Darryll R. and Agee, James K.; "Introduction to Ecosystem Management", in *Ecosystem Management for Parks and Wilderness Areas*; Agee, James K. and Johnson, Darryll R., ed.; University of Washington Press; 1988.

Leopold, A. Starker and advisory board; "Wildlife Management in the National Parks"; report to Secretary of the Interior Stewart L. Udall, March 4, 1963.

Machlis, Gary E.; "The Contribution of Sociology to Biodiversity Research and Management"; *Biological Conservation*, 62; 1992.

Newmark, William D.; "Legal and Biotic Boundaries of Western North American National Parks: A Problem of Congruence"; *Biological Conservation*, 1985 (Vol 33).

Petak, William J.; "Environmental Planning and Management: The Need for an Integrative Perspective"; *Environmental Management*, Vol. 4, No. 4; 1980.

Pinchot, Gifford; *Breaking New Ground*; Island Press; reprint, originally published 1947.

United States Departments of Agriculture and the Interior; "Record of Decision for Amendments to Forest Service and Bureau of Land Management Planning Documents Within the Range of the Northern Spotted Owl"; signed April 13, 1994.

Varley, John D.; "Managing Yellowstone National Park into the Twenty-First Century: The Park as an Aquarium"; in Agee, p 220.

Wilson, Edward O.; *The Diversity of Life*; The Belknap Press of Harvard University Press; Cambridge, MA; 1992.



ANPR's Second Century Club

ANPR's Second Century Club now has 34 members. Realizing life membership in ANPR is still a bargain at any price, each life member has paid an additional \$125, matching his or her original life membership fee. The additional contribution will expand the principal contained within the life account, thereby producing increased investment potential.

Membership in the Second Century Club is available to all original life members. To join, send a check for \$125 to Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831. As always, payment schedules may be arranged.

Second Century Club Members

Phil Ward	Andy Ferguson
Paul Broyles	Cliff Chetwin
Bill Wade	Rick Smith
Dan Moses	Wendy Lauritzen
Pat Buccello	Mark Tanaka-Sanders
Bryan Swift	Jeff Karraker
Dave Buccello	Janice Wobbenhorst
Charles Farabee	Mary Kimmit Laxton
Pat Tolle	Bruce McKeeman
Glen Bean	Jean Swearingen
Bill Carroll	Ron Konklin
Phil Young	Jim Brady
Rod Broyles	Dale Thompson
Bill Pierce	Jack Morehead
Vaughn Baker	Bruce Edmonston
Kathy Williams	Rick Erisman
Aniceto Olais	Colleen Mastrangelo

ONPS Funding: A Congressional Challenge

With Interior budget appropriations for Fiscal Year 1995 just around the corner, *Ranger* decided to look again at ONPS budget issues and congressional concerns.

"The ONPS Budget Revisited: Crunch Becomes Crisis," (*Ranger*, Spring 1993) contained the results of a questionnaire sent to superintendents and regional managers regarding ONPS fiscal problems.

ANPR President Rick Gale received a letter last February from Representatives James V. Hansen, R-Utah, and John Doolittle, R-Calif., challenging the central premise and much of the information in that article.

Thus, *Ranger* sought responses from the original contributors. The Hansen-Doolittle letter appears below in its entirety and is followed by excerpts from the several replies to it.

The Challenge

Representatives Hansen and Doolittle, members of the House Subcommittee for National Parks, Forests and Public Lands, wrote the following in their Feb. 18, 1994, letter:

"Your Spring 1993 issue of *Ranger* (Vol. IX, No.2) regarding the National Park Service budget has recently come to our attention. As members of Congress, with great interest in National Park Service issues, we were very surprised and disappointed with the disinformation contained in that issue about the ONPS budget.

"The underlying theme of the article, that underfunding for park operations has reached a crisis, is not a new one. We have seen it in the media and heard from park managers over and over that funding is inadequate.

"It is clear that the National Park Service managers do not have all the discretionary funds they would like to have, but the first question which must be answered is to what extent is this problem caused by an overall lack of funding and to what extent is it caused by an inefficient expenditure of existing funds?

"To look at efficiency of agency expenditures, consider the following comparison of operating expenditures between the National Park Service and the Forest Service:

	NPS	USFS
Acres managed	80,000,000	191,000,000
Visitors (1992)	273,000,000	691,000,000
Employees	17,500	21,300
FY94 bdtg request	\$1.1 billion	\$1.3 billion

"The reasons why costs on both a per acre and per visitor basis are so much higher for the National Park Service when the agencies have such similar missions is unclear. Further, forest supervisors must specifically account for all their activities under about 30 different budget line items, whereas park managers have total discretion on expenditure of ONPS funds.

"There are many questions which can only be answered by conducting an independent analysis of the existing National Park Service budget. However, there are a few corrections which should be made for the benefit of your readers.

"Many of the superintendents who responded to your survey stated that ONPS increases have barely kept up with inflation. That is simply untrue. In the last five years, the ONPS appropriation has increased by over 58 percent. Further, while many park managers complained that the ONPS at their park was inadequate to meet inflationary increases, an analysis of ONPS increases at those parks reveals that the ONPS appropriation increased as much as 112 percent in the last five years (see table, based on annual NPS budget justification).

"In other words, the ONPS appropriation increases at every park in your article exceeded inflation over the last five years and your contention that 'operational budgets have in most case continued to decline' is simply untrue.

"Further, you should consider the fact that these increases in operational budgets have occurred during times of very tight budgeting. Increases in the ONPS account have exceeded those of every other federal land management agency and most agencies in the federal government.

"Respondents to your survey who agree that ONPS appropriation has increased claim that increases have either been siphoned away from parks due to congressional earmarks and/or establishment of new park areas. Again, the facts do not support either of those contentions.

"In fiscal year 1994, congressional ONPS earmarks totaled \$4.1 million or .3 percent of the total ONPS allocation. Similarly, less than 2 percent of the ONPS allocation (about \$17.5 million) was appropriated for all parks established since 1980, including those created from other park areas such as Great Basin National Park and San Francisco Maritime National Historic Park.

"This is not to say that recent additions to the National Park System have not raised some concern. A number of new areas have been added which do not meet the high standards of national significance which had been set in the past. Further, while these new areas have had minimal impact on the ONPS allocation, there has been a clear impact on the agency backlog of funding for operation, development and land acquisition.

"Many superintendents complained about the fee collection program and stated that parks were not benefiting from the recent amendments to the Land and Water Conservation Fund Act which return the fees collected to the parks. Again, this is inconsistent with the facts. Each year since 1988 the ONPS appropriation has included an amount equal to recreational fees that (were) collected the previous year. The fact is that increases in recreation fees, from about \$50 million in 1987 to \$78.6 million, have been totally subsumed by the huge ONPS increases provided by Congress during the last eight years. During that time, the ONPS appropriation has increased by nearly \$460 million, only 17 percent of which has been contributed by recreational fees.

"Many members of Congress will continue to strive to establish a reasonable fee schedule for federal land recreation use, which continues to be the most heavily subsidized use of federal lands. In 1994, recreational users will only pay 10 to 15 percent of the \$1.2 billion cost of recreational services provided on federal lands. As you know, subsequent to your spring issue in 1993, Congress passed legislation permitting all federal agencies to keep 15 percent of the total funds collected off the top to cover collection costs.

"We expect this information will prove insightful to your readers. While some institutional cost saving reforms cannot be initiated absent additional information, there are some steps which NPS could undertake immediately (several of

which were suggested by superintendents in your article):

1. Ensure the integrity of the National Park Service as a whole by taking severe administrative action against park managers who are going around the system for add-ons. Most congressional earmarks originate from superintendents, not members of Congress.
2. Re-examine position management in the agency in terms of traditional park organization structure and grade creep in recent years.
3. Join with those of us in Congress who have supported legislation to eliminate questionable past additions to the park system and oppose costly and unwarranted new expansions.
4. Resolve issues by working cooperatively with adjacent public and private landowners to address resource concerns without park boundary expansion.
5. Ensure that park development proposals and management plans are realistic in economic terms, unlike the \$1.2 billion plan recently proposed for the Presidio."

The Replies

Although not all of the original contributors had the time to submit a reply,

those that did addressed many of the points raised in the Hansen-Doolittle letter, particularly those pertaining to actual operational cost increases to the parks over the last few years.

All positions listed for respondents were current at the time of their responses. Several have since gone on to other positions.

Southwest Region

I had an old economics professor in college who had a couple of rules that he told us to follow when involved in economic arguments. The first rule: Whenever you feel that you are losing the argument, change the field of the argument from micro to macro economics. The second rule: To confuse the subject, compare apples and oranges.

In the article in question, *Ranger* asked superintendents and others to talk about the insufficiency of funding for their areas — a case of micro economics. They talked about how lack of funds was affecting their ability to deal with park visitors and park resources. They spoke specifically about the dependence on volunteers and other non-NPS sources for visitor education programs. They mentioned the lack of

money to conduct basic research on park resources and to inventory and monitor resources. They talked about maintenance backlogs and their inability to provide adequate maintenance for visitor comfort, enjoyment and safety. They noted the erosion to their operating programs by congressionally mandated funding priorities, such as the Federal Employees Retirement System (FERS). In other words, they talked about things that they knew were happening in their own micro-economic environments—the parks for which they have been given stewardship responsibilities.

Congressmen Hansen and Doolittle, on the other hand, talk about macro economics, citing a growth of 58 percent in ONPS appropriations in the last five years. There are some questions worth raising about this number.

The first would be how much of the number has been consumed by FERS, cost-of-living increases, professionalization increases (which don't go to all parks, or, for that matter, to most parks), special emphasis programs such as drugs and ARPA (which don't go to most parks), and similar increases?

The second would be how much of this number has been consumed by the management of new areas? They claim that there have been few earmarks for these areas. That may be true, but they are all being staffed and operated, even if there may be no specific appropriations. In fact, as we have said time and again, this is one of the problems. It is simply not good enough, as our correspondents do, to shrug the effect off by saying that "there has been a clear impact on the agency backlog of funding for operation, development and land acquisition." That makes it sound as if we shove these new areas off to the side and say we will operate them when we get some money.

Their comments on fee collection are similarly flawed. We sold the American public the biggest increase in user fees in NPS history several years ago by telling them that the money would be retained in the parks and used for park purposes. We now know that what we said was fraudulent. The money is not retained in the parks. It becomes part of the ONPS budget and is offset by a corresponding reduction in the annual appropriations for the National Park Service.

As to the second strategy, comparing

Hansen-Doolittle Letter Budget Table

PARK	1990 BUDGET IN DOLLARS	1994 (PROJECTED)	PERCENT INCREASE
San Antonio Mission NHP	893,600	1,505,00	68
Chaco Culture NHP	624,900	1,252,000	100
Canyonlands NP	2,482,900	3,612,000	45
White Sands NM	557,700	1,185,000	112
Padre Island NHS	1,456,400	2,027,000	39
Olympic NP	5,688,100	7,769,000	37
Delaware Water Gap	4,353,888	5,618,000	29
Capulin Volcano NM	302,300	378,000	25
Theodore Roosevelt	1,095,000	1,388,000	27
Richmond & Maggie Walter NBP	608,300	1,278,000	110
Crater Lake NP	2,045,900	3,065,000	50
Arches NP	520,000	741,000	43
Shenandoah NP	6,118,500	8,520,000	39
Wrangell-St. Elias NP	982,300	1,954,000	99
Grand Teton NP	4,989,500	6,567,000	32

apples and oranges, the first part of the Hansen-Doolittle letter contains a beauty — comparing the National Park System acreage, visitors, employees and budgets with the United States Forest Service's appropriation to manage the National Forest System. It's hard to know even where to begin to point out the inadequacies of such a comparison.

We could probably begin by saying that the typical visitor to a national forest arrives with an entirely different set of assumptions than does the same visitor to an NPS-managed area. To begin with, he/she doesn't expect sophisticated visitor services — visitor centers, interpretive trails, developed campgrounds, paved road systems, educational opportunities, on-site law enforcement or personal interpretive services. The vast majority of national forest visitors are seeking more primitive conditions than they find in most parks. Some are hunters, off-road enthusiasts, tree cutters, alpine skiers, and the like — the very people who do not need, or want, for that matter, the infrastructure that most parks have.

The resources involved are also very different. Since the 1916 act, as amended, requires a very high standard of protection and preservation, the National Park Service must employ a considerably higher number of resource protectors and managers to fill our stewardship responsibilities than does the Forest Service. Most national forests, for instance, have only one or two law enforcement specialists for literally millions of acres; even the smallest NPS area will employ that many. Until recently, the Forest Service was not actively involved in recreation or cultural resources management. Although the agency began to shift its emphasis in the late '80s, it still doesn't have the complement of archeologists, architects, anthropologists, ruins preservationists and kindred specialists that the NPS has. Nor does the Forest Service make any appreciable effort to provide the same level of on-site educational/interpretive services that the NPS does in a typical park.

All these things and more make this a spurious comparison, one that is similar to comparing standards of living in the U.S. with, say, Bangladesh. It brings to mind the quote attributed to Mark Twain: "There are three kinds of lies — lies, damned lies, and statistics."

— Rick B. Smith, Associate Director

Olympic

Representatives Hansen and Doolittle's concerns are fair, considering the source of their information. However, the budget justification is not a true picture of conditions at the park level. In reality, adjustments and assessments erode the allocations, and these are not reflected in the budget justification. The *Ranger* article zeroed in on various reasons, some unique to a specific park, for the budget crisis.

The budget justification for FY 90 stated that Olympic would receive \$5,688,100. In reality, the starting allocation after assessments was \$5,550,200. There were no add-ons for pay increases or FERS benefits. Parks had to absorb 100 percent of these additional expenses. The regional matrix showed a total of \$232,000 in "off the top" assessments — a reduction in park management (\$16,300), one percent GRH (\$78,600), WASO assessment (\$17,000), regional lapse assessment (\$120,100).

FY 91 was the first year in which true increases in operating funds were realized in a long time. The budget justification projected figure was \$6,011,700 for Olympic, and add-ons increased that figure to \$6,226,000. After assessments and adjustments, however, the actual operating funds available were \$6,054,900. However, there were no increases to cover pay raises and FERS benefits in FY 90. We could argue the point that the money received in FY 91 was not really an increase, but an attempt to regain what was lost in FY 90. Despite some generous increases, the total increase received by the park after various reductions and assessments was \$314,500.

In FY 92, the trend continued, with the budget justification projecting \$6,436,000. Adjustments for pay increases, FERS and one additional pay day, together with operating increases, brought that total to \$6,564,000. But further assessments and adjustments, including a permanent \$150,000 regional assessment, lowered the starting allocation to \$6,410,900.

In FY 93, the budget justification book again indicated a higher allocation than



White Sands National Monument, New Mexico.

NPS: Harpers Ferry Center

actually received. The projected \$6,701,000, after adjustments and assessments, including a congressional reduction of .85 percent (\$59,000), resulted in a \$199,100 reduction, leaving an operating budget of \$6,501,900.

Funding in the current year, FY 94, reflected a step forward in funding necessary programs in the parks. Olympic received an increase for special focus/natural resource professionalism of \$635,000, and an operating increase of \$307,000. Programs and activities that have been on hold for several years can now be put into motion. But, again, funding was not at the level indicated in the budget justification. A reduction of \$194,000 for FTE reductions and administrative streamlining reduced, together with other reductions, brought the beginning allocation down a half million dollars to \$7,235,000.

What the various numbers do not show the reader are the added programs and activities, mandated or otherwise, that have shaped the way funding must be allocated. We continue to provide support to special projects, repair failing infrastructures, and provide for increased visitor services. Pay increases and FERS benefits adjustments have not always kept pace with reality, and building materials have skyrocketed in cost.

— Carole Scannell
Budget Officer

White Sands

I don't believe that the comparison offered between the Forest Service and the National Park Service is useful. The two agencies do not have "such similar mis-

sions." Not only is what we do quite different, the means that are used to accomplish our goals are also different. Handling visitors, for example, requires a much more intensive effort in a park than it does in a forest, where the bulk of the visitor days are accumulated by campers, hunters and others who neither need nor want much agency attention.

The data in the table is also incorrect. White Sands, for instance, is shown with a 112 percent increase! The numbers came from the FY 94 budget projections, which in our case amounted to nothing. Our actual authorization for FY 94 is \$671,000, which translates to a 20 percent increase since 1990.

While this just does equal the rate of inflation over that period, it also presupposes that we started from some adequate level to begin with and are only trying to keep up. For us, that is simply not the case. We are the largest and second busiest park in New Mexico, but have neither the fiscal nor human resources to deal with either the visitation or the resource management problems.

Their contentions regarding fee collection are interesting. True, since 1988 "the ONPS appropriation has included an amount equal to recreational fees collected the previous year." In reality, though, this program is so manipulated that I think it would be very difficult to track these funds through the system.

A little research revealed the following regarding the park I was working at during the period that the fee system was first implemented. In FY 89, an appropriation of \$308,100 was projected, down from \$314,700 the previous year. To that was to be added the "fee distribution" of \$105,400 for a total budget estimate of \$413,500.

As the process progressed, however, various "adjustments" were made, and the final budget for that year amounted to \$369,700. A considerable increase, but also considerably less than promised.

I also found it interesting to note that the FY 89 budget justification (actually prepared in early 1988) referred to a total requirement from appropriations of \$733,768,000 — no mention of fee funds. In the FY 90 justification, however, it was noted that the FY 89 request had been drawn from two sources, \$681.6 million from the general fund and \$52.2 million from the fee account — suggesting that the appropriation was in fact reduced by

the amount of the fee dollars.

Have fees helped? Of course they have, but not in the direct ratio that was perhaps the spirit of the legislation. Attention to this issue will be important as we deal with new fees and rates in the future, and as the agency decides on a process for administering the 15 percent cost of collection funds.

A couple of other points. Managers ought not to be chastised for becoming adept at doing the best for their parks by using the means available, including add-ons. Until such time as a credible Servicewide system is in place, we have to use what's out there.

And the comments regarding grade creep are misplaced. Ranger Futures is proving what we've believed for some time — that NPS positions across the board are undergraded. "Grade creep" is only a matter of achieving fairness for our employees.

— Dennis Ditmanson
Superintendent

Theodore Roosevelt

I think that first and foremost, we have to acknowledge what Congress has done for us. If it were not for the regular increases we've received, things would be far worse.

The comparison with the Forest Service does not appear accurate and is unrealistic. Our missions are not similar and much national forest visitation is dispersed and of a more casual nature. The Forest Service is also in the business of multiple use and commodity production. In the Little Missouri National Grasslands surrounding the park, oil and gas production and grazing are dominant, with passive recreation receiving only limited attention and facility development. The latest figures I have also indicate that the Forest Service has 39,623 employees, not 21,300 as indicated in the letter.

While I do not contest that the ONPS budget for the park has increased in the last five years, there are several impacts that have resulted in reductions of service. Step increases, additional FERS benefits costs, COLA adjustments, locality pay, vehicle costs, the backlog of maintenance needs, visitation increase and diversion of personnel for threats management have decimated seasonal staffs so that we have fewer seasonals this year

than last and had less than that the previous year.

Each season, we are simply able to field fewer people and must reduce programs or rely upon volunteers to carry out what were formerly covered by paid employees. We have lost three seasonal interpreters and the night patrol for the South Unit since 1992. Maintenance must get by with one less seasonal and supplies have been cut to bare essentials. The park's seasonal interpretive program relies on SCAs, volunteers and off-duty permanent employees who've volunteered to give evening programs. With cooperating association employees, a Forest Service employee and SCAs providing the bulk of staffing at the Painted Canyon Visitor Center, it's rare indeed to enter and find a uniformed NPS employee.

We acknowledge and appreciate all that the Congress has done to keep the NPS operating with ONPS increases. These may soon be the "good old days," and we're going to have to be increasingly innovative to get the job done. Perhaps the public will have to have less to choose from as we do less with less. It is essential that the programs we do provide are done with no diminution of the quality that must continue to be the mark of NPS management.

— Pete Hart
Superintendent

Padre Island

First, and very sincerely, I would like to thank both congressmen for taking issue with what was said in *Ranger*. Although I do not agree with what they said, it certainly demonstrates their interest in the subject, as well as insight and willingness to seek answers from the field.

Although I did not use the word inflation in the article in question, I very often do use it when describing budgetary events at Padre Island. I do not pretend to be a trained economist or a wizard at budgeting, but I'll stick with what I said I believe to be happening here.

We have had to escalate our efforts, expenditures and staffs over the years to try and accomplish everything we've been mandated to do, from the 1916 Organic Act to the War on Drugs and including all the new regulations, laws, health and safety requirements, wastewater treatment, recycling and a dozen other agendas.

In 1991, we had just under 40 FTEs; in

1994, our ceiling is 52. Although some money came with some of these bodies, this increase in FTEs can not be easily or directly correlated with any increase in funding. We are using fewer materials, providing fewer services, and taking similar measures to stretch money further.

The congressmen cite our FY 90 ONPS budget as \$1,456,400 and our FY 94 projected budget as \$2,027,000. The figures we have for those two fiscal years are, respectively, \$1,273,800 and \$1,581,000. Despite considerable effort here, we are still unable to determine how they arrived at those figures. Our comparison was based solely on ONPS funds; very admittedly and quite frankly, there are always monies and funding sources that are defined differently and available to us, such as drug interdiction, hazardous materials, marine debris, fee and other funds. Without some of them, we would be severely handicapped.

I made a comparison of the salaries of 20 of our permanent employees between March 1991 and March 1994. The average increase in their salaries, whether due to governmentwide pay increases, in-grades, promotions or other causes, was an impressive and inflation-beating 21 percent. They ranged from 11 percent to more than 36 percent.

Electrical costs for the park increased 48 percent between 1989 and 1993. Recycling and solid waste disposal expenses and quantities have increased disproportionately; to properly dispose of motor oil and filters, for example, it now costs us \$2,422 annually, and antifreeze and freon disposal costs us nearly \$5,000. Neither of these were regulated too many years ago.

The park pays \$2,000 per year for hepatitis B immunizations to protect our rangers and maintenance workers from a host of related risks, from medical wastes on our beaches to bites from arrestees.

In 1991, I had to hire three people to deal with several hundred hazardous materials barrels that washed onto the beach. I was given \$450,000 to deal with it then; I am reduced down to \$200,000 this year. I still have to pay an estimated \$175,000 in barrel recovery costs, *as well as* take care of two salaries for the three people. The domino-like effect this kind of thing creates is amazing.

If it hadn't been for our maintenance staff acquiring a number of excess Air Force vehicles this year, as well as several



Padre Island National Seashore, Texas.

trucks seized in drug cases, we would have been more severely hurt by the rapidly escalating costs of doing business with GSA. I understand that they have their mandates, too, but it would have cost the park another seasonal or two.

This summer, Padre Island will not have any beach lifeguards for the first time in over 20 years. We simply do not have the money. This is an important program for us, but so are many of the other things we do. Next year, we will scale back on other programs. At this point, I see us terminating our marine debris program, probably one of the most important resource programs we have. This will be partially due to money and partially to FTE limits.

We will continue to do our best, and I will continue to be very proud of and utterly amazed by what we actually do accomplish. But, as I keep telling my highly dedicated and very resourceful staff, it is no longer "business as usual." Some things will get done, and some will not. We will continue to give the citizens of this country their money's worth, congressmen; I only wish it were a little more.

— Butch Farabee
Superintendent

Delaware Water Gap

In 1990, half of the park was placed in a different consolidated metropolitan statistical area that by executive order increased salaries for all GS employees by eight percent. A year later, the rest of the park was placed in the same statistical area. This meant that all GS employees were being paid at an eight percent higher rate. The cost to the park was about \$325,000, which had to be absorbed out of the park base.

Recently, the park was placed in a different pay rate area for all wage grade employees. Since this was also at a higher rate, there was an additional \$37,000 cost

to the park, which also had to be absorbed out of the park base. In addition, there's been an increased cost of approximately \$199,200 due to FERS payments.

In 1983, a law was passed that gave the park control of U.S. Route 209. The law contained provisions for a commercial use policy with fee collection provisions. The monies collected from the commercial traffic were supposed to pay for the cost of collection, patrol of the road, and maintenance of the road. Monies collected from the commercial users have never reached their expected level, and management of the road has been running at a deficit since 1986. The authority to collect fees expired on July 30, 1993, and the NPS is currently awaiting action by Congress to reinstate the fee collection authority. Full costs to manage the fee collection operation and to patrol and maintain the road run to about \$915,000 per year. The last two full years of fee collection brought in about \$250,000 per year in fees. This left a deficit of about \$665,000, which also had to be made up out of the park base.

Since 1990 then, there's been an erosion of over a million dollars a year from the park base from these factors alone.

— Hal Grovert
Assistant Superintendent

Shenandoah

A principal point missed by the writers of the letter pertains to the increased cost of operations that has paralleled or more often exceeded the budgetary increases—which, incidentally, are less than what is shown in the budget books because of the assessments made before the funds reach the park.

Both of the figures which appear in the table are incorrect. We received \$5,562,800 in 1990 and \$8,205,000 in 1994, not \$6,118,500 and \$8,520,000, respectively, as appeared in their chart. Moreover, neither of these sets of figures is further corrected to constant dollars or reflect what portions go to fixed costs, mandatory expenditures, special programs, etc.

Since 1982, the park's ONPS appropriated base budget has increased from under \$4 million to over \$8 million, averaging a six percent increase per year. However, with adjustments for inflation and special project funds, the budget has been nearly flat and real purchasing power has in fact decreased.

During this 12-year period, a number of factors, including FERS, have significantly

increased the cost of personnel. Personnel costs have gone up by 40 percent.

The park has also been required to absorb all or part of costs previously funded by central offices. These include employee moving expenses (approximately \$100,000 in FY 93), postage (about \$14,500), background investigations (\$36,000 programmed for FY 94), vehicle replacement (varies, but up to \$200,000 per year), training, Equal Employment Opportunity, Youth Conservation Corps, the energy program, and cultural compliance.

A number of mandatory administrative programs — programs mandated Servicewide by the Department or Congress — were instituted during this period, and have diverted money and positions from the basic mission of the park. The budget has had to absorb the costs of new positions and equipment related to these program requirements. Some examples are the property management system, AFS, FPS, payroll and MMS. The park has also become a full-service personnel office with no additional staffing or funding.

Health and safety requirements have increased substantially, with much of the extra work being performed and equipment purchased within existing funding levels. Resource protection needs have also grown dramatically.

Although the park received a substantial budget increase for FY 94 — the year after the period alluded to in the letter — the near future does not look so promising. The upshot is that we're looking at flat funding with little or no purchasing power, a situation which experts in Congress and the Administration say will likely last for at least the next five years.

Flat funding will mean that the park's budget will probably not keep up with cost increases; that the budget will buy less each year; and that our ability to meet resource protection, infrastructure protection, public enjoyment expectations and employee needs will diminish over time.

One other point needs to be made. The real issue here is the amount of money we actually have at the park level to use in *discretionary* ways. It's from this "discretionary budget allocation" that seasonals are hired, STF furloughs are determined, supplies and materials are bought and lapses are extended.

— Bill Wade
Superintendent

Arches

The information in *Ranger* accurately reflected the situation at Arches National Park as it existed when the article was written in the winter of 1993. It's true that the park received a significant increase to the base budget in FY 91. What is not shown by the Washington Budget Office figures is that Arches received considerable financial assistance from Canyonlands prior to FY 91. In FY 91, we were able to completely separate the Arches budget from the Canyonlands budget, and Arches received a base increase to help us stand alone.

While the budget situation improved significantly for the NPS in FY 94, those parks that are neither focus parks nor targets for professional initiatives have tough times providing quality services and protecting the resources. At Arches in FY 94, we eliminated one temporary maintenance employee and one interpretive ranger. Through the "cost of collection" program, we were able to add one additional fee ranger.

— Noel R. Poe
Superintendent

Wrangell-St. Elias

Our final FY 94 operating base is \$1,519,000, not \$1,954,000 as represented in the letter.

Over the past few years, increases for personnel have been earmarked for specified positions to cover the salaries of those positions at the level of cost of the year they are granted. We do not receive future increases for those positions resulting in any subsequent appropriations. As a matter of fact, we do not currently receive steady base funding increases to cover the costs of established positions. The end result is that the increased costs of all personnel and other services steadily eat away at any discretionary funding, which we traditionally use to hire seasonals.

Since 1990, specific programs have been funded at Wrangell-St. Elias, as elsewhere. Accountability is such that funds cannot be shifted to meet changing needs or priorities. On one occasion since 1990, we received a base increase for the never-funded maintenance program. This increase was half of what was requested, and it was an increase specifically for maintenance. As time goes by, we will be required to maintain program integrity, regardless of the sacrifice which must be

made by other divisions as costs increase. The end result is even less discretionary money. Our park is now down to the point where there is almost no discretionary funding, and, consequently, there are no seasonals.

— Karen Wade
Superintendent

Southwest Region

We know that there are real budget shortfalls. The question is this: Are we courageous enough to shed our selfish, protective-of-our-pet-program shells and develop an honest answer to our political leadership and constituents? If so, can we then change, come together, and sell those needs as one National Park System rather than 360-plus?

I think so!

Obviously, we are not the only factor in this equation. Another includes thoughtful political leadership that fully understands our mission as well as our budgetary history. For example, our budget has experienced uncontrollable increased costs not directly related to grade creep, but rather directly related to appropriate job classification that pays people for the jobs they do.

Uncontrollable budget increases have also occurred in pay cost for FERS employees, mandatory raises which are often absorbed, and increased employee relocation costs. Such items, along with increased responsibilities in resource management and additional legislative and regulatory requirements, have added to our annual operating costs. These are just a few examples of the significant changes that are affecting the NPS.

To equate the mission of the National Park Service with the Forest Service is grossly inaccurate, and, by doing so, further clouds the ability of thoughtful legislators, constituents and the Service to collectively and openly engage in meaningful dialogue about budgetary matters — or any issues for that matter.

Telling a story by comparing two budget years tends to distort reality and does not bring into play many additional variables. A more useful analysis would look at trends over a 10- to 15-year time frame and be more comprehensive in nature. Any effort to distort reality and the role of the National Park Service could only prove to be destructive to future generations as

(continued on page 33)

Urban Parks: Celebrating the Experience



Boston NHP ranger Dana Comi, dressed as "Rosie the Riveter" aboard World War II destroyer USS Cassin Young, interprets the role of civilian workers at the Charlestown Navy in the 1940s. Her audience is a group of Boston students.

By Max Lockwood

Boston National Historical Park

This article was inspired by a commentary by Steve Clark entitled "Urban Parks: Let's Work Out the Problems," (*Ranger*, Summer 1994.)

Clark talks about what he believes are the pitfalls of working in an urban park. He names variables such as schools, crime, low pay, the transportation system and poor management as major problems of the city. Clark argues that the city environment is to blame for rangers receiving low pay or not being properly supervised.

Though Clark has some legitimate concerns with the urban environment, his complaints seem to stem more from his personal experience in the city rather than giving an objective analysis of the city environment.

However, the problems Clark addresses exist outside of the city. Secondly, working in an urban park is a different experience than working in the rural setting. Thus, there will be different positive experiences and different negative experiences.

Having grown up in a city and attended an urban university, I don't view the issues Clark addresses as problems. Issues such as crime, poor schools and the high cost of living are familiar rhetoric that city residents are used to hearing.

Like rural areas of the country, the city

has its problems. Yet, there are many enjoyable aspects of being a park ranger in the city.

In order to enjoy the positive aspects of the city you must be interested in the information you are responsible for interpreting. It would make little sense to work at Boston National Historical Park if you weren't interested in the history of Boston's colonial period. Also, you must want to live in the city.

Therefore, if Park Service employees don't feel committed to the city environment and improving its educational and physical resources, then they are in the wrong occupation.

From a personal perspective, the city (Boston) has always been home. I have made a commitment to improve the way the city's history is interpreted.

This commitment isn't inspired by comments from fellow employees or a supervisor, but rather from a belief that I am obliged to help the community with which I identify. From this perspective it would be ideal to have all park employees working in areas that they are either familiar with or in which they are interested in.

Regarding Clark's comment that urban areas are more hazardous because of crime, poor schools and expensive housing, such an accusation may be correct. Yet, is such information really important?

Clearly when coming into an urban park you can expect to be in an environment where a large number of people from different class, social, ethnic and religious backgrounds live very close to one another. As a result, problems such as poor schooling and crime become magnified.

Yet, such a way of life shouldn't be unfamiliar to those who know what to expect in the city. Social problems that affect all parts of the country are made more obvious in the city because a large group of people living in close proximity don't allow for unruly or disruptive behavior to go unnoticed.

Clark refers to instances of rangers having to commute 200 miles from home into the urban park. Such a scenario doesn't make sense if you consider the choices of park housing and civilian housing. There are almost always more options for residency in the city than in rural areas.

Cities were designed to accommodate large numbers of immigrants and other workers for long- or short-term appointments. It is true that the cost of living is often higher in the city. Yet, the Park Service has made an effort to pay its urban employees in accordance with the higher cost of living. Even though the city might cost more to live in, urban rangers are paid higher salaries than their counterparts in the rural park.

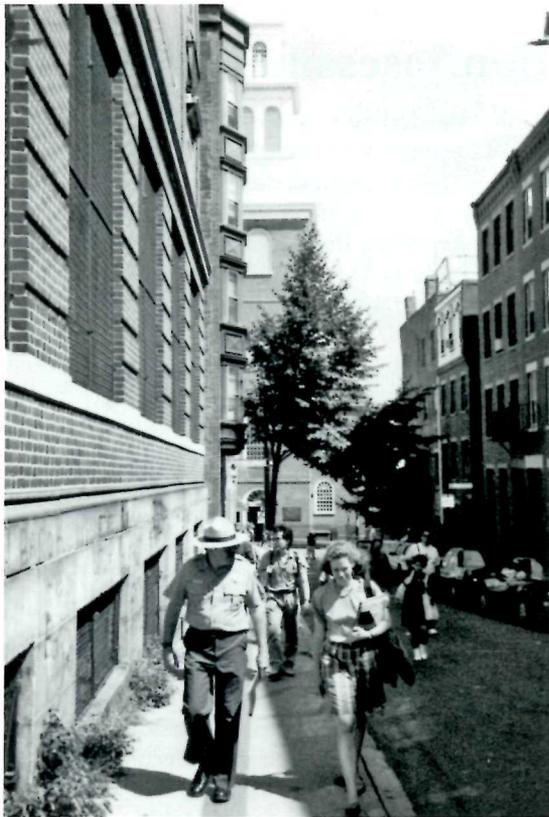
Park rangers who live in the city must do so knowing that they will encounter a diverse group of people from a variety of cultural and ethnic backgrounds. Such encounters can be a positive experience.

For example, you can learn more about the cultural and ethnic makeup of many Americans who you wouldn't be exposed to at a rural park. Exposure to different cultures doesn't just occur through personal interaction. The urban ranger also has the opportunity to enjoy music, food, art, books, movies, theater and other aspects of American culture not available in a rural setting.

I could continue to name many attributes of the city and the advantages of working for a urban historical park. However, such commentary is subjective.

This isn't meant to be an attack on Clark. Some of his concerns are ones that most Americans can relate to. Still, his argument seems unfounded if its objective is to attack the way in which urban parks are run, or the importance of their presence.

The problems that he talks about seem



Boston NHP ranger George Smith leads teachers participating in a three-week Boston History Institute from the Old North Church along the red-painted line marking Boston's Freedom Trail.

applicable to many agencies in the American work force. Many people feel underappreciated, underpaid, overworked and mismanaged.

Yet, despite the problems that afflict our society, the morale and confidence shown by the interpretive staff at Boston National Historical Park is high. Several rangers who interpret Boston's Freedom Trail comment about their experiences in an urban park:

► Park ranger Mike Bradford states:

"Diversity of the city is one factor that makes working in an urban park an interesting and enjoyable experience."

► Matt Greif, another park ranger, loves Boston's history. "Interpreting the history of Boston is one of the best ways to find out about its history." He sees history as an important tool for people to learn about their society. He asks his audiences this question: "Is history important?" For Greif it's important because it's inspirational. "The stories along the Freedom Trail are inspirational. Telling about the plight of the lives of past individuals gives one hope that an individual can make a positive impact on society."

► Dana Comi, a ranger and historian, is able to put her knowledge of American history to good use. She says Clark's article "ignores the fact that rangers and the public are interested in the city and its history."

The opinions expressed by the three urban rangers don't apply to all rangers who work in the city.

However, they represent the ideal: those who have chosen to work in a location that interests them.

There are many rangers who like their urban parks. The dedication of Boston's rangers is shown clearly because they convey to their audience their commitment to maintaining the historical significance and the available resources of their city. □

Max Lockwood is a park ranger in interpretation at Boston National Historical Park.

Omega World Travel

The Association has signed an agreement with Omega World Travel, headquartered in Falls Church, Va. Omega is one of the top travel companies in the United States and is the largest woman-owned travel agency in the world. All travel booked through Omega will directly benefit the Association in the form of travel credits for official Association travel or cash rebates to the Association.

Any personal travel (including transportation, car rentals, hotels, cruises, package tours and more) by members or their families, friends or acquaintances qualifies under the program.

Omega guarantees it will provide the lowest airfare at the time of ticketing or it will refund double the difference. Also, if a traveler is dissatisfied with any portion of a trip, Omega will refund 100 percent of its commissions on that portion of the trip.

Omega will provide ticket delivery via overnight mail, or it can provide pre-paid tickets to any airport or airline ticket office. In addition, Omega's 24-hour number (800-US-Omega), accessible nationwide and worldwide, can be used for information or difficulties encountered during travel.

Reservations for travel may be made by calling this Omega branch office:

Omega World Travel

12711 Shops Lane • Fairfax, VA 22033-3834

(703) 818-8848 • (800) 283-3239 • (703) 818-8822

Hours: 8:30 a.m. to 5:30 p.m. M-F; 10 a.m. to 2 p.m. Sat. (Eastern time)



ROAD MAP

for my heirs upon my death

A *new* ANPR publication

ANPR has prepared this "Road Map" to assist family or friends in handling the many details required when a spouse or loved one dies.

The notebook contains personal information (fill-in-the blank) forms about:

- who to notify and your desires about final arrangements
- civil service, military & Social Security benefit details
- insurance facts
- bank account, property, credit card, TSP, investment & retirement account numbers & information
- synopsis of life, obituary & family history
- list of disposition of personal items
- anatomical gift wishes
- examples of durable power of attorney for health care & finances

This "Road Map" is a must and makes for a caring, loving gift for family and friends.

The book costs \$10, plus \$4 for shipping and handling. Virginia residents add 4.5% sales tax. **U.S. currency only.**

Make check payable to ANPR.

Send to:

Pat Thompson

310 Carrsbrook Drive
Charlottesville, VA 22901



Visitor Management and Resource Protection Assessment Program

By Paula Rooney and Robert Stinson
Saguaro National Monument

A standard feature of most NPS Guidelines is the recommendation that parks undertake a needs assessment of a particular job function. Historically, little guidance has been provided as to what a good needs assessment should include.

In 1991, only 50 out of 365 parks responded to the Law Enforcement Needs Assessment request from WASO. These reports ranged in length from one to 120 pages.

In February 1993 Chief Ranger Jim Brady (WASO) formed a work group of NPS employees including chief rangers, a park superintendent, and regional and Washington staff to develop a new innovative protection needs assessment program similar to FIREPRO. Our task was similar to that of another work group developing a Resource Management Assessment Program (RMAP).

This new program, Visitor Management-Resource Protection Assessment Program (VRAP), identifies visitor protection staffing and support needs to support increased funding in the annual budget process.

The work group reached two early conclusions: 1) a needs assessment should address all protection jobs (not just law enforcement) and 2) a needs assessment should be formulated following an *objective* process that uses available park data to determine the park protection workload. An objective process would remove the subjective rhetoric that sometimes accompanies our appeals and replaces it with defensible methodology.

VRAP examines all protection jobs, except those in resource management and structural fire, and determines the staffing need for each. VRAP encompasses all aspects

of law enforcement, natural resource protection, cultural resource protection, emergency medical services, search and rescue, fee collection and other protection occupations. Clerical, supervisory, management, and support staffing needs are also identified.

Sixty-two parks participated in four tests of VRAP last year in Las Vegas, Boston, Knoxville and Seattle. A "Park Profile" was completed by each park prior to the test requesting data readily available or retrievable in each park such as visitation, geographic data (size, miles of roads, trails, rivers, acres of lakes), law enforcement data, EMS data, SAR data, etc. This initial information averaged eight hours to compile for each park profile.

The data from these profiles is used in 33 different staffing allocation tables. A sample staffing allocation for criminal investigations is included in Table 1 for reference.

Using this example, if a park has 30 Class A incidents per year it would be allocated 1 FTE plus an additional 1.5 FTE if it had 350 Class B incidents. Each allocation table contains a focus, standard of care and the types of targeted positions.

(Note: This table is a sample used in the tests and should not be considered the final approved table.)

The total staffing allocated by each table is added up to identify the total FTEs

needed by a park to operate its protection program. Shift and seasonality factors are also included to determine the total FTEs.

In most instances, the total FTEs far exceeded the park's current staffing allocations. The tables were modified after the tests if the staffing allocations or data were skewed or unreasonable.

Each of the tests included parks of varying sizes, urban, rural, natural, cultural, historical and varying jurisdictions.

For example, Adams NHS, a 13.5-acre historic site in Boston was tested, as well as Wrangell-St. Elias in Alaska, which is the largest park unit in the System.

Parks were asked to give their own estimates of staffing (FTE) needs before they were told the staffing allocations determined by the VRAP process.

After the 62 park units were tested, the VRAP work group met again last January to review all the data collected. The park estimates were compared to the VRAP results for each staffing table.

The group performed regression analysis (thanks to Scott Erickson who led us through this painful process!) on each table and made appropriate adjustments. Regression analysis is a statistical mechanism to verify that the results gathered from the tests are valid.

Acting Associate Director of Operations Mike Finley has approved VRAP to be tested Servicewide.

By the time this edition of *Ranger* is published, chief rangers will have completed the park profile. A regional "quality review team" will input each park's data into the software program and forward the results to WASO. The software program, developed by Larry Hakel, can produce three reports:

- compilation summary for each park
- management summary of each staffing table

TABLE 1: Criminal Investigations

INSTRUCTIONS: Using the average number of incidents for each class of offenses locate the column for Class A using the average of line 25.01 through 25.03 of the Profile, and for Class B the average of line 25.04 through 25.06 of the profile. Class C offenses are not to be included. Add the FTE from each Class and place the total in the Base Allocation Needed column on line 8 of the Allocation Summary form.

Type of Activity	Criminal Incidents				
	25-50	51-100	101-200	201-400	> 400
Class A	1.0	1.5	2.0	2.5	3.0
	0.5	1.0	1.5	2.0	2.5
Class B	50-150	151-300	301-700	701-1000	> 1000
	0.5	1.0	1.5	2.0	2.5

FOCUS: This table determines the number of criminal investigators needed to investigate criminal activity in a timely manner.

STANDARD OF CARE: Timely and effective criminal investigations are an essential component of a law enforcement programs, and criminal investigators are necessary when certain numbers of criminal incidents exist.

TARGETED POSITIONS: Criminal Investigators, GS-1811; Park Rangers (LE), GS-025.



A Big Bend ranger with a drug-sniffing dog checks a vehicle at the park border.

► a regional summary to compare each park in the region.

In late October the VRAP work team will once again meet to review and interpret all the data. The final VRAP report then will be submitted to the director for approval.

To maximize the benefits of VRAP, it should be used in conjunction with the Ranger Careers initiative. Ranger Careers covers upward mobility, training needs and retirement, while VRAP addresses the staffing and budget needs of a professional work force.

The development of VRAP has, thus far, objectively confirmed what we have intuitively known for years—the visitor protection function is dra-

matically understaffed in the vast majority of areas.

VRAP is designed to serve as a working and continuous needs assessment with regular updates to the park profile. VRAP will give park superintendents solid and objective data to support their budget requests.

The VRAP work group consists of Larry Hakel, Shenandoah; Scott Erickson, Yosemite; Bob Ditolla, North Atlantic Region; Joe Smith, Cape Hatteras; Dick Martin, WASO Ranger Activities; Dale Dickerhoof, WASO Ranger Activities; Jay Wells, Wrangell-St. Elias; Pat Reed, Chickamauga Chattanooga, and Paula Rooney, Saguaro.

Comments on VRAP are welcome and should be directed to Larry Hakel at (703) 999-3101 or fax (703) 999-3121. □

Paula Rooney is chief ranger at Saguaro National Monument. Robert Stinson is the district ranger of the Tucson Mountain District at Saguaro.



LIFE-ASSIST, INC.

Serving the National Park Service since 1978!

YOUR COMPLETE EMERGENCY MEDICAL SUPPLIES AND EQUIPMENT DEALER

- INFECTIOUS CONTROL KITS AND SUPPLIES •
- FIRST AID, TRAUMA, & BURN KITS AND SUPPLIES •
- OXYGEN RESUSCITATION EQUIPMENT •
- RESCUE EQUIPMENT •
- DIAGNOSTIC EQUIPMENT •

Call, write or fax for a free catalog, today!

Life-Assist, Inc.

**11277 Sunrise Park Drive
Rancho Cordova, CA 95742**



"We specialize in customer service!"

800-824-6016 (50 States) • 916-635-3822 (Local) • 916-638-3002 (Fax)

Legal Constraints on Response Driving Implications for the Use of Park Emergency Vehicles

By Steven James, M.S., Robert B. Gaia, William O. Dwyer, Ph. D., and Dan Murrell, J.D., L.L.M.
Memphis State University

The high-speed pursuit of suspects by law enforcement officers has been an increasing source of controversy in recent years.

The United States Department of Transportation has concluded that over 50,000 police pursuits occur in the United States each year. The National Highway Traffic Safety Administration reported that more than 300 people were killed annually in high-speed police chases from 1989 to 1991.¹

Public concern and media attention given to such accidents involving police vehicles have been instrumental in promoting changes in agency policy and statutory and case law restricting the discretion of law enforcement officers and other emergency personnel who operate emergency vehicles outside of the legal limits normally imposed on traffic.² State and federal courts have accepted and enforced the statutes and policies sparked by the resultant public outcry.

The critical nature of high-speed pursuits and response driving in national park areas has been acknowledged by the National Park Service and is addressed in the *Law Enforcement Policy and Guideline* (NPS-9).³ NPS-9 provides for emergency response and pursuit driving under certain circumstances that are enumerated in chapter 18 entitled "Use of Emergency Vehicles." NPS-9 defines three terms essential to understanding NPS policy on pursuit and emergency response driving:

Pursuit: Pursuit of a person who has committed or is reasonably suspected of committing an offense, and the pursuing employee is engaged in following the suspect immediately thereafter.



Driver training programs include instruction to basic and advanced students in skid control.

Emergency Response: An emergency response is based on a reasonable belief that immediate attention is required to safeguard human life and/or protect property.

Emergency Vehicle: An emergency vehicle is defined as one which, in accordance with applicable state law is equipped with an emergency light(s) affixed to the vehicle and a siren (audible warning device). *A vehicle will not be considered an emergency vehicle unless both the emergency light and siren are activated.*⁴

Furthermore, NPS-9 sets forth its policy as follows:

It is the policy of the NPS that employees respond to emergencies and engage in pursuit situations in a safe and expeditious manner. Such opera-

tion of motor vehicles will be in conformance with applicable state laws. Vehicles utilized for pursuit or high speed emergency responses will be identified and equipped with a standard law enforcement package.⁵

Guidelines for the operation of emergency vehicles in emergency situations require that the ranger operate the vehicle with emergency lights, audible warning devices and headlights on. The ranger may not exceed the posted or prima facie speed limit by more than 30 MPH, except "when a substantial risk exists that the person to be arrested will cause death or serious bodily harm if his apprehension is delayed."

NPS-9 clearly places responsibility for the decision to initiate or terminate a pur-

suit of a suspect upon the individual law enforcement officer. This exercise of discretion is crucial in determining whether state law immunity will apply.

Additionally, NPS-9 requires that the level and type of training for pursuit driving is the responsibility of the superintendent of each park, and should be "commensurate with the needs of the park."

In practice, however, the type of training rangers receive in response driving varies greatly. Permanent employees receive a more extensive training whereas a seasonal officer may have either minimal or "equivalent training" from another agency. Of course, emergency vehicle operation is also commonly addressed in the annual law enforcement refresher courses.

In spite of NPS management's emphasis on emergency vehicle operation safety, each year the agency experiences examples of questionable judgment in the use of emergency vehicles. These incidents are documented in annual summaries, anecdotes on the daily Ranger Activities Report, motor vehicle accident reports, and at informal gatherings of rangers.

The purpose of this article is to present issues of liability and to articulate recent trends centering on the use of emergency vehicles. Of particular interest to the patrol ranger are the following questions and scenarios:

► What is the liability of the ranger for damage to the patrol vehicle if he or she is at fault in an accident resulting from a high-speed chase? Ordinarily, a ranger will not be held liable for damage resulting from an accident even if he or she is at fault. This is, however, an exercise of discretion for the agency.

If a ranger has a history of reckless behavior or numerous incidents involving questionable judgment, the agency may seek to hold the ranger liable for the damage to the patrol vehicle. The basis of the argument for imposing liability is that the ranger was acting recklessly or in violation of established agency policy.

► What is the liability of a ranger for injury to an innocent third party resulting from a high-speed chase? Whether the injury is caused by contact with the fleeing suspect's vehicle or the patrol vehicle, the ranger may be liable for the injury under some circumstances. Liability may be imposed on law enforcement officers under either state or federal law. The scope

of liability is limited, however, by both common law and statutory immunity.

The general principles of liability for officers under state law stems from common law negligence. The ranger has a duty to act with due care for the safety of the general public when he or she is engaged in a high-speed chase. If a ranger acts outside the bounds of what the fictional reasonable officer would do under the same circumstances, he or she may be held liable. It is important to note that states and the federal government provide for an immunity defense for an officer acting within the scope of his or her authority. This defense is not absolute, however, and may be overcome.

► What is the liability of a ranger for injuries to a fleeing suspect sustained in an accident resulting from a high-speed chase? Similar to the situation above, a ranger may be liable under either state or federal law for the injuries to the suspect. While the law of each state will differ, with simple negligence the ordinary standard, federal civil rights jurisprudence ordinarily requires that the officer's conduct "shock the judicial conscience" for the injured party to state a claim under 42 U.S.C. 1983 for a constitutional deprivation.

► What if the ranger possesses commissions from both state and federal authority? Some states provide federal park law enforcement officers with commissions to enforce state law off of the federal enclave. Under these circumstances, a ranger may be liable under the applicable state law, if his or her conduct is sufficiently culpable. Most states impose liability only for reckless conduct. A federal statute, the Assimilative Crimes Act provides federal officers with the power to enforce state law on the federal enclave when that law does not encompass the same subject matter as a federal law. The purpose of the Act is to make the law across a given state as uniform as possible. A ranger may then enforce state law on a federal enclave in any event, but may only enforce state law outside of the enclave when he or she is commissioned by the state. Federal law provides that the officer may be liable for the injuries sustained by suspects or third parties if the applicable state law would allow it. In *Stuart vs. United States*, the Ninth Circuit held that California law would allow border patrol officers to be sued under the circumstances in that case.

In *Stuart*, the entire high-speed chase lasted only three minutes and ended when the suspect's vehicle struck a third car, killing a mother of two. The court allowed the claim to go to the jury. It was only a favorable jury verdict that prevented liability. The practical effects on a jury cannot be overstated. Often a jury will sympathize with a widow and her children and award damages if they are given the chance when the defendants are officers of the law and a faceless agency. More and more, juries are getting such opportunities.

Under the laws of most states, an officer may be liable only when his or her actions are determined to be wanton and reckless. This standard provides that the officer must have knowingly disregarded the safety of others. Recently, however, more courts are finding that an officer's conduct breaches that standard. An officer in pursuit of a suspect is given broad discretion in determining whether or not it is prudent to engage in, continue, or abandon a high-speed chase. In the past decade, many state legislatures have adopted statutes that require law enforcement agencies to promulgate comprehensive guidelines for officers who are faced with the decision whether or not to pursue a suspect. Guidelines promulgated by agencies ordinarily detail the factors an officer must consider when reaching the decision to engage in a pursuit. Some of the factors include: the amount of traffic; whether or not the suspect is armed and dangerous or merely a misdemeanor; use of warning devices; weather conditions; radio procedures; and speed of the pursuit.

Additionally, if a law enforcement agency fails to provide sufficiently specific guidance for the officer, the agency itself may be liable for resultant injuries.⁶ It is very important to note that states' law vary, and it is advisable to check the relevant state's law regarding these requirements. Most importantly, it is necessary that an officer act reasonably when engaging in a high-speed pursuit.

Officers may also be faced with a suit for injuries resulting from a high-speed chase under federal law. Title 42 U.S.C. 1983 provides a federal cause of action for persons whose federal rights have been violated by those acting under color of state law. Fourth Amendment and substantive due process violations are the most common grounds for officers to be

charged under this statute. Federal case law, like state law, provides officers with a qualified immunity. While the United States Supreme Court has not decided the issue, many circuits have agreed that the standard by which to judge an officer's conduct should not be too strict.

In *Temcen vs. Frederick County Commissioners*,⁷ the Fourth Circuit held that an injury inflicted on an innocent third person during a high-speed chase was not actionable under section 1983. The actions of the officer did not violate the bystander's substantive due process rights, the court reasoned, because those acts did not "shock the judicial conscience."⁸ Distinguishing cases in which prisoners have been held to make a case against guards and prison officials for "deliberate indifference" to the rights of the prisoner, the court emphasized the noncustodial nature of the high-speed chase. Officers in pursuit of a suspect are called upon to make precipitous decisions in seconds, whereas a guard has immediate back-up and control over the

entire environment in which the transaction occurs.⁹

Although state and federal immunity statutes and court doctrine provide a measure of solace for the conscientious park ranger, there is reason to re-evaluate one's approach to the decision-making process of whether or not to engage in a high-speed chase. As a minimum, each park unit should have a fixed, written policy regarding pursuit and response driving, which is rigidly adhered to and carefully monitored for compliance.

It is critical to understand that, even though national park rangers are federal officers, state law may significantly affect the outcome of liability issues. Thus, rangers would be well advised to become acquainted with local laws and policies, especially as they relate to scope of employment. □

³ National Park Service, Dept. of Interior, Law Enforcement Policy and Guideline (rel. 2) April 1984.

⁴ Id.

⁵ Id.

⁶ See *Colvin v. City of Gardena*, 15 Cal. Rptr. 4th 1270 (Cal. App. 2d Dist. 1992) (conclusory provisions for officers to use due care are not sufficient guidelines to provide immunity for law enforcement agency).

⁷ 945 F.2d 716 (4th Cir. 1991), cert. denied, 51 Cr. L. 1039 (1992).

⁸ Id. {quoting *Rochin v. California*, 342 U.S. 165 (1952)}.

⁹ Id.

¹ Bill Miller, "Officer Obeyed Rules in Chase," *Washington Post*, Jan. 20, 1993, d.1.

² See id.

William O. Dwyer has been a seasonal with the National Park Service for 21 years, including 17 years at Acadia. He is a professor of psychology at Memphis State University. Dan Murrell is a law professor, Steven James is a graduate student and doctoral candidate in higher education, and Robert Gaia is a law student, all at Memphis State.



Seasonal Insurance



The Association has arranged an insurance program, which for the first time makes health insurance available at reasonable rates to permanent employees who are ANPR members. Included are:

- ▶ A major medical plan that provides comprehensive health care benefits for you and your family, with up to \$4 million maximum lifetime benefits per insured person, a choice of deductibles, affordable group rates and comprehensive benefits in and out of the hospital.
- ▶ A short-term, self-writing policy developed specifically for temporary employees. A managed health care system to ensure you and your family receive the best care possible while controlling the medical costs, featuring a \$2 million lifetime benefit, freedom to select doctors and hospitals of your choice, and a choice of deductibles.
- ▶ Group term life insurance, an inexpensive way to establish financial security for your family with maximum life insurance protection up to \$3 million for members and spouses, optional dependent coverage, and non-smoker discounts.

For more information about these programs, write to Seabury & Smith Associates, 1255 23rd St., N.W., Washington, DC 20037, or call 1-800-424-9883.

All plans are not available in all states. Please contact Seabury and Smith or the ANPR business manager for details.



Let us help.

NPF awards grants to support the National Parks.

In 1993, \$2 million in grants were awarded for:

- ▶ education and outreach
- ▶ visitor services and interpretation
 - ▶ volunteer activities
 - ▶ NPS employee programs

Grants are awarded three times a year.
Deadlines are Feb. 15, June 15 and Oct. 15.

For guidelines and grant applications, contact
National Park Foundation
1101 17th St., NW, Suite 1102
Washington, D.C. 20036
(202) 785-4500

National Park  FOUNDATION

Critical Incident Stress

Then and Now

By Linda Alick
Delaware Water Gap

"Rangers responded to two separate rock climbing incidents. The first patient was a 14-year-old Boy Scout who fell about 15 feet while scrambling on a rock formation. Rangers responded and began CPR. Although a weak pulse was detected, the patient was pronounced dead by physicians at the hospital. About two hours later and within 30 feet of the fatal accident, the second victim fell about 25 feet while scrambling between rock formations. Rangers responded once again and evacuated the patient who is currently in intensive care with severe head trauma, a bruised lung and fractured jaw. A critical incident stress debriefing was provided yesterday to all rangers involved in the incident."

"Rangers responded to a report of a head-on collision between a sedan with three occupants and a van occupied by one adult and 12 children, ages 12 to 14. The three occupants in the sedan were entrapped and suffered severe trauma; the driver of the van and 11 of the children suffered varying degrees of injury. The occupants of the sedan were extricated and transported to a Level I Trauma Center, where the driver subsequently died. Twelve ambulances, three engines, two light rescue units and one heavy rescue unit responded from the park and six surrounding communities. Investigation suggests excessive speed, drugs and alcohol may have been contributing factors. A critical incident stress debriefing has been scheduled."

The above articles were paraphrased from excerpts of the *Morning Report*. Sound familiar? I would think so; Rangers have been responding to emergency incidents since the creation of the National Park Service.

Drownings, shootings, prolonged rescues and searches, significant EMS incidents, suicides and other fatalities, and mass casualties are a just a few of the emergency services park rangers are routinely exposed to. What is relatively new to the emergency service provider is a recognition of the need for critical incident stress intervention.

A critical incident has been defined as "any situation faced by emergency service personnel that causes them to experience unusually strong emotional reactions which have the potential to interfere with their ability to function either at the scene or later." (Mitchell, 1988)

Park rangers are often "adrenalin junkies" who enjoy the exciting and often ex-

trremely rewarding emergency service assignments, although they can be emotionally difficult, physically exhausting and dangerous to perform. Emergency service assignments provide the employee with a constant dose of varying levels of stress.

Factors which cause stress to one individual may be nonstressful for another. Response to stress may be immediate and incident-specific or delayed, surfacing later after a period of no apparent symptoms. It can be a stress reaction to a critical incident or critical stress accumulating from a series of less serious incidents. Stress reactions include fatigue, nausea, intestinal upsets, memory loss, concentration problems, anxiety, depression, and other physical, emotional, behavioral and cognitive reactions.

Effects vary with each individual and depend on the worker's frame of mind, personal feeling at the time of the event, personal past experience, or the suddenness and intensity of the event. In other words, *it can happen to any one of us at any time*. The strongest, most stable ranger can become a victim of critical incident stress over time.

What can be done to minimize the effects of critical incident stress? Many parks have established or are developing a critical incident stress program. An effective program usually will consist of the following components: on-scene incident support, demobilization, defusing and formal debriefings.

On-Scene Support during an Emergency Operation — The incident commander should incorporate peer supporters or counselors to interface with emergency personnel during lengthy large-scale incidents. They will act as advisers to the command staff and be observant to signs of severe stress, fatigue and dysfunctional workers. They should also ensure workers are receiving adequate rest, sleeping and eating facilities, nutritional food and drinks.

Demobilization — Conducted by peer support personnel at large-scale events, demobilizations are short informal sessions given to groups or individuals before they are "demobed" from the incident. Stress management handouts and information is provided as well as a nutritional snack.

Defusing — A defusing is conducted by peer support personnel following a potentially disturbing event. A small informal group discussion takes place immediately after the completion of the event. The discussion allows for the initial venting of participants' feelings, reactions and emotions. Stress education and management techniques are discussed at the end.

Formal Debriefing — A debriefing is conducted by peer support personnel and a mental health professional. The debriefing is a structured group meeting which allows for the ventilation of emotions and reactions to a stressful event. The meeting facilitates a discussion which is designed to put a bad situation into perspective for the incident's participants.

The components of critical incident stress management outlined above provide you with a brief overview of what some parks and other agencies are doing to manage critical incident stress. It is imperative every manager develop a CISM program to suit their individual park needs. A visitor suffering a cardiac arrest at the Grand Canyon may not be a critical incident for responding personnel. However, a visitor suffering a cardiac arrest on the front steps of Appomattox Courthouse may be a very stressful event to the responding personnel who have never performed CPR.

Critical incident stress is a serious risk we all face. The physical, emotional and mental strains it causes can be debilitating to the unwary.

Fortunately, there are a few fellow park rangers who have been working hard for CIS programs in the national parks. Their field experience with critical incidents has encouraged them to lobby hard for CIS intervention. Thanks to their help and expertise, we can all remain healthy and productive employees. □

References

Mitchell, Jeff. *Teaming up with CISD*. Richmond, VA. 1988.

Mitchell, Jeff and Bray, Grady. *Emergency Services Stress, Guidelines for Preserving the Health and Careers of Emergency Services Personnel*. Prentice-Hall. Englewood Cliffs, NJ. 1990.

Linda Alick has been the operations supervisor of the Pennsylvania District at Delaware Water Gap for the past two years.

The Professional Ranger

Emergency Services

The fall and Ranger Rendezvous are both enjoyable events that signal the end of the busy field and visitor season for most parks! As you move into fall here is an update on items that may be of interest:

1. The Albright Employee Development Center is incorporating all risk emergency management training into the new NPS employee introduction course that will have the first class this fall. Contact Ken Hulick at Albright if you have suggestions or questions on the development of this.

2. The North American Technical Rescue Symposium will be in Phoenix Nov. 3-5 this year. Contact NASAR at (703) 352-1349 for more information.

3. New product - SAR VIEWPOINT by Airways Technology, Inc. is a tool for the planning section of a search incident for locating ELTs, mapping large searches and planning for operational periods on the incident. It uses Windows 3.1 and runs on any IBM compatible 286 or more machine with 2 MB of RAM and 5 MB of unused hard disk space. Call (707) 823-7307 for more information.

4. A Wilderness Risk Management Committee has been formed through the coordination of NOLS (National Outdoor Leadership School) and is made up of NOLS, NPS, Outward Bound, Wilderness Education Assoc., Wilderness Medical Society, American Mountain Guides, NASAR, American Alpine Club and others. The group is working for better clarification, understanding and management of risks in wilderness. They are on the cutting edge of this field and one of the products they have developed and are implementing is an incident reporting and analysis project. They are asking all of us to participate in this project if we can and want to.

The forms and instructions have been tested and are now ready for use, they should be submitted to the Association for Experiential Education, 2885 Aurora Ave., #28, Boulder, CO 80303. I have copies of the forms and instructions if you are interested or you can phone Tod Schimelpfenig, NOLS, at (307) 332-1256 for more information.

— Bill Pierce
Katmai

Interpretation

Interpretation? Education? Are they the same thing? Which one best describes our role? And what is interpretation anyway?

While interpreter/educators are sure to debate these questions well into the future, a resolution has indeed been reached . . . at least regarding the way we label ourselves within the budget process.

In the FY 96 budget proposal, "interpretation" is referred to as "interpretation and education." While some interpreters may shudder at the thought of making "interpretation" and "education" synonymous, there are aspects of education in everything we do, says WASO Chief of Interpretation Corky Mayo.

He points out that using the word "education" to describe ourselves will enable more non-NPS, non-interpreters to better understand our role in parks. This could have a positive effect on how we are seen within the budget process and the rest of government — and could even be the first step in ridding us of the question, "Oh, you're an interpreter? What language do you speak?"

In accordance with the National Performance Review, a Customer Service Plan for interpretation is being developed. Coordinated by WASO Interpretation, the plan will set standards for customer service for the full range of interpretive activities. Worded from the customer's (visitor's) standpoint, these standards will articulate the quality and level of service that visitors can expect from any given service.

The standards for visitor center operations will be completed and distributed sometime this fall, and be posted in each visitor center. Standards for personal service interpretation, education programs, demonstrations and roving are also being developed.

A national junior ranger program is also under development. During the last two weeks of July, junior ranger coordinators from 15 parks met at Cape Cod to discuss their programs and applications for a national program.

— Barb Maynes
Olympic

Protection

It's amazing the amount of press the National Park Service rangers and the National Park System have received in the

past year. For instance, in the last few months the *Federal Times*, published in Virginia and well-read in Washington, D.C., has published numerous articles about rangers and the problems we face. In a July issue, reporter Meg Walker, a definite ally to the NPS, wrote a flattering article about Jim Brady. Thanks to Walker and other reporters throughout the country for helping bring about change for rangers and the NPS.

Ranger Careers — As of this writing, the implementation of Ranger Careers has been in place a short time. It sure does feel good to know that top managers in the NPS are realizing how important their human resources are. We still have a way to go, but the NPS has made more strides in the last three years for protection rangers than in the entire NPS history. Please remember, don't get complacent. Good things have a way of changing!

Moving On! — After three years at Delaware Water Gap, I'm off to Coulee Dam NRA to work with the sturgeons. I don't have a permanent address yet, but if anyone wishes to contact me, please call the park, and I'm sure they'll be able to track me down.

— Steve Clark
Coulee Dam

Resource Management

"Stewardship Today, Parks Tomorrow" is the name of a new initiative expected to be launched by the director, perhaps by the time you read this. It's a dramatic effort to link the results of R-MAP (the Resource Management Assessment Program) with the Natural Resources Professional Development Program to significantly expand natural resource management staffing and expertise in the NPS.

Both programs have been described in this column previously. The group, which laid out the strategy in July, searched for a catchy, non-bureaucratic name, but we're not very good at that sort of thing!

R-MAP results showed that we are, Servicewise, only at about 25 percent of the needed level of natural resource staffing in the parks, and the new initiative sets a goal of at least doubling that by the turn of the century. A five-year budget plan will be developed, and a major marketing campaign will kick off this fall, concurrent with the R-MAP results being distributed to the field.

The numbers are so staggering that a

convincing argument needs to accompany the data so that the numbers aren't dismissed as unrealistic by the down-trodden skeptics in the field, who've seen good ideas come and go in the past with little to show for it.

This is obviously a tough time to try to sell *increases*, while we're in the midst of streamlining, and the toughest sell will probably be internal. Where are we going to put all these people if we really get them?

The first task will be to convince ourselves that it really is time to focus on the very values that the parks represent, those irreplaceable resources that represent this country's natural (and cultural) heritage. The courts and Congress have repeatedly told us that visitor services, albeit important, take a back seat to resources if we must choose.

One conspicuous challenge to the success of this program is that it is one of many concurrent initiatives to upgrade the staffing, professionalism and capabilities of the NPS. If these efforts compete with, rather than complement one another, none are likely to succeed. It will be necessary to integrate natural resource issues with other needs if we are to get the "buy in" of the rest of the Service.

Perhaps the first step in this will be an effort under way to assure that VRAP, the Visitor Management-Resource Protection Assessment Program, which was to hit the parks in late summer, does not duplicate or compete with R-MAP. The two programs have some overlap in the resource protection area, and discussions are under way to see how to generate the needed data and analysis once rather than twice.

I hope this initiative signals the beginning of the long-awaited paradigm shift in NPS priorities, but it is too early to tell at this point.

Resource Careers — The first meeting of the Resource Careers task force, headed by Kathy Davis of the Southern Arizona Group, took place in August. This group, which includes both cultural and natural resource people as well as park managers, is developing a strategy. Look for an update at Rendezvous.

Leadership, continued — The National Biological Survey *finally* has a director, Dr. Ron Pulliam of the University of Georgia. As of this writing, our own agency still lacks a permanent head of the natural

resources program, although the few remaining natural resources folks in Washington are trying valiantly to keep things from sliding backwards.

The stewardship initiative is the work of many people in both WASO and the field, but special kudos should go to Ron Hiebert in Omaha and Abby Miller and Denny Fenn in WASO for persevering against tall odds.

A chief for the Wildlife and Vegetation Division will be selected by the time you read this. The new division chief and most of the division will be stationed in Fort Collins, Colo., and presumably be part of a proposed Natural Resources Center in the new NPS organization. □

— Bob Krumenaker
SWRO



ANPR Promotional Items



Make your check out to ANPR and mail it and the order form to:
Pat Thompson
310 Carrsbrook Drive, Charlottesville, VA 22901

Item	Cost	Quantity	Total
ANPR patch	\$2.50		
ANPR decal	\$1.50		
ANPR cloisenee pin	\$2		
Plastic stadium cups	\$1		
ANPR coffee mug (ceramic)	\$6		
Insulated mug w/ top (12 oz., pink)	\$3.50		
Insulated mug w/ top (22 oz., black)	\$5		
Polo shirt: S, M, L, XL	\$25		
Turtleneck: M, L, XL	\$22.50		
Rendezvous XVII T-shirt M, L, XL*	\$8		
Key rings			
Pewter	\$5		
Brass	\$5		
Belt buckle (NEW)			
Large, brass	\$25		
Large, pewter	\$25		
Small, brass	\$25		
Small, pewter	\$25		
Totebags (NEW)			
Large, cream & wine	\$12		
Small, cream & navy	\$10		

Shipping & Handling
 Orders up to \$10 \$3.50
 \$10.01 to \$20 \$4.00
 \$20.01 to \$50 \$5.00
 \$50.01 to \$100 \$7.00
 over \$100 \$10.00

Subtotal
VA residents add 4.5% sales tax
Shipping & handling (see chart)
TOTAL (U.S. currency only)

Name _____
 Address _____
 Phone _____

For Shirts:
 Polo — Circle color and size: Forest Green Wine Navy (no S) — S M L XL
 Turtlenecks — Circle color and size: Teal Banana Navy — M L XL * Limited quantities

ANPR Reports

Vice President, Communications

Before the July board of directors meeting, several members were asked about the alignment of committees. Some of the committees are bona fide groups and others are one person with a special interest or commitment. Many committees will continue for years, while others will successfully work themselves out of a job. The comments that were received resulted in the following lineup, which will be discussed at Rendezvous. Please send comments to Jeff Karraker.

Professional Issues

Career Futures
Seasonal Interests
Dual Careers
20-Year Retirement
Housing

Special Concerns

Housing
Legislation
System Integrity
International

Communications

Membership
Recruitment
Minority Recruitment
Employee Development
Mentoring
Retirement
Nominations
Editorial Board
Publications
Article Solicitation
Book Reviews
Bibliography

Administration

Budget and Finance
Fund Raising
Investment
Marketing

Special Committees

Rendezvous

Special Focus Groups

Women's Caucus

— Jeff Karraker
Capulin Volcano

Vice President, Professional Issues

These are very exciting times. Far reaching changes that potentially effect virtually every aspect of our professions will be institutionalized within the coming months. At every level within our organization, changes are being made that will impact on the parks' ability to manage, protect resources and provide for visitor uses. Although the Vail Office is not funded in FY 95, the work of Vail will continue. Employee-driven change will continue.

The most significant changes will be a renewed focus on the mission of the NPS: to preserve and protect the parks for the

people. At the top, we now have an Associate Director for Education and Visitor Services, Maureen Finnerty. On the surface, this appears to be a re-tread of the AD for Operations. Underneath, this represents a culture change: Operations has always been the lead among the associate directors. With the emergence of Resources and Partnerships, the above name and culture change that it represents, should make the AD for education and visitor services a partner and equal at the directorate table. Resources will achieve more prominence at this table.

By the time this issue of *Ranger* is in your hands, we should have a plan that defines the Washington Office role and configuration. From there, definition of the roles and functions of the directorate, new regions and system support offices (SSOs) will be developed. I hope we will hear strong goals coming out of this process that address the parks. It needs to be clear that all of the changes will help the Park Service deliver better services to the resource and visitors.

The Careers Council and the Training Task Force are working on mission orientation and re-orientation training programs. Much of the new training program will be interdisciplinary. Whenever possible, teams from each of the occupational groups will be trained together; addressing issues as a team will be encouraged. The Ranger Skills course has already been changed to broaden its application: participants in the course this fall will come from broader disciplines to attend Fundamentals of Park Operations. The course design is to provide a range of tools to the participants with course individualization based on the participants. ANPR members have roles on both of these working groups.

Starting in September through November, we ought to see several papers released for review: From the Careers Council we will see recommendations on management succession planning and supervision. The former will help chart career paths for those who want to go into management, while the latter will define the role and expectations of supervisors. Once these are out, ANPR will be able to address the developmental needs of its members.

We will also see the pilot test of a new performance management system from the Department of Interior. Right now, the

design is centered around a pass/fail system with a department-wide standardized one-page form with three to five standard critical elements. This isn't the best system for the variety of jobs represented in the Park Service. Part of the Careers Council is working with the department while others are looking for ways to develop a program around the department's form.

The Administrative Futures Committee is well under way with its work. The group has defined a GS-9 journeyman chief of administration for all parks and set the following four themes for their work: 1) Define purpose and role, 2) Recruitment and retention, 3) Training and development, and 4) Budget [for the Futures process]. ANPR members on this Committee include: Chris Bernthal (EVER), Phil Francis (SWRO), and Pat Phelan (TUMA). ANPR will help push this initiative along in a similar manner to what we did for Ranger Futures.

Of course, there is still work to be done on Ranger Careers and Resource Professionalization: Funds for Professionalization may be in trouble; funds for GS-11 promotions were not forthcoming this fiscal year (most regions allowed the promotions to go ahead anyway); funds for FY 95 are not yet assured; there still are some enhanced annuity issues to be addressed; and seasonals have yet to be brought under the umbrella (the latter is scheduled for volume two of the Ranger Careers manuals). The culture change that goes with Ranger Careers will be a continuing process. The ranger profession is now that of a **resource educator**. As such, rangers have three responsibilities: protect resources, educate visitors and the public, and be an ambassador for the resource to the public.

An ambassador. That is a strong statement. An ambassador for resources to the public is an authorized envoy, an official representative of the highest rank. An ambassador takes the initiative to seek new ways to remedy problems, builds programs that avert problems, and builds bridges between opposing points of view on resource matters when dealing with the public. They seek multiple alternatives to any given situation. And, they work only under broad guidelines.

As we continue to define the new National Park Service, we will see a smaller Washington office, fewer regions, system

support offices, and clustering of parks for technical capabilities. This should lead to fewer "cookie cutter" guidelines, placing more emphasis on the "ambassador" part of the rangers' jobs.

As I said, exciting times. And ANPR needs to change to keep up. We need to streamline the way we do business and implement changes that use our strong volunteer ethic, build community, and provide a leadership forum for the Park Service.

Toward that goal, the vice presidents have taken a look at the way we coordinate the work of committees. In the past, all committees (and the regional representatives) coordinated through the vice president for communications. A more coordinated approach, which will be instituted at Rendezvous, is to have committees coordinate through the vice president with responsibility for that particular program, area or initiative: the committees that focus on improving professional or work life issues will coordinate through the professional issues VP; those whose functions center around issues internal to ANPR and communications will continue to coordinate through the communications VP.

— Ken Mabery
El Malpais

Business Manager

Congratulations to all of you enjoying the implementation of Ranger Futures. While a great deal of credit goes to those who took an active part in the "great persuasion," don't underestimate the role all rangers played. Recognition must be given to everyone for doing a fine job under less than desirable conditions for a good length of time. Your dedication allowed the NPS to finally do the right thing.

At some point during the year ANPR is required to report to you the deductibility rules for payments to ANPR. Most of the rules reported to you in the *Winter Ranger* are still applicable, and I will provide those details in the next issue. For now, I want to inform you of a new bill that would allow taxpayers who do not itemize to deduct charitable donations above 5 percent of the standard deductions. If this bill becomes law, single taxpayers will be allowed to deduct the amount of charitable donations that exceed \$185, and married couples filing jointly may deduct that amount over \$310 of donations. Keep a close watch on passage of this bill for the

1994 tax season.

Looking for a way to celebrate those extra dollars in that paycheck? How about a tax-deductible donation to ANPR? All voluntary contributions remain totally deductible. Very few things will prevent ANPR from moving forward more than the lack of financial resources. ANPR wants to be ready when called upon, so please keep it prepared with your support.

— Debbie Gorman
Saratoga

July Board Meeting Summary

The ANPR Board of Directors met July 9 in Fairfax, Va. Attending were Rick Gale, Bill Halainen, Patti McAlpine, Debbie Gorman, Bill Wade, Ken Mabery, Jeff Karraker, Sherry Justus, Barry Sullivan, Gary Pollock, Darlene Koontz, Bruce McKeeman, Moses, Judy Chetwin, Meg Weesner and Barb Maynes.

During day-long discussions, the board:

- Agreed to split the secretary/treasurer position into two positions, with the secretary position being elected for a two-year term the same year as the president, and the treasurer in alternate years.

- Agreed to keep the regional alignment as it is until streamlining resolves itself.

- Agreed to change the fiscal year from October-September to April-March.

- Agreed to an informal audit of the books to put them in shape for a full audit later to enhance opportunities for grants.

- Sales items accounts need to be coordinated through the business manager and acquisition of items needs to be done on a more competitive process.

- Reviewed contracts and contract employees in light of IRS regulations - 1) No contracts for advertising manager and mailing assistance; 2) *Ranger* editor is an independent contractor; 3) Halainen may be a contractor and could arrange his services to be such; 4) business manager is an employee - ANPR's first.

- In ANPR efforts to express opinions to Congress and others, we need to avoid the word "political." This activity is lobbying, but political activity as it would affect our IRS status.

- Approved an amended budget

- Approved the election committee and set of procedures to improve the speed of obtaining ballots and seating the victors.

- Discussed comments from some natural resource management specialists

whether ANPR is doing enough to represent their concerns. Mabery will try to get more information on the issue.

- Continued to discuss ways and means to improve communication up/down/sideways and inside out.

- Heard a presentation by the National Park Foundation on grants and investment opportunities.

- Heard a presentation by Paul Berkowitz on enhanced annuity retirement (6c) and the status of claims with the department. By the time you receive this issue, the deadline to provide additional information for your claims will have passed. If there are additional questions, call him at (703) 787-1921.

- Heard that the Ranger Career position descriptions for protection have been approved for 6c coverage. The combination PDs were not approved.

- Discussed plans for Ranger Rendezvous in upcoming years and the schedule for this year. The board meeting is set for Oct. 15. Everyone is welcome.

- Halainen discussed the '94/'95 Advocacy Plan and proposed goals.

- Discussed with Dave Mills current legislation: housing, California Desert, concessions, heritage program and fees. On several items, ANPR presented testimony on behalf of all employees.

- Approved giving a copy of Lon Garrison's book to each new member as long as the supply lasts.

- Last but not least, we are looking for a snivel unit leader.

— Bruce McKeeman
Voyagers

North Atlantic Region

Thanks to all who responded to my appeal for park reps/recruiters. I now have two assistants. In addition, another person volunteered for one of the four new positions advertised in the last issue of *Ranger*. Recruiters should remember there is a new member incentive gift, Lon Garrison's "The Making of a Ranger."

The mid-year board meeting in July was a good learning experience. I'm glad I decided to convert from semi-hibernation (defined as reading about half of each issue of *Ranger* and renewing my membership on the second notice) into active participation. At the meeting I gained hints about 6c appeals and the latest word on housing improvement from the Hill.

I don't see how any park ranger can NOT be a member of ANPR now. Where

else do you get all the breaking information on hot topics like Ranger Careers? Did you know that now it's more like employee careers, at least as far as ANPR is concerned? We're spearheading an effort to upgrade all NPS employees.

I've heard that some rangers consider membership in FOP or NAI to be a better investment. I think it's better to join an organization that is completely focused on the national park ranger, on our total quality of life and on issues that specifically affect the parks. The ANPR advocacy and community building agendas speak directly to us. Let's not be shy about stressing this to prospective members. Remember our region's goal: each member recruits one new member.

Before Rendezvous in October we need to think about good candidates for the following positions: president, secretary, historian/archivist and regional rep. I'm finishing the last year of Jim McKay's term. Please call me with some solid candidates for any or all of these positions.

I may not be able to attend Rendezvous so I'd like to hear from anyone who is going and willing to represent the region.

Stay tuned for news about the East Coast Regional Mini Rendezvous in Spring 1996.

— *Sherry Justus Edison*

Southeast Region

Congratulations to all the newly promoted rangers!

Over the past month I have heard from a few of you and I appreciate the input. In early July I sent out a mailing to a member at each park. The mailing included a SER newsletter, the June ANPR Situation Report and an ANPR application. Also included was a list of names of other members at that park to share this information with. If you haven't received this mailing . . . track down this person and do whatever you like! Or just let me know and I'll send you a copy.

I attended the July board meeting and we had a busy day and accomplished much. A summary of what was discussed at this meeting will be in an upcoming SER newsletter.

A good time to brainstorm and discuss issues is at the Rendezvous and the regional caucus. If you plan on attending, gather comments from other members at your park and bring them along. For those who can't attend this year, we'll share the

information with you when we return.

— *Darlene Koontz NPS/FLETC*

Midwest Region

I attended the mid-year board meeting in Washington, D.C. We had a very productive meeting, even though it was hot. I sent out a newsletter in July that highlighted the meeting and its results.

This report may reach you prior to the Rendezvous and I encourage everyone to attend, particularly if you have never been to one. The information and exchange of ideas is excellent, the networking outstanding and the socializing appropriate. I believe that we need to increase the flow of information between the members and the board and the Rendezvous is a great place to start.

If anyone has topics of interest, burdens to bare, or ideas to present and will not be able to make it to Durango, please give me a call. ANPR has decided to concentrate on issues involving budgets, career futures, (for all jobs and series), public lands, temporary/seasonal issues, stewardship, housing and new areas. These were the top vote issues in the election ballot after the last Rendezvous and will be the primary aspects of the '95 Advocacy Plan.

We have recruited one new member from an unrepresented park and have four more to go to get complete representation within the region. Please continue to invite new members and maintain your own good standing. A life membership takes all the hassles and worries out of renewing.

Please contact me at any time with concerns, issues, questions and suggestions. ANPR will only be as good as *you* make it.

— *Bruce D. McKeeman Voyageurs*

Western Region

In early July I attended the mid-year board meeting in Washington, D.C. Two of the most important decisions were separating the secretary and treasurer into two positions and changing our fiscal year to begin in April and end in March.

I am still looking for volunteers to be park representatives for ANPR activities. The role of park reps is to serve as a focal point for communication among members in a park. Each representative will receive a list of members from that park.

I am coordinating a roommate clearinghouse for the upcoming Rendezvous in Durango, Colo. If you want to save on lodging, contact me and I will send you a list of names of others who have expressed an interest in sharing lodging. Also, you should be eliciting donations for the Rendezvous raffle. It raises much-needed money for the Association. I hope Western Region will have a big turnout for this nearby Rendezvous.

Membership is down somewhat this year. The dues are an important part of our income. If each member could recruit one additional member from among the ranks of the NPS, we could do much more with our limited resources.

See you at Rendezvous.

— *Meg Weesner Saguaro*

Pacific Northwest Region

As some of you know, I've been working on solidifying our regional roster of park reps. Thanks to those of you who have agreed to act in this capacity. I'm looking forward to seeing many of you in Durango. Autumn down there should be beautiful and this will be an important Rendezvous as we finalize our Advocacy Action Plan for 1995 and nominate candidates for president, secretary and treasurer. Hope to see you there for some fun and productive times!

— *Barb Maynes Olympic*

Dual Careers

Not a great deal to report on the dual career front. Distribution of the new policy through formal and informal channels continues. If you need a copy of the policy don't hesitate to contact your regional representative or the Dual Career Committee co-chairs.

A listing of ANPR park dual career contacts will be available at Rendezvous if anyone needs information on the dual career situation in a specific park. If you don't plan to attend the Rendezvous, please contact Rick Jones for a copy. New contacts are still needed!

There is good news on the sick leave regulation front, which will benefit not only dual career couples and single parents but the rest of our diverse work force as well. OPM has proposed a regulatory change to permit employees to use up to a

total of five work days of sick leave each leave year, or for those with an uncommon tour of duty the average number of weekly hours in the employee's scheduled tour of duty, to:

(1) provide care for a child, spouse, or parent as a result of sickness, injury, pregnancy or childbirth.

(2) make arrangements necessitated by the death of a child, spouse, or parent; or

(3) attend the funeral of a child, spouse, or parent.

In addition, the proposed regulations would remove the three-year break-in-service limitation on the recredit of sick leave. This is detailed in OPM Provisional Notice 630-2 and those with questions can contact OPM, Personnel Systems and Oversight Group, Office of Compensation Policy, Compensation Administration Division (202) 606-2858.

If any one has dual career success stories, we would like to document them in *Ranger*. This will provide clues, ideas and positive reinforcement for all the folks who are questing for the perfect dual career arrangement! Please send your stories to Rick Jones or Sheila Cooke Kayser and see you at Rendezvous!

— Rick Jones

Investment Committee

Investments continue as planned into the diversified funds previously established. The business manager has solved all the paper work problems associated with opening the accounts. The committee is currently working on a formal committee policy statement in an effort to capture all the work put in so far and in preparation for the next Rendezvous board meeting.

In addition, we are also examining a possible fund management opportunity that would involve the National Park Foundation. As always, Frank Betts, Rick Jones and I welcome any input or suggestions.

— Jay Liggett
Everglades

20-Year Retirement Committee

Update: Director OPM vs. Ferrier and MSPB — The summer issue of *Ranger* reported on a recent decision involving a claim for 6(c) retirement credit filed by James E. Ferrier. The importance of the Ferrier decision was reported in FOP's "The Protection Ranger":

"We asked W. Craig James (of Skinner,

Fawcett, and Mauk) for his opinion of the importance of the Ferrier Decision and his response was: 'Ferrier gives us a clear and current definition of what [law enforcement] duties meet the requirement for 6(c) coverage. And this is especially significant in light of the dual priorities of visitor and resource protection and management. The type of law enforcement has always been an issue for OPM and the Ferrier Decision sorts out the significance.' Edward Passman (of Passman & Kaplan) said, 'Ferrier is the only case where they [MSPB] specifically addressed patrolling and where MSPB determined that patrolling does indeed qualify for 6(c) coverage.'"

As reported, the U.S. Court of Appeals remanded the Ferrier case to the MSPB to permit OPM to seek reconsideration. Subsequently OPM did file for reconsideration and a final decision has not been issued in the case.

FOP 6(c) Defense Fund—The FOP Ranger Lodge has established a legal defense fund to defend Ferrier and other 6(c) retirement cases. They would appreciate any donations in support of the fund and promise that any money collected will be used solely for defense of 6(c) claims. If you wish to donate, please make your check payable to: "FOP 6(c) Defense Fund" and mail your donation to the Lodge at: FOP National Park Rangers; FOB 151; Fancy Gap, VA 24328.

Lineback vs. OPM — In February 1994, Robert Lineback filed an appeal from OPM's reconsideration decision which denied his claim for enhanced retirement credit as a law enforcement officer or firefighter. Lineback was represented by W. Craig James of Skinner, Fawcett, & Mauk who practice in Boise, Idaho.

In June 1994, an administrative judge (AJ) of the MSPB ruled in favor of Lineback's appeal and reversed OPM's decision. OPM did not file for review of the AJ's initial decision, and it became final July 9.

Following are some important highlights of the AJ's decision:

➤ Lineback sought enhanced retirement credit for service as a firefighter or law enforcement officer or a combination thereof in a hybrid position. The Fall 1993 *Ranger* reported on Hammond vs. OPM where the AJ ruled that Hammond's ser-

vice qualified for credit both as a firefighter and as a combination (or hybrid position) of firefighter and law enforcement officer. In Lineback vs. OPM, however, the AJ ruled that Lineback qualified for credit based solely on his hybrid service as a firefighter and law enforcement officer. This is the first case where enhanced retirement credit was awarded based solely on hybrid service.

➤ As with the Hammond case, OPM argued "that a 'hybrid' set of duties, combining those of a law enforcement officer and firefighter in the same position description, could not exist," and that such service is not creditable. The AJ found that under OPM's argument that "an individual whose position requires him to spend 50 percent of his time performing law enforcement duties and 50 percent of his time performing firefighting duties could not qualify for enhanced retirement credit. This would be a ridiculous result and contrary to legislative intent."

➤ She went on to say, "Section 8336(c)(1) refers to '20 years of service as a law enforcement officer or firefighter, or any combination of such service.' The language of the statute must be given its plain meaning, absent persuasive evidence of a contrary intent from the purpose or history of the legislation. As the record lacks persuasive evidence of contrary intent, I find the statutory language does not preclude a finding that a position with its primary duties consisting of a combination of law enforcement and firefighter duties qualifies for Section 8336(c) credit." (This was the same reasoning followed by the AJ in Hammond vs. OPM).

➤ For Lineback's period of service at Zion, the DOI did not recommend 6(c) coverage to OPM for his firefighter service. This was "based largely on a 1986 position description, appellants' performance evaluations, and a SF-171." Lineback's second level supervisor testified, however, that his primary duties were firefighting and law enforcement. The AJ found that the supervisor would have greater familiarity with Lineback's actual duties, and she found his testimony "more persuasive" than the recommendation of DOI.

➤ The AJ also found that the position description and performance standards relied upon by DOI in preparing its recommendation did "not necessarily reflect appellant's actual primary duties" as they

were generic and contained a wide variety of duties. Additionally, she noted that "the SF-171 referenced by [DOI] was prepared by appellant in application for another position and would necessarily emphasize a wide variety of duties, responsibilities and experience, but would not necessarily reflect appellant's 'primary' duties or those which took up most of his time." (Note: In reviewing claims for enhanced retirement credit, the NPS obtained copies of claimant's SF-171s from the claimant's OPF, and made them a portion of the claims' documentation).

Roger Rudolph, assistant superintendent of Olympic, testified that "the NPS is rewriting the position descriptions of its fully commissioned park rangers, such as appellant, and that the new position descriptions will be Section 8336(c) law enforcement officer qualified. He further testified that the duties of these park rangers will not change; rather, their position descriptions will be changed to more accurately reflect their actual duties."

I would appreciate hearing from anyone who has received a determination for 6(c) credit from OPM, DOI or an MSPB appeal, or knows someone who has.

— Mark Harvey
Yosemite

Retirement Committee "Communicating with Your Spouse about Money"

(Note: This article is reprinted with permission from a series called "Money Talks," prepared by Judy McKenna of the Colorado State University Cooperative Extension Service. McKenna lectures and provides investment information, and may present a workshop at the 1995 Rendezvous.)

Marriages are made in heaven (and on earth). It's the earth part and the reality of joining the values and styles of two persons that challenges married couples.

Many of you have heard that money differences cause one of the most difficult challenges to any relationship. Now is the time to learn to talk about money in a way that values your individual needs and also honors what is important to your spouse. Practicing the skill of communication is a lifelong commitment. Get started right away, it'll be worth it!

As long as you can dream together, and develop creative, realistic plans to move into the future, you will grow together,

materially and spiritually.

Most people assume that their partner wants the same thing that they want, but many times that's not the case. Don't worry, it's OK. Communication is the key to incorporating different values and priorities into your financial plans.

Discuss the following with your spouse: During the next year, what do we want to accomplish with our money? How can we establish a plan for serious goals like buying a home, having children or saving for the education of children? How can we also have money for fun things to do, such as a weekend trip or attending a concert?

Some people naturally plan by first considering individual needs and then considering joint needs. Other people start with joint needs and then consider their personal needs. It won't do any good to try to change the other person.

Develop communication skills with a focus on both individual needs and joint plans.

Make sure that you and your spouse both have money that is yours alone to spend. Each of you should have some money you can spend without consulting each other.

Establish ground rules of how to make decisions. Arguments and hard feeling follow if one person spends joint money without consulting the other. How much money do we want to allocate for our own individual spending? What would you like to do this weekend together? What would you like to do alone?

Decide now how you want to use credit. Plan to use credit cards for their book-keeping advantages and not as an ongoing loan.

Pay off your credit cards each month. Find an affinity credit card, one that will give you additional benefits such as frequent flyer miles, or a discount on an automobile, etc.

If a loan is necessary for large purchases always shop at least three places for credit. Save for what you want. You pay much less and for a shorter period of time when you save compared to using credit.

Decide who will shop for credit cards. Should we save or use credit?

Decide which person is better at taking care of bill paying, record keeping and other tasks related to money management. If both of you are good, take turns. If neither of you would do a good job, find someone to help you establish a good sys-

tem and tradeoff doing it.

There is no reason to pay late fees, high interest charges and get a black mark on your credit because one person never gets around to taking care of these things.

As soon as you can, establish tax-advantaged saving plans. Retirement may seem a long way off but the magic of compound interest shows how dramatically your money will grow if you start soon and stick to your plan. Invest fully in the Thrift Savings Plan and/or an IRA.

If you find you are beginning to experience difficulties handling your money, **Do not wait another minute.** Contact the Consumer Credit Counseling Service for budgeting help and/or a debt management plan. Talk about it: Have we taken on more debt than we can handle? Are you feeling as uncomfortable as I am about our financial situation?

As you grow in your marriage, you'll discover how often money is attached to things you'd never dream would be related. The real issue may be love, freedom, control, competency, and so on, while money is the topic being discussed.

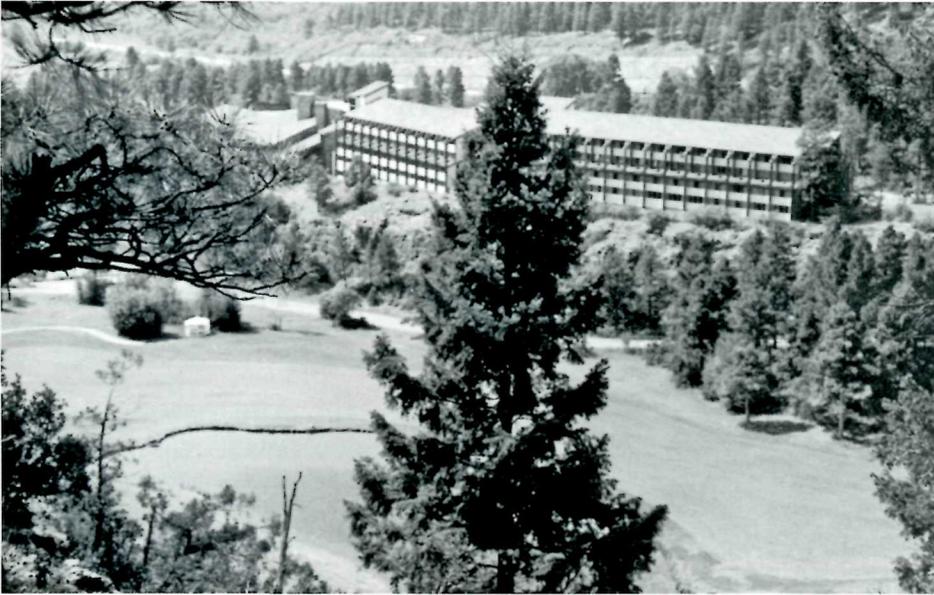
Be real, be honest, address your own personal issues, appreciate your spouse's differences and think about what you learned about money when you were growing up. Sharing your feelings with a good heart-to-heart talk gives your marriage the strength to get better and better: What do you remember about money when you were growing up? How did your parents feel about money? How do you think money relates to your most deeply held, emotional issues in life?

If you get this issue of *Ranger* in time, be aware of an eight-hour investment and retirement training program on Oct. 15 at the Rendezvous at Tamarron. It will be presented by two financial planners from the Woodward Financial Group of Denver. Cost is \$10 for singles and \$15 for couples. Pre-registration is preferred by sending the fee to Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831.

This should be an excellent training course. The presenters are professional financial planners and regularly give this type of instruction. One periodically appears on an investment radio talk show and takes callers questions on personal finance. Sign up now! □

— Frank Betts

Rendezvous XVIII — "Parks at Crossroads"



Rendezvous XVIII is almost here. It's scheduled for Sunday, Oct. 16, through Friday, Oct. 21, at Tamarron Resort, 18 miles north of Durango, Colo., on U.S. 550. We will again meet jointly with the annual conference of the Association of National Park Maintenance Employees.

The room rate for standard rooms is \$66 per night plus tax. Executive suites are available for four or more persons for about \$22 per person per night, plus tax. Reservations must be made now by calling toll-free at (800) 678-1000. Many rooms have kitchens, an important feature because food at the resort is expensive. Meg Weesner is sponsoring a roommate clearinghouse and can be reached at (602) 290-1723. Once again we remind you to pre-register. It's absolutely vital for those planning the program and events.

Travel arrangements can be made through Omega World Travel by calling toll-free (800) 283-3239.

Agenda

Proposed workshops, sessions and speakers include: Steve Whitesell on the pros and cons of partnerships, a professionalization forum, Assistant Secretary Fish and Wildlife and Parks George Frampton, NPS Director Roger Kennedy, a Vail update, two regional caucuses, a Ranger Careers update, and an NPCA representative presenting the Mather Award.

We will again sponsor the yearly "fun" run and golf tournament. The exhibitors

will host two receptions, in addition to the banquet, a dance with a live band and a talent night. The talent night will take place on Tuesday, Oct. 18, and is being coordinated by John Conoboy. He is actively soliciting anyone who is willing to tell jokes, sing, tap dance or embarrass themselves in public in front of their peers (which, he comments, we do all the time). The talent can be serious or funny. Conoboy wants to ensure that every region has at least one representative at this event. You may call him if you have questions or suggestions at (505) 897-3530.

Training — "Retirement and Investing" presented by Jeff Guard and Bill Woodward of Woodward Financial Group will take place on Oct. 15. The fee is \$10 for a single person and \$15 for a couple.

On Oct. 14 and 15, Richard Ayres, a former FBI agent currently from the Center for Labor Management Studies, will present "Leadership in the National Park Service — The Challenge for the 21st Century." The course will cost \$150 for ANPR and ANPME members and \$180 for non-members. This course may be counted as an official NPS training course. You may register for either of these courses through Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831. If you need further information on the courses, contact Gary Warshefski at (315) 337-5176. The cutoff date for registration is Sept. 30.

Special Trips — Two afternoon trips are being planned for the free afternoon. Mesa Verde National Park, approximately 90

minutes from Tamarron, will host a trip to Mug House, an ancestral Puebloan cliff dwelling that is not open to visitors. The other trip is planned for Silverton, a former mining town about 45 minutes from the resort. The Silverton trip may include riding on the Durango/Silverton train, but details haven't yet been worked out.

Miscellaneous

The resort offers a babysitting service. Rooms are provided and the charge for child care is \$1 an hour per child with a minimum charge of \$4 an hour.

T-shirts are being designed by Judy Chetwin, Southwest regional representative. Shirts will again cost \$10.

Raffle Prizes — The super raffle first prize is a trip to Hawaii or a discount on traveling to Poland for the first International Ranger Federation meeting in the spring of 1995. If you are not planning to attend Rendezvous you may send your ticket money to Bill Wade, 3041 Mountain Heights Rd., Front Royal, VA 22630, by Oct. 3.

Remember to search for creative raffle prizes. You may bring your donated raffle items with you to Rendezvous or mail them to Jan Vaughn, 11795 County Rd. 39.2, Mancos, CO 81328.

Elections — The board of directors has amended the bylaws to authorize an election committee to oversee nominations and elections to the board. Nominations for officers and regional representatives will continue to be made on the floor of the Rendezvous, but by both an election committee and by individual members. Information from the nominee must be received by the secretary no later than 14 days after the close of the Rendezvous. Ballots will be mailed no later than 30 days after mailing. Those elected shall take office on Jan. 1 of the following year.

All members should give serious thought to running or nominating others to run for office. This should be done *prior* to the Rendezvous so that only those individuals truly interested in serving on the board of directors will be nominated. The goal is to have multiple candidates for each office.

See you at Rendezvous! □

— Sarah Craighead
Mesa Verde

All in the Family

All submissions must be *typed or printed* and should include the author's return address and/or phone number. Use the form on the inside back cover. *Entries need not be limited to career moves; any notable event/personal update is acceptable.*

Send to Bill Halainen, 4032 Conashaugh Lakes, Milford, PA 18337. Changes of address should be sent separately to Debbie Gorman, ANPR Business Manager, Box 307, Gansevoort, NY 12831.

Brian Adams (GWMP 80-85, CHOH 85-86, JECA 86-91) has left the Alaska Public Lands Information Center in Anchorage, where he was the center's manager, and is now chief of RM&VP at St. Croix NSR. **Anne Adams** has left her position in ARO Personnel and is now on LWOP. Address: P.O. Box 1121, St. Croix Falls, WI 54024.

Rob Arnberger (CHIS 80-83, SAGU 83-87, EVER 87-91, BIBE 91-94) is now the ES-1 park superintendent at Grand Canyon. Previously he was the GS-15 park superintendent at Big Bend. He writes that he was born at Grand Canyon, so it is a return home. Address: Box 1670, Grand Canyon National Park, AZ 86023.

William Joseph Cook (GRSM 78-79, NPS/FLETC 89-94) has left the Federal Law Enforcement Training Center, where he was a GS-1811-12 wildlife protection specialist and instructor, to take a position as GS-401-12 supervisory management biologist and chief of natural resource programs at Shenandoah. Address/phone: Shenandoah NP, Center for Resources, Route 4, Box 348, Luray, VA 22835; (703) 999-3492.

Dixon D. Freeland (NCR 86-87, INDE 87-88, SHEN 89-92, EVER 92-94) is now the GS-9/11 subdistrict ranger for the Bullfrog Subdistrict at Glen Canyon. He will also resume his former duties as a park medic. Dixon moved there from the Flamingo District at Everglades where he was a GS-7 backcountry ranger. **Christine Freeland** will be working in administration for the Uplake District. Address/phone: P.O. Box 4301 - Bullfrog, Lake Powell, UT 84533; (801) 684-2285.

Mary Elizabeth Gale (GRCA 73-81, CHIS 81-83, GRCA 83-94) has moved from Grand Canyon, where she was the park's GS-1173-9 housing manager, to become the

GS-1173-11 housing manager at Golden Gate. She writes: "This is a return to California, where I was born and raised, and it is very exciting for me." Work address: NPS, Building 201, Fort Mason, San Francisco, CA 94129.

Bill Halainen (LIBI 74, MEVE 75-77, COLO 78-80, MIMA 80-85, WASO 85-94) has left Ranger Activities in WASO, where he was a staff park ranger, and is now the management assistant at Delaware Water Gap. Address: 4032 Conashaugh Lakes, Milford, PA 18337.

Christopher Husgen is a GS-9-11 park ranger (instructor) at Gateway NRA, where he provides training and field experiences to qualify Job Corps students for entry level GS-4 positions. Previously he spent five years as a seasonal in both interpretation and law enforcement at Olympic, Denali, Everglades, Cape Cod, Minuteman and Ellis Island. He is excited about his first permanent position with the government.

Reed Jarvis (ROVA 61-62, JNEM 63-64, WASO 64-65, SFSC 66-71, OLYM 71-79, EBLA 79-85, PNRO 85-94), regional chief ranger in PNRO, has retired from active service "to enjoy life with Denise." Reed retired with 36 years and 10 months of federal service, and is a Korean War and Desert Storm veteran. He currently is serving as a VIP at PNRO and Klondike Goldrush (Seattle). Address/phone: 8666 SE 75th Place, Mercer Island, WA 98040; (206) 236-2596.

Jay Liggett (GRCA, INDU, BIBE, DRTO, VOYA, EVER) has moved from the Flamingo district ranger position at Everglades to chief ranger at Theodore Roosevelt National Park. Address: P.O. Box 456, Medora, ND 58645.

Dave Mihalic (GLAC, BLM/Alaska, YELL, YUCH, GRSM, MACA, WASO [detail]) has left Mammoth Cave, where he was the park's superintendent, to become the superintendent of Glacier. **Jeri Mihalic** (YOSE, INDU, BAND, CACO, NOCA, SERO) continues as an administrative officer trainer; she recently completed a detail to WASO Personnel where she worked on the policy directive on dual careers and on implementation of the Fam-

ily and Medical Act. Address: P.O. Box 416, West Glacier, MT 59936.

Deb Nordeen (BOST 82-84, NCP-Mall 84, JNEM 84-85, CHIR 85-88, ORPI 88-90, AMIS 90-93) has left Amistad, where she was GS-9 chief of interpretation. She is presently "at home caring for sons Ethan and Nathaniel and is seeking a permanent or temporary position at one of the south Florida parks." She is married to **Phil Selleck** (see below). Address/phone: 1685 N. Goldeneye Lane, Homestead, FL 33035; (305) 248-5072.

Jon Paynter (INDU 75-79, EVER 79-84, COLM 84-92, WASO 92-94) has left the Washington Office, where he was a natural resources specialist and natural resource trainee (Class VI), and headed to Denali, where he is the park's natural resource specialist. He is "heading north to rejoin spouse **Lisa Eckert** and fulfill a life-long dream." Address/phone: P.O. Box 102, Denali Park, AK 99755; (907) 683-2915.

Warren Rigby (PEFO 70-71, BRCA 71-72, CATO 72-73, BLRI 73-75, ISRO 75-78, NOCA 78-88, NWAK 88-94) has retired. Prior to leaving the Service, he was the GS-12 chief ranger in Northwest Alaska Areas. Address/phone: 492 S. 150 W., Cedar City, UT 84720; (801) 586-7005.

Sarah Robinson (ANDE 76-89, JICA 88-89, MACA 90-92) has moved from Mammoth Cave, where she was a GS-9 supervisory park ranger, to the U.S. Army Corps of Engineers, where she's now a GS-11 supervisory park ranger at Lake Sidney Lanier in Georgia. She writes: "I now work with 1996 Olympics, Paralympics and other special event planning for Lake Lanier." Address/phone: P.O. Box 567, Buford, GA 30518; (404) 945-9531 (work).

Phil Selleck (BOST 83-84, USBP 84-87, ORPI 87-90, AMIS 90-93) has left Amistad, where he was the GS-9 district ranger in Diablo East District, and is now the GS-11 law enforcement specialist for Everglades. Phil also serves in that capacity for Dry Tortugas. He is married to **Deb Nordeen** (see above).

Freddi Steele (GATE-SHU 76-81, DEVA 81-86, BIBE 86-88, FOUN 88-90, EDIS 90-91) has left NCR, where she was a GS-334-

11 computer specialist in the Information Management Division, and is now a GS-334-9 computer specialist "with pay retention" at the Grand Canyon. Address: Box 1583, Grand Canyon, AZ 86023.

Charlie Strickfaden (GRCA 87, GRSM 88, DENA 89, FONE 90-92, GOFA 92-94), formerly a GS-7 law enforcement ranger in Point Reyes' North District, is now a GS-7 law enforcement ranger in Golden Gates' Ocean District. Address/phone: 170 Pierce Point Road, Inverness, CA 94937; (415) 669-7030.

Jim Unruh (DEVA 73-84, BIBE 84-87, DENA 87-91, GRBA 91-94) is now a park ranger/pilot at Big Bend. Until recently, he was the protection specialist at Great Basin. Address: P.O. Box 90, Big Bend National Park, TX 79834.

David Walton (ROMO 78-82, BLM in Kremling 85-86, DINO 87-90, CANY 90-94) has been promoted. David was a GS-5 river area ranger in Canyonland's River District; he is now a GS-7 in the same district. Address/phone: 125 W. 200 S., Moab, UT 84532; (801) 259-5277.

ANPR President Rick Gale Wins Prestigious Yount Award



President Clinton gives ANPR President Rick Gale the new Harry Yount Lifetime Achievement Award. Interior Secretary Bruce Babbitt (far left), and *New York Times* publisher Arthur Ochs Sulzberger (far right), look on. The *New York Times* sponsored the award. Gale was honored in May at the White House for his outstanding work as a ranger during his 36 years with the Service, as well as his leadership of the Association in its efforts to improve ranger working conditions and benefits, increase park operating budgets, strengthen resource protection capabilities and maintain the integrity of the National Park System.

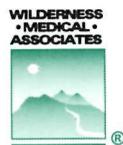
YOU can handle backcountry emergencies with training from Wilderness Medical Associates.



All outdoor professionals may find themselves in situations where help is more than a phone call away. Typical first aid courses train students to provide care before an ambulance arrives. Wilderness Medical Associates specializes in practical medical training for areas where help is miles away and dialing 911 is not an option.

Our method is experiential and our courses are tough, with emphasis on practical sessions and video taped simulations using made-up victims. Preferred by Outward Bound, The National Park Service, and many universities. Spend your next vacation on one of our Wilderness First Responder or Wilderness EMT courses and experience the highest quality training available.

"The National Park Service has reviewed [this] Wilderness EMT program and approves and applauds the concept as well as the curriculum!"
- Charles R. "Butch" Farabee, Jr.
Emergency Services Coordinator
National Park Service



WILDERNESS MEDICAL ASSOCIATES

24 HOUR MESSAGES
1-800-742-2931

RFD 2 Box 890
Bryant Pond, ME 04219
(207) 665-2707

Missing Persons

We've lost touch with the following people. If you know their whereabouts, please contact Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831.

Larry Hach	Munising, MI
Robert Baker	Devil's Tower, WY
Edward Clark	Flanders, NJ
Craig Iverson	Yellowstone, WY
Jonathan Smith	Mancos, CO
Julie Weir	Denali Park, AK
Brian Rutledge	Tucson, AZ
Gregg Fauth	Vancouver, WA
Jean Matthews	Corvallis, OR
Kenneth Arzarian	Beverly Shores, IN
Ivan Kassovic	Springdale, UT
Don Killian	Bozeman, MT
William Bailey	San Jose, CA
Brian McCullough	Moab, UT
Brian Flory	Seward, AK
Eugene Paul	Western Region

ONPS Budget (continued from page 15) well as to undermine the professional credibility, hard work and dedication of this agency's employees. I believe that a nation which has chosen to set aside its special places by creating a National Park System can do better.

— John Cook, Regional Director

Letters (continued from page 2)

his theories by quoting remarks made by Shenandoah Superintendent Bill Wade using them to highlight his premise that "if management handled park rangers working in the urban environment in a fair and equitable way, the morale of the ranger work force in those areas would change 180 degrees." If Clark chose to back up his theories with research, he'd find many examples of high morale and quality management in urban NPS areas.

Clark asserts that "most national park rangers don't join the NPS to work their entire careers in an urban park." I'm not sure how Clark came up with this broad generalization. I suppose most park rangers don't join the NPS to work their entire careers in the middle of nowhere either. I would hope that most rangers seek employment and advancement in areas where they can learn and contribute the most, and where they'll find opportunities for a fulfilling professional and personal life.

Clark gives a "few intricacies of what urban national park rangers have to endure if they decide to accept a chance at a permanent position . . ." I have lived and worked in urban areas throughout my NPS career and can express a few intricacies of my own.

I have shared apartments and houses in vibrant, urban areas with people who didn't work for the NPS. I've had access to all of the amenities of urban life. I have found it possible, even earlier in my career, to live on my own without the help of mom, dad, the federal government or food stamps. I have never commuted 200 miles to work, but occasionally I take the subway when I don't feel like walking. I have chosen to live in a neighborhood that is one of my city's most ethnically and economically diverse. I have co-workers who send their children to city schools. By working with the city's teachers on a regular basis, I have come to know their commitment and dedication. Our permanent and seasonal park ranger staff is diverse, urban and committed to our resources. Our turnover in the Division of Interpretation is low and the applicants are many.

If Clark would like to assist us here in urban areas, he might first look at some of the recent initiatives supported by ANPR. Special salary rates for park rangers working in urban areas and the Ranger Careers Program has had immediate, positive results. Perhaps Clark could look more

closely at the Ranger Careers Program as it relates to seasonal park rangers. I have several long-term seasonal park rangers who would make excellent permanent park rangers. It would be unfortunate for them, for our program, resources and the public if I were forced to select individuals who feel obligated to accept a position in an urban NPS area simply because "opportunity knocks" and they "have no other choice," when there are so many who have the talent, dedication and commitment to our urban NPS resources.

*John Piltzecker, Chief of Interpretation
Downtown District, Boston NHP*

Editor:

I was struck by Bruce Edmonston's article (Spring 1994) concerning leadership and management skills, not because of high hopes enkindled by his optimistic article, but because of a glaring misstatement of leadership concerning responsibility.

He writes: "As a group we were taught to empower our employees, to give the responsibility *and the authority* to people to make decisions in their areas." This sentence is rather the opposite of the true axiom of leadership, which is "You can delegate authority, but you can *never* delegate responsibility."

I suppose some might think it a simple issue of semantics, but the difference between these approaches should be clearly understood. Following the true axiom of leadership, the leader assigns tasks to subordinates, and gives them the authority to carry out those tasks, but when things are not getting done, or are going wrong, it is the leader who must always bear the responsibility and take corrective action.

I assume that the author meant what he learned was not only to delegate assignments to employees, but to give them full authority to carry out such assignments as well, therefore agreeing somewhat with the above axiom.

Unfortunately, what I observe in the Park Service is quite literally reflected in Edmonston's statement. Responsibility is often given away, and leaders fail to keep and bear the responsibility that must be theirs by the positions they hold.

Having viewed the Park Service as both a seasonal employee and a taxpayer, I was aghast at the poor state of affairs at the park I worked at — the low skill level and lack of training for personnel, improper

prioritization of funding needs and mis- sions, failure to fully address safety concerns and longstanding issues concerning employee compensation and benefits, and failure to regulate concessionaires effectively.

These problems must be pinned exactly where they belong — on poor leadership.

If employees are not well prepared by the Service to perform in their jobs, why don't supervisors step in and help out? Why don't supervisors provide guidance, assist in setting priorities, or obtain or conduct training to improve skill levels?

Must employees be left to flounder on their own? Shouldn't supervisors as leaders be accountable for the failures of their subordinates? When equipment is inadequate to ensure safe mission performance, why must it continue to be used?

Shouldn't operating guidelines be developed to limit operation to safer practices until more capable equipment can be obtained? When one park is undermanned and barely able to provide for the safety of visitors, why is another park in the region, with fewer visitors and more concentrated use, able to fund manning at relatively extravagant levels?

These are just a few scenarios that I observed in the Park Service. As a graduate of the U.S. Coast Guard Academy and a Coast Guard officer, I feel it is not necessary to look very far to find the source of most of the Park Service's problems.

Poor leadership is evident from the top down, everywhere one looks. One of the biggest mistakes of Park Service leaders is failure to accept responsibilities that come with their positions, and a tendency to give responsibility away to subordinates.

I'm glad the NPS has a Leadership and Management School, but I'd feel better if future leaders were being trained to fully accept their responsibilities and not try to give them away in the name of some passing managerial cliché like empowerment. The Park Service is nearly in extremis, and if not already failing substantially, it will soon be failing to perform the missions for which it was created.

Only by getting strong, vigorous leaders can the Park Service begin to reform and perhaps some day be an organization worthy of the custody of the great lands which have been entrusted to it.

*Brian Flory
Former Seasonal, Glacier Bay*

RANGER: FALL 1994

All in the Family Submission Form

Please reproduce this and pass it on to anyone you know who might be transferring, leaving the Service or getting promoted.
Entries must be legible!

Send submissions to: Bill Halainen, 4032 Conashaugh Lakes, Milford, PA 18337.

Name _____

Past Parks: Please use four-letter acronym and years at the park (MIMA '80-'85, YOSE '86-'93). No more than six parks, please.

Old Position: Please give park, district, series, grade and title _____

New Position: Please give park, district, series, grade and title _____

Address and Phone Number (provide only if you want it listed) _____

Other Information _____

Association of National Park Rangers

Membership fees may be deductible as business expenses. Contact your IRS office for details.

Important: Please specify New Membership Renewal Date: _____

Name (last, first, MI): _____ Title: _____

Box or Street _____ Division: _____

City: _____ State: _____ Zip: _____

NPS Employees: Park four-letter code (i.e., YELL) _____ Region: (i.e., RMR; WASO use NCR) _____

	Category	Type of Membership (check one)	
		Individual	Joint
Active <i>(all NPS employees)</i>	Permanent	<input type="checkbox"/> \$ 30.00	<input type="checkbox"/> \$40.00
	Seasonal	<input type="checkbox"/> \$ 20.00	<input type="checkbox"/> \$27.00
	Retired	<input type="checkbox"/> \$ 20.00	<input type="checkbox"/> \$27.00
Life* <i>(open to all individuals)</i>	Active (NPS Employee)	<input type="checkbox"/> \$375.00	<input type="checkbox"/> \$500.00
	Associate	<input type="checkbox"/> \$375.00	<input type="checkbox"/> \$500.00
Associate	Regular	<input type="checkbox"/> \$ 30.00	
	Student	<input type="checkbox"/> \$ 20.00	
Supporting (indiv. & organizations)		<input type="checkbox"/> \$100.00	
Contributing (indiv. & organizations)		<input type="checkbox"/> \$500.00	
Subscriptions: 2 copies of each issue to organizations only		<input type="checkbox"/> \$ 30.00	

Important Notice
In order for ANPR to be an effective, member-oriented organization, we need to be able to provide park and regional representatives with lists of members in their areas. It is therefore, vital that you enter the park and regional four letter codes before submitting your application.

Administrative Use	
Date: _____	
Rec'd \$ _____	Check # _____
By: _____	

To help even more, I am enclosing an extra contribution: \$10 \$25 \$50 \$100 Other

The person who recruited me was _____

* Life members may pay in five installments of \$75.00 (for individuals) or \$100.00 (for joint memberships) over a 24-month period.

Return to: Association of National Park Rangers, P.O. Box 307, Gansevoort, NY 12831

Do you have friends who'd like to learn more about ANPR?

NPS Other

NPS Other

Name _____

Name _____

Address _____

Address _____

City _____ State _____ Zip _____

City _____ State _____ Zip _____

Directory of ANPR Board Members, Committee Chairs & Staff

Board of Directors

President

Rick Gale, Branch of Fire and Aviation, Boise
4074 S. Iriondo Way, Boise, ID 83706
(208) 343-2412

Vice President, Special Concerns

Bill Wade, Shenandoah
3041 Mount Heights Road, Front Royal, VA 22630

Vice President, Professional Issues

Ken Mabery, El Malpais
1749 Blue Spruce, Grants, NM 87020
(505) 287-4538

Vice President, Communication/Representation

Jeff Karraker, Capulin Volcano
P.O. Box 57, Capulin, NM 88414
(505) 278-2565

Secretary/Treasurer

Patti McAlpine, Olmstead
347 Broadway St., #2, North Attleboro, MA 02760
(508) 699-9304

North Atlantic Regional Rep

Sherry Justus, Edison
808 Harmon Cove Towers, Secaucus, NJ 07094

Mid-Atlantic Regional Rep

Barry Sullivan, Delaware Water Gap
11 Walpack Flatbrook, Layton, NJ 07851

National Capital Regional Rep

Gary Pollock, George Washington
7708 Random Run Lane, #103, Falls Church, VA 22042
(703) 280-0904

Southeast Regional Rep

Darlene Koontz, FLETC
1192 Sea Palms W. Dr., St. Simons Island, GA 31522
(913) 634-9424

Midwest Regional Rep

Bruce McKeeman, Voyageurs
218 Shorewood Drive, International Falls, MN 56649
(218) 283-4874

Rocky Mountain Regional Rep

Dan Moses, Dinosaur
P.O. Box 96, Jensen, UT 84035
(801) 781-0826

Southwest Regional Rep

Judy Chetwin, SWRO
29 Valencia Loop, Santa Fe, NM 87505
(505) 983-3854

Western Region

Meg Weesner, Saguaro
9352 E. Trail Ridge Place, Tucson, AZ 85710
(602) 290-1723

Pacific Northwest Regional Rep

Barb Maynes, Olympic
29 Tamarack Lane, Port Angeles, WA 98362
(206) 457-7536

Alaska Regional Rep

Rick Mossman, Wrangell-St. Elias
P.O. Box 137, Yakutat, AK 99689
(907) 784-3282

Committee Chairs

Budget and Finance

Patti Dienna, Mid-Atlantic Regional Office
48 Iroquois Court, Wayne, PA 19087
(215) 296-8334

Dual Careers

Sheila Cooke-Kayser, Boston NHP
4 Pickering Court, Danvers, MA 01923
(617) 242-5688
Rick Jones
1000 Mallory St., #84, St. Simons Island, GA 31522
(912) 638-9278

Employee Development

Gary Warshefski, Fort Stanwix
302 W. Cedar St., Rome, NY 13440
(315) 337-5176

Housing

Rick Smith, Southwest Regional Office
2 Roadrunner Trail, Placitas, NM 87043
(505) 867-0047
Tom Cherry, FLETC
1495 Wood Ave., St. Simons Island, GA 31522-3949

International Affairs

Barbara Goodman, DeSoto
4725 50th St. West, #1408, Bradenton, FL 34210
(813) 792-1841

Mentoring

Hal Grovert, Delaware Water Gap
Rd. 6, Box 6136, East Stroudsburg, PA 18301
(717) 424-7085

Nominations

Tony Sisto
P.O. Box 1131, Seattle, WA 98111-1131
(206) 728-9686

Promotional Items

Tessy Shirakawa, Alaska Regional Office
7020 Hunt Ave., Anchorage, AK 99504-1875

Recruitment

Karen Wade, Wrangell-St. Elias
P.O. Box 234, Glenallen, AK 99588
(907) 822-3122

Retirement

Frank Betts
4560 Lark Bunting Drive, #7A, Fort Collins, CO 80526
(303) 226-0765

Seasonal Concerns

Wendy Lauritzen, Northwest Alaska Areas
P.O. Box 1029, Kotzebue, AK 99752
(907) 442-3890

Twenty-Year Retirement

Mark Harvey, Yosemite
P.O. Box 187, El Portal, CA 95318
(209) 379-2235

Women's Caucus

Marie Rust, North Atlantic Regional Office
13 Bowden St. LC, Boston, MA 02114
Elaine D'Amico Hall, Everglades
135 Ocean Bay Drive, #1, Key Largo, FL 33037

Staff

Editor, Ranger

Teresa Ford
26 S. Mount Vernon Club Road, Golden, CO 80401
(303) 526-1380

Business Manager

Debbie Gorman, Saratoga
P.O. Box 307, Gansevoort, NY 12831
(518) 793-3140



Association of National Park Rangers
P.O. Box 307
Gansevoort, NY 12831

ADDRESS CORRECTION REQUESTED

**Non-Profit
Organization
U.S. Postage
PAID
Golden, CO
Permit No.158**