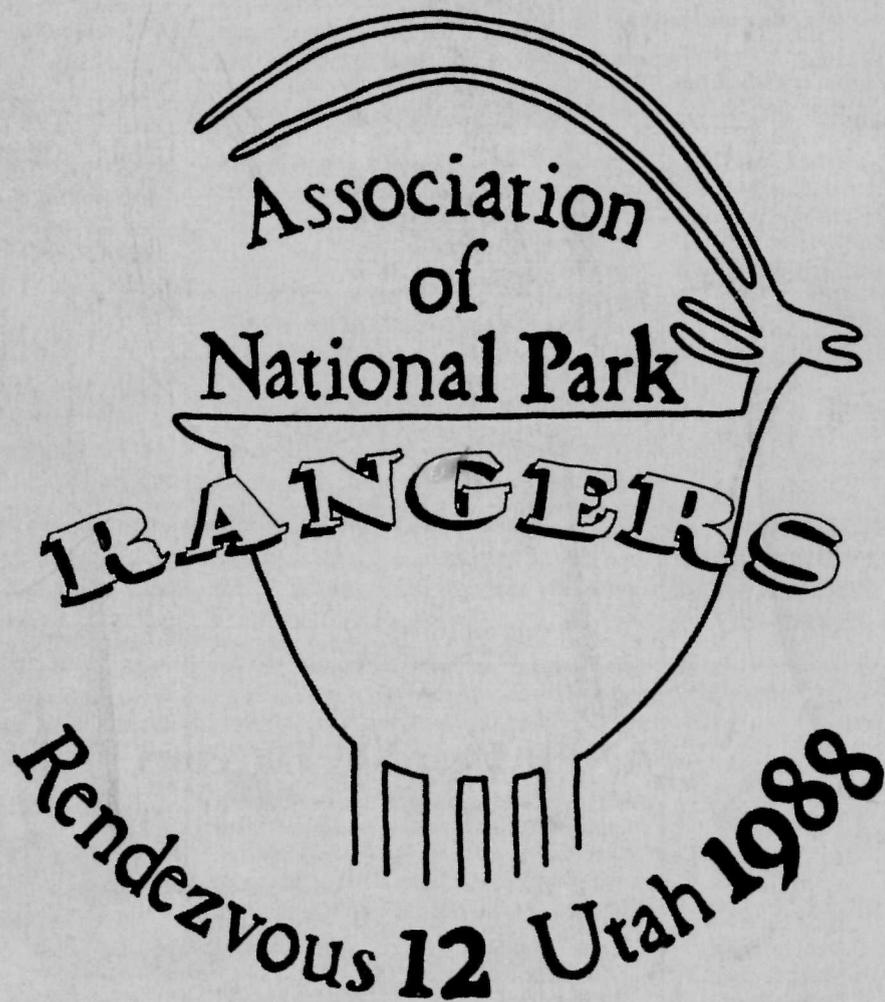


# RANGER

The Journal of the Association of National Park Rangers

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Vol. V, No. 1 Winter, 1988/89



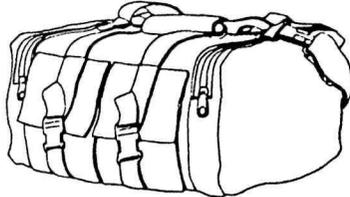
Rendezvous XII

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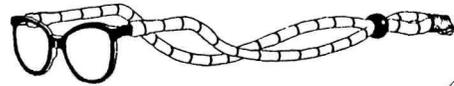
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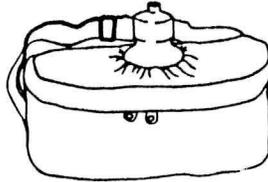
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 C&O Canal  
 Natchez Trace  
 Cuyahoga  
 Custer  
 Big Bend  
 Yosemite  
 Nez Perce  
 Gates of the Arctic

# RANGER

The Journal of the Association of National Park Rangers

Vol. V, No. 1 Winter, 1988/89

*Ranger* 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.

### Submissions

Letters and manuscripts should be sent to Bill Halainen, Editor, *Ranger*, Apt. D-422, 3004 Lee Highway, Arlington, VA 22201 (703/522-4756). Prospective authors should contact the editor before submitting articles; editorial guidelines are available upon request. All submissions should be typed and double-spaced.

### Deadlines

The deadlines for the next three issues of *Ranger* are as follows:

Spring	February 1, 1989
Summer	May 1, 1989
Fall	August 1, 1989

### Change of Address

Because *Ranger* is bulk mailed, it is *not* automatically forwarded when you change addresses. It is, therefore, very important that members advise the Association of changes of address *as soon as possible*. Please send a change of address card either to the editor (address above) or to Debbie Gorman, Business Manager, P.O. Box 307, Gansevoort, NY 12831.

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## President's Message

Ranger Rendezvous XII was very successful. Despite some not totally unfounded fears that no one would attend due to the length of the 1988 fire season, 250 people registered at Snowbird. What we received, thanks largely to the efforts of Jim Brady, Jan Hill and Scott and Susan Isaacson, was well worth the trip to Utah.

The Rendezvous program was excellent. Six diverse speakers did everything from giving us a further charge to support the National Park System (rocks need advocates, too!) to giving us the charge to challenge ourselves, that we must do something. Highlights of several of these keynote addresses are contained elsewhere in this journal.

Based on a resolution adopted last year at Great Gorge, the business of the Association was conducted on the floor at the Rendezvous. The board of directors meeting did not cover substantive matters, but dealt only with internal housekeeping chores. While this meant that more time had to be reserved on the Rendezvous program for ANPR business, this was the direction the membership indicated the Association should take. What we need now is some feedback. Did this manner of conducting ANPR business work the way you envisioned it would? If not, what needs to be done? Please contact any member of the board with your thoughts and suggestions for improvement.

I had two personal highlights at this Rendezvous. First was the presentation and acceptance, after some discussion and rewording, of the "Toward 1993" report. This plan will give us a sense of direction for the future, some five year (or maybe longer) objectives, and some very specific goals to accomplish. What is now needed is implementation. To do that requires your participation — in setting priorities for accomplishment and in accomplishing those priorities.

The second highlight for me at this Rendezvous was the large number of first time Rendezvous attendees. More important was the willingness of those individuals to actively participate in the discussions and debates, thereby deepening and broadening all of our levels of understanding and concern. My congratulations to all Rendezvous firsters!

ANPR continues to have some problems with individual Rendezvous sites. To alleviate these, we have established a Rendezvous Command Team, whose purpose will be to put site coordination and negoti-

ation on a more businesslike approach with tighter, very specific contractual provisions. I have also asked this group to consider the possibility and feasibility of alternative times of the year for Rendezvous. For example, would a spring Rendezvous be workable every so often? This could not occur until at least 1992, as we have preliminary contracts already negotiated with the Arlington Hotel (Hot Springs) in 1989, the Showboat (Las Vegas) in 1990 and the Sheraton Harbor (Fort Myers) in 1991. If you have ideas for alternate Rendezvous sites or times, please contact either Dennis Burnett, Kathy Loux or Bill Wade.

Based on discussions at Rendezvous XII, I have asked Debbie Trout to chair a group to take a long term look at membership categories and the dues structure. Since some of the priority goals we derive from our long range plan will require funding, this review will be particularly important. Debbie will be looking for ideas, so contact her with your thoughts.

Finally, ANPR recently received a letter from Director Mott regarding ranger pay. The contents of this letter are contained elsewhere in this issue of *Ranger*. ANPR will continue to monitor this and other issues and keep you informed.



## Letters

Letters to the editor should be typed and 500 words or less in length. Send to: Editor, *Ranger*, Apt. D-422, 3004 Lee Highway, Arlington, VA 22201.

Editor:

I'd like to clarify a couple of questions about the National Alliance of Park Rangers and Firefighters which Rick Gale brought up in the fall issue of *Ranger*. Rick was concerned that the Alliance (as well as the FOP) was apparently not concerned with "perpetuation of the National Park System." As I'm sure most rangers would agree, a healthy Park Service requires skilled and dedicated employees to manage and operate it. As Rob Arnburger and others have pointed out, a lot of good rangers are leaving the NPS because they can't afford to work for it. The Alliance sees this exodus as a grave threat to the perpetuation of the Service. As such, we are seeking to bring pay and position descriptions more in line with our duties as well as comparable jobs in private industry.

We also have a resource committee which will work directly on various resource management problems (e.g. low flying aircraft, providing comments from the field on the NPCA reexamination of the Leopold Report, etc.).

Some concern has also been expressed that NAPRF is needlessly duplicating some of the work of the ANPR and creating a schism where we should be united. As we have tried to make clear before, the Alliance will work cooperatively with other organizations to achieve our goals. More importantly, though, our bylaws (and IRS tax status) allow us to lobby Congress directly for needed changes. The ANPR cannot do this without a change in its tax exempt status.

Our goals are similar though our methods may differ somewhat. I like to think that our respective efforts will compliment each organization, leading to improvement in working conditions and perpetuation of the National Park System.

George Durkee  
Sequoia/Kings

\* \* \*

### Hot Line

Due to the almost complete disinterest the membership has shown toward the idea of being able to call up and express concerns about any and all matters pertaining to the ranger profession and the Association, the "hot line" has been terminated.

## Legislative Actions

Bill Lienesch  
NPCA

Congress was extremely active on park issues over the summer and fall. More new parks were added to the National Park System than at any other time during this Administration.

Perhaps the most fascinating area is the new park that will be located on American Samoa. This area is composed largely of tropical rainforests. It has a variety of natural and cultural resources that have been protected by the Samoan people. One of the most interesting aspects of these lands is their representation of the indigenous Samoan conservation ethic, which closely parallels the National Park Service ethic. Other natural areas added to the System include the Mississippi River and National Recreational Area near Minneapolis, the Gauley River National Recreation Area in West Virginia, and City of Rocks in Idaho, whose exposed rocks are the oldest known anywhere in the Far West.

Several new historic/cultural units were also added to the System. Zuni-Cibola National Historical Park becomes the first national park totally located on Indian Trust lands and seeks to preserve aspects of one of the most durable and richest Indian cultures in North America. Charles Pinckney National Historic Site, located just outside Charleston, South Carolina, preserves an endangered National Historic Landmark which was the home of an important American patriot. Natchez National Historical Park anchors the 450-mile Natchez Trace Parkway to the town of Natchez, Mississippi. The park will also preserve the antebellum mansion Melrose.

Poverty Point National Monument preserves the largest and most complex geometrical earthwork in North America and Haggerman Fossil Beds National Monument protects world renowned fossils over 3.5 million years old. The San Francisco Maritime National Historical Park is composed of historic ships and some historic structures previously administered by Golden Gate National Recreation Area.

In addition to these new park areas, several new National Historic Trails were designated: the Santa Fe Trail, the Trail of Tears, the Coronado Trail, the De Soto Trail, and the Masau Trail (which was set aside earlier as part of the El Malpais National Monument).

There were also a number of important boundary expansions legislated by Congress. The one receiving the most attention was the 562-acre addition to Manassas National Battlefield Park. In mid-November, when President Reagan signed the Tax Technical Corrections bill,

to which the Manassas expansion had been attached, the battle to preserve the William Center parcel and add it to Manassas ended. In northern Virginia, a developer proposed to construct a massive development including a 1.2 million square foot shopping mall atop a promontory, Stewart Hill, which overlooks and is immediately adjacent to the national battlefield. Strong grassroots organizing by the National Heritage Coalition (composed of virtually every major conservation and historic preservation organization in the nation) garnered tremendous bi-partisan support in Congress for a bill which led to a legislative taking of the property. This little-used procedure circumvented the usual Federal land acquisition process, and immediately added the tract to the national battlefield park. A Federal court is expected to decide the value of the property at a future date.

A second major boundary expansion was the 142,000-acre addition at Big Cypress National Preserve. These lands are critically important for the preservation of the Florida panther and for the protection of water for Everglades National Park. Congress also passed legislation authorizing the exchange of lands in the Big Cypress addition owned by the Collier Companies for land in Phoenix, Arizona.

Other boundary expansions occurred at John Muir National Historic Site, Salem Maritime National Historic Site, Aztec Ruins National Monument, Guadalupe Mountains National Park, Big Bend National Park, New River Gorge National River, Canaveral National Seashore, and Congaree Swamp National Monument. Congress also established wilderness at Congaree and at the three national parks in Washington — Olympic, North Cascades, and Mount Ranier.

Several other laws were passed which benefitted the National Park System. The Geothermal Steam Act Amendments added Crater Lake and Big Bend to the list of parks with significant geothermal resources. Congress authorized the relocation of a highway out of Chickamauga and Chattanooga National Military Park and the acquisition of additional lands at Antietam National Battlefield.

And the entire System benefitted from legislation which strengthened the Archaeological Resources Protection Act (ARPA). Among other actions, Congress reduced the threshold for a felony from \$5,000 to \$500 and made it a crime to *attempt* to damage, deface or otherwise destroy an archeological site.

## ANPR Comments

Although this Association has frequently voiced its concerns to the Directorate, the Department and others on a variety of issues, we have not regularly apprised the membership of actions we have advocated or positions we have taken. *Ranger* is therefore printing excerpts from letters, papers and other documents through which we have addressed concerns of the membership and the profession.

\* \* \*

In response to concerns about ranger pay voiced in these pages (see Hugh Dougher's "Ranger Salaries: Past, Present and Future" in the summer *Ranger*), the Director has sent the following letter to President Rick Gale:

Dear Rick:

In a recent issue of *Ranger*, I noted the Association's interest in salary adjustments for rangers, not only in high areas but for the work they perform. I am sure you know of my interest in this subject. The attached correspondence will give you some information on what we and other Federal agencies are trying to do to resolve the pay disparity with the private sector and improve recruitment and retention problems.

In addition, there have been other initiatives that you may be aware of — however, I'll mention a few:

As a result of new ranger standards, and a classification supplement issued by the Grade Comparability Task Force, over 310 GS-5 and 6 rangers have been promoted to the new GS-7 positions, more than doubling the number of GS-7's. The overall promotion rate for rangers during the past year has been about 20 percent, mainly as a result of these efforts.

We are in the process of applying a new Police Standard to law enforcement ranger positions. We believe that with effective organization and position design efforts, more positions will be strengthened between the GS-5 through 9 grade levels. We will conduct a classification workshop in November to assure adequate and consistent application of these standards which can be cross-referenced with the ranger standards.

To assure grade comparability of Investigator Rangers with other special agents in agencies such as the Drug Enforcement Administration and the U.S. Customs Service, we lifted the moratorium on using the Criminal Investigator, GS-1811 positions which upgraded several ranger positions using the 1811 series. So far, however, only one position has been established in this series. We believe that now that the "ice has been broken," more of these kinds of investigators could be recognized.

One of the main obstacles in

establishing career ladders and better grade structures to support the Service's mission and skills needs is limited knowledge of good organization and position design practices. To remove these obstacles we have planned extensive orientations in position management during FY 1989. We are in the process of finalizing the training package which will comprise classification, position management, and career management principles.

We issued a career management handbook to assist supervisors and employees in career planning. The handbook points out all the personnel management tools available to supervisors and suggests a more systematic way for attracting and developing current and future work force needs. In the handbook, we suggested the future development of program specialists in resource management, interpretation, law enforcement and protection, which can advance under career patterns to grades at the GS-11, 12, and 13 levels without necessarily having to become supervisors and managers.

We have high expectations that some of these efforts to resolve our pay problems will be successful.

Sincerely,

William Penn Mott, Jr.  
Director

The following memo from the Associate Director for Budget and Administration to the Director was attached to Director Mott's letter:

The Department of the Interior informed us that legislation has been introduced in the Congress to give FBI Agents assigned to New York extra pay to defray the costs of living and working there. If the legislation is approved, it will certainly open the door to other Federal employees in the New York area obtaining similar benefits.

One of the proposals in another piece of legislation expands the use of OPM monitored demonstration projects. A suggested demonstration project is the revision of up to 25 percent Cost of Living Allowance (COLAs) for employees in high cost areas. This would be similar to current COLA programs in areas such as Alaska, Hawaii and the Virgin Islands.

In the meantime, we and several other agencies are actively pursuing Special Pay Rates for groups of employees for which we are experiencing recruiting and retention problems in high cost areas. We already have approval of special salary rates for lifeguards in New York and certain maintenance employees in the Boston and Eastern Massachusetts areas which includes Cape Cod. The North Atlantic Region is working with other agencies in

Eastern Massachusetts to get a special rate approved for all employees GS-5 and below.

We are continuing to monitor progress on all of these fronts and have informed other high cost areas and remote areas to pursue any open courses to similar action elsewhere in the Service. Efforts are underway in such places as South Florida, St. Louis, Philadelphia and Alaska.

\* \* \*

In the spring issues of *Ranger*, we will begin providing you with follow-ups on previous letters sent by the Association to the Directorate, Department and Congress in an attempt to resolve other issues of interest to the membership.



### Seasonal Insurance

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

- a major medical plan which provides comprehensive health care benefits for you and your family, with up to \$1 million maximum lifetime benefits per insured person, a choice of deductibles, affordable group rates and comprehensive benefits both in and out of hospital;
- a supplemental hospital plan which provides up to \$100 per day in cash to help pay for those extra "out-of-pocket" medical expenses your basic insurance doesn't cover and offers a choice of daily cash benefits up to the above noted ceiling, optional spouse and dependent coverage, affordable group rates and guaranteed acceptance if under age 60 and actively at work;
- a Medicare supplement plan which helps fill the gaps in Federal Medicare benefits;
- group term life insurance up to \$150,000 maximum coverage, with optional spouse and dependent coverage, and affordable group rates.

If you'd like more information on this program write to Marsh McLennan Associates, P.O. Box 7157, San Francisco, CA 94120, or call 1-800-227-4316 (1-800-982-8080 in California).

## Board and General Meetings

At last year's Rendezvous, the membership recommended that all board business — except for routine "house-keeping items" — be conducted in general session, so the initial meeting of the board of directors on Sunday was limited to a discussion of some administrative matters and the need for possible revisions to the by-laws.

The first item of business was the review of the by-laws. Business manager Debbie Gorman had reviewed them during the year, and asked that the board determine whether or not changes were needed in several sections where revisions seemed in order. A discussion was held on each; the highlights follow:

- The provision that sustaining memberships must be approved by the president was not changed. It was suggested that this arrangement might prove to be awkward administratively, but the board felt that it was not a particular concern due to the relative dearth of such memberships.
- A by-law exists which allows associate life members, and a change was proposed which would separate them from active life members, since the former can vote but the latter can not. It was decided that this problem can be handled administratively, and no change was made to the by-law.
- A by-law change was recommended which would create a dual-career membership category. Such memberships would give each partner full member rights at reduced cost. After extended discussion, the board voted unanimously to table the suggestion until it could be reviewed by the dual career committee.
- Questions over the propriety of having the secretary-treasurer tallying election votes when that person may be running for office led to a proposed change which would delegate all election duties to the business manager. The board felt that the current arrangement should not be changed, but that controls, such as numbering and tracking ballots, should be instituted.
- A current by-law mandates an annual audit of Association accounts. This has not been done because it would be costly and difficult to coordinate, and it was suggested that the by-law should be revised. The board decided against such a change, but recommended that money be authorized to allow the business manager and secretary-treasurer to meet for an audit or to pay for a professional audit.
- A by-law exists which requires bonding of key officers to protect the Association financially, but these have proven to be highly expensive. The consensus of the board was the Debbie Trout, Debbie Bird

and Debbie Gorman should meet and discuss both the audit and bonding issues and make specific recommendations to the board.

The board then moved on to other matters, and the following actions were taken:

- A motion was made that ANPR accept a donation of 1-2-3 software made by the Lotus Corporation (the by-laws requires a formal board vote of acceptance). It passed unanimously.
- A motion was made to formally ratify the telephone decision made last summer to change the wording in section C of the statement of purpose from "political involvement" to "legislative involvement." The IRS required the Association to either make the change in terminology or lose its tax exempt status. The board unanimously approved the decision.
- Rick Gale asked Cliff Chetwin, Debbie Gorman and Bill Wade to look at the overall issue of liability and property insurance for the Association.
- A discussion was held on the need to raise dues, since the Association may operate in the red next year. Action was deferred to the general meeting later in the Rendezvous.

\* \* \*

Rick Gale opened the first session of the Rendezvous with his "state of the Association" report.

Rick began by saying that this Rendezvous should be one in which the membership looked to the future in general and to the coming year "as the first incremental

step toward the next five years" of Association growth.

"At this Rendezvous, we are deliberately providing open floor time for ANPR business," he said. "This is a time for you to bring forth your concerns — and your commitments. It is a time to identify a process to lead to solutions and successes."

Rick observed that several other organizations and task forces are currently focusing on the employee as the key element of the organization and as the foundation of system health and growth, and noted that "the strength of ANPR has always been — and will continue to be — the employee."

Although ANPR has worked to improve employee conditions, it has been hampered in recent years by a lack of clear goals and by member impassivity. In order to correct this situation, a task force was formed this year to develop a five-year plan for the Association which would both define directions and help mobilize members. Their recommendations would be considered during the Rendezvous.

"Once we have our long range direction resolved, we need to look at the coming year and select three or four items which we can work to resolve," Rick said. "We need a systematic approach, an approach that builds year by year toward our long range goals. We do not need to leap into the saddle and ride off madly in all directions."

"The bottom line is this: What do you want from this organization? More importantly, what are you willing to contribute to make it happen? Each of you needs to take a personal leadership role in ANPR. Organizational invigoration comes from personal investment — of time, of energy, of commitment. There is no free lunch!"



Snowbird's Cliff Lodge, site of this year's Rendezvous.

Photo by Tom Haraden.

“There are opportunities for leadership and involvement,” Rick concluded. “For ANPR to go forward, we need people to step forward. The future of ANPR is before us all. It is not ‘something must be done’, but ‘I must do something.’ The ball is in your court.”

\* \* \*

The first general membership meetings were held on Tuesday morning and afternoon. Except for several board member reports, the focus was entirely on the “Towards 1993” report on the future of the Association.

Karen Wade, who chaired the task force, gave an overview of the procedures the task force had employed to solicit member comments and then prepare a draft report. She began with a direct mailing to about 150 people, both in and out of ANPR, whose names had been recommended to her, asking for their thoughts on future directions for the Association; about 80% of them replied. Half-page notices also appeared in two issues of *Ranger* which asked members to send in their recommendations, but only five or six submissions were forthcoming. And a request to regional reps to seek member suggestions produced a few more responses. The suggestions which were received were then divided into five areas, and the summary was printed in the fall *Ranger*.

Copies of this issue were passed out to all 150 members in attendance at the morning session, and a point-by-point evaluation of the plan ensued. During the free-ranging discussion that followed, a number of suggested changes were made and generally approved by the members; these were written up as specific amendments or revisions and were forwarded to the task force for inclusion in the final draft, which was to be discussed in the closing session on Thursday.

Space constraints make it impossible to report all the details of the debate, but a full account is not necessarily critical because virtually all of the suggested changes were incorporated into the final document. Some of the key issues are worth mentioning, however. Members felt that ANPR should:

- support efforts of qualified rangers to gain 20-year retirement;
- press for higher grades and pay for rangers;
- advocate improved benefits and recognition for seasonals;
- further improve communications within the organization;
- aggressively recruit new members; and
- seek ways to get members more involved in ANPR.

At the close of this session, Karen capped a discussion on the last point by asking

members to signify their willingness to spend their own time and energy on ANPR projects by standing. Almost every person in the room rose.

The discussion on the report continued later in the afternoon with a comprehensive review of each goal and recommended action, and further refinements and additions were proposed and accepted for the final draft.

Debbie Gorman then began the board reports with a summation of budgetary and business matters. As of the Rendezvous, there were 1,656 people on the Association’s roles. The breakdown by membership type was as follows: 1,211 members, 102 associate members, 4 sustaining members, 256 life members, 16 subscribers, 5 honorary members, and 90 complimentary members. Computed regionally, the totals were: AR - 88, MAR - 193, MWR - 130, NAR - 153, NCR - 129, PNR - 85, SER - 186, SWR - 129, RMR - 241, WR - 322. Overall, the membership had not increased much from the 1,620 who were on the books in late October, 1987.

Receipts and expenditures just about balanced each other this year, but Debbie said that the Association would be slightly in the red in the coming year if the proposed budget was approved by the board (see adjacent column for 1988 operating statement and 1989 budget proposal).

Rick Smith then reviewed the activities of the housing committee over the past year. He said that the Association had sent detailed comments to OMB regarding the revision of Circular A-45 (see “ANPR Comments” in the fall *Ranger*). He then summarized the Director’s current housing initiative, which calls for the expenditure of \$256 million over the next ten years for rehabilitation of old housing and construction of new housing, and noted that there’s a \$10 million add-on in the fiscal 1989 budget to begin the process. Rick also said that housing design assistance teams will be working to assure compatible design, sensitivity in siting, and related matters. These teams are trained and ready to go.

Bill Halainen next presented a report on *Ranger*. He said that 1988 had been a very busy year. Because of the number of important topics which needed to be presented to the membership, the issues were of unprecedented size (from 32 to 40 pages) and contained some excellent, timely articles by members and others. He said that he’d given consideration to resigning as editor due to the demands the magazine places on him, but that he’d instead decided to make an effort over the coming year to spread the workload, streamline production and explore other ways to reduce the time commitment required to edit and produce the magazine.

*Continued on page 8*

**Association of National Park Rangers**

**Operating Account Statement  
January 1, 1988 - September 30, 1988**

<b>Beginning Balance</b> (January 1, 1988).....	\$85,468.00
<b>Receipts</b> .....	\$31,124.00
Accrued Interest	3,440.00
<i>Ranger</i> Magazine	1,309.00
Dues/Membership	16,075.00
<i>Ranger</i> Museum	599.00
Executive Travel	216.00
Fines	5.00
Super Raffle	9,480.00
<b>Expenses</b> .....	\$34,428.00
Bank charges	18.00
<i>Ranger</i> Magazine	17,069.00
Membership Expense	380.00
Legal Fees	250.00
Postage	2,158.00
Mail Service	120.00
Supplies	485.00
Telephone	395.00
Printing	1,515.00
Equipment & Property	4,368.00
Rendezvous	860.00
Business Manager	4,000.00
Super Raffle '88	810.00
Super Raffle '87	2,000.00
<b>Ending Balance</b> (September 30, 1988).....	\$82,164.00

**Proposed Budget FY 89**

<b>Revenues</b> .....	<b>\$28,500.00</b>
Dues	24,000.00
Interest	
Life Account	1,000.00
Operating Account	1,500.00
<i>Ranger</i>	2,000.00
<b>Expenses</b> .....	<b>\$30,290.00</b>
<i>Ranger</i>	15,000.00
Editor	4,000.00
Legal Fees	250.00
Travel (President)	1,500.00
Postage	2,500.00
Telephone	300.00
Supplies/Printing	2,000.00
Mail Service	240.00
Computer Maintenance	500.00
Business Manager	4,000.00
Reduction in Operating Funds	(\$1,790.00)

**General Meetings** *continued from page 7*

The regional representative followed with their reports. The highlights follow:

- Frank Dean (West) presented an update on the Yosemite Tennants' Association suit (see page 28), and said that the group plans to appeal the court's decision. He also talked about his meetings with the Fraternal Order of Police and National Association of Park Rangers and Firefighters, noting that both groups are interested in working with us in the future on common concerns.
- Rick Erisman (National Capital) reported on the unsuccessful, joint NCR/MAR effort to put on a mini-Rendezvous this year, which fell through when only 12 people signed up for it.
- Jan Dick (Pacific Northwest) talked about the monthly newsletter which he puts out to keep members in his region apprised of what's going on in the Association.
- Dave Lattimore (Southeast) said that he'd been working on increasing the number of park reps in the region; although he enlisted six new folks, he said that there were still 41 parks needing representation.
- Jim Gorman (North Atlantic) said that he'd sent out a number of questionnaires to regional members on specific issues, but that response to them had been very poor.
- Jeff Karraker (Alaska) spent several months contacting people who'd left the Association and tried with mixed success to bring them back to the organization.
- Dennis Ditmanson (Rocky Mountain) reported on his transmittal of a survey regionwide.

\* \* \*

Maureen Finnerty began the final session on Thursday with a summary of the past year's efforts to find financing for the ranger museum. ANPR and the NPS are working together to raise the \$350,000 needed for the museum, but have not made much progress to day. Prospects look very good for full funding this year, however. A former Park Service employee has found two corporations that are each interested in contributing more than the needed amount, Yellowstone has contacted several prospective donors, and VISA has agreed to an arrangement whereby a certain portion of the interest collected from persons holding a specially designated VISA card will be divided equally among the Albright Fund, Employees and Alumni Association and the ranger museum.

Maureen also reported on the Association's bibliography project. She said that she's received thousands of titles to date, and that the target date for completion of the first draft will be the next Rendezvous. She'll be putting the entire listing on a spread sheet. Volunteers who are interested in helping enter and/or verify titles are asked to contact her.



*Members of the "Toward 1993" task force listen...*

Kris Bardsley followed with a summary of the activities of the seasonal interest committee. She said that the committee had accomplished three of its four objectives this year:

- the publication of an issue of *Ranger* on seasonal interests;
- the publication of winter and summer seasonal hiring surveys;
- the development of a workshop on seasonal interests at the Rendezvous.

The fourth objective — the development of a seasonal training directory — is still being worked on. The committee also reviewed and commented on the Service's seasonal employee committee recommendations. In its response, the Association said that the Service must go much further than "changing hiring forms or raising a few grade levels" if seasonal conditions are to be improved; among other things, the NPS must work to provide more benefits, increases in pay, and a less complicated career ladder. Kris said that she'd developed contacts with the National Alliance of Park Rangers and Firefighters and Yosemite's Fraternal Order of Police chapter in order to exchange ideas and lend support in attaining these goals.

Phyllis Harvey gave a brief report on the dual career committee. Lori Sprague and Jan Hill have passed on the chair to Barb Stewart of Shenandoah, and she will be working with Phyllis, Pat Buccello and Vicki Black Webster on future goals and objectives.

Laurie Coughlan recounted employee development committee activities over the past year. One of the prime requests members have made of the committee is to arrange for training courses which can be

held before the Rendezvous. The first offering was made in 1987 at Great Gorge, and eight persons attended; this year, a supervisory course taught by Karen Wade and Mike Hill brought in 20 people. Both were approved by WASO as official NPS courses. More such offerings will be made in the future at Rendezvous and at other times, depending on member interests.

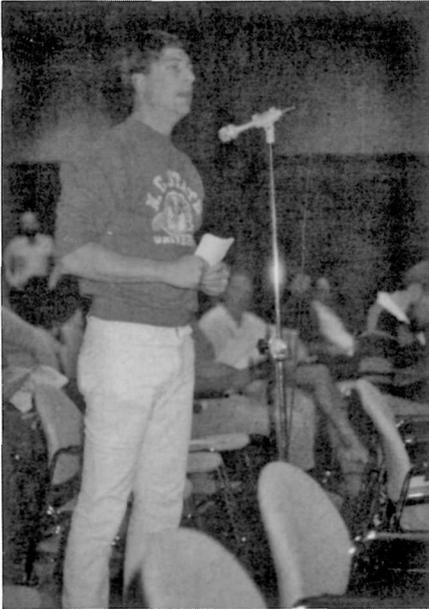
The marketing report was given by Kurt Topham. A limited number of regular size buckles have come in, and smaller ones are to be ordered. Desk pen sets and decals are also available, portfolio folders with the logo will be ordered, and other items will be developed.

Kathy Loux said that the Rendezvous committee has determined locations for the next three years:

- October 22-27, 1989 — Arlington Resort in Hot Springs, Arkansas. Dick Knowlen will be site coordinator; Dave Mihalic is the program chair. Rooms will be \$45 single or double occupancy.
- October 7-12, 1990 — Showboat Hotel, Las Vegas. Rooms will be \$43 single or double occupancy.
- September 27 or 28 - October 4 or 5, 1991 — Sheraton Harbor Plaza, Fort Myers, Florida. Rooms will be \$50 single or double occupancy.

The committee is looking at several sites for 1992 — Jackson, Wyoming; Colorado Springs, Colorado; Winston-Salem, North Carolina; and Spokane, Washington.

Following the reports, Karen Wade lead a concluding discussion on the 1993 task force report. Each goal, objective and recommended action was reviewed, and several additional revisions were made (see



... to a proposal from the floor.

Photos by Tom Haraden

the complete report on page 18). Once a consensus was reached on the final version of the report, Karen asked each member present to write their top two priorities on a piece of paper, indicate which projects they'd like to work on, then turn them in to her.

A general business meeting was then held. As per prior agreement, both board and general member business were brought up, but voting on matters under the purview of the former was limited to board members.

Mack Shaver read a report which he and Debbie Trout had prepared on compensation for the business manager and editor. Although Bill Halainen felt that he was adequately compensated, it was evident that Debbie Gorman was being underpaid — when dividing the number of hours she'd worked this year into the amount of money authorized for her salary, it turned out that she was making just over \$2 per hour. They recommended that Debbie's contract next year be based on 1,000 hours of work at \$6 per hour, or \$6,000. She would also be reimbursed for travel, lodging and per diem for her trips to the Rendezvous. A motion was made to approve the report; it passed unanimously.

The next item of business was a proposal by the Director to write a letter to all rangers recommending that they join the Association. Most of the members commenting on his offer said that, while they very much appreciated the offer, they felt that it would be seen as an official endorsement of ANPR as the only NPS ranger organization, which would be neither true nor fair. A motion was made to politely but firmly reject the Director's offer. It passed by a near unanimous vote.

A member then brought up Rendez-

vous scheduling and costs for discussion, arguing that the gatherings are held at the wrong time of the year and are too expensive to attend. It was pointed out that an analysis had long ago been made to find out which time of the year was best for a ranger gathering, and it had then been determined that no time was good for all and that October was best because of the favorable hotel rates and weather. There was agreement, however, that it might be possible to hold Rendezvous alternatively in the spring and fall. Concerning overall cost, members of the Rendezvous committee said that it was a prime consideration, but there are few locations that can host our numbers, meet our needs, yet still be less expensive than the sites we've met at over the past few years. Rick Gale asked that the Rendezvous committee look at both of these considerations and report back to him on possible alternatives.

A motion was made to accept the draft FY 89 Association budget, which projected expenses exceeding revenues by a modest percentage. During the discussion, it was noted that the deficit would actually be higher due to the prior vote to increase the business manager's salary and due to additional Rendezvous costs this year. Implementation of several of the proposals in the 1993 task force report would also cost unbudgeted money. A motion was then made to table the budget acceptance motion until a discussion could be held regarding increased dues. It passed unanimously.

A motion was next made to increase dues by \$5 to \$10 and to apply the increase to improving communications within the organization. An amendment to this was suggested which would establish a special, lower membership fee for seasonals. There was general support for both the motion and the proposed amendment, but several members commented that a closer examination of future expenditures and revenues should be conducted prior to any dues increase. The original motion was almost unanimously defeated, but a subsequent motion to approve an increase contingent on the review and recommendations of a work group on dues passed unanimously. Anyone interested in volunteering for this work group should contact Debbie Bird at Yellowstone.

The next item of business concerned the transfer of life memberships to surviving spouses. A letter supporting such an arrangement was read, and was followed by a motion which stated that the surviving spouse of an active life member should be offered the option of receiving *Ranger* magazine. Most members who commented supported the motion, and in fact felt that *all* benefits should pass on to the surviving spouse; there was a consensus, however, that a full and more objective analysis of the issue would be in order. The motion

was unanimously defeated, and a work group was established to fully review the matter.

The meeting concluded with nominations for officers:

**President** (two years)

Rick Gale, Boise  
 Bill Supernaugh, FLETC  
 Karen Wade, Guadalupe Mountains  
*(declined nomination)*

**Eastern Vice President** (one year)

Hal Grovert, Fort McHenry  
 Ken Garvin, Everglades  
 Rick Erisman, C&O Canal

**Secretary/Treasurer** (two years)

Pat Tolle, Everglades  
 Mark Tanaka-Sanders

**Rocky Mountain Regional Rep** (two years)

John Conobody, Cedar Breaks  
 Dan Moses, Dinosaur  
 Ken Kehrer, Capitol Reef

**National Capital Regional Rep** (two years)

Mike Barnhart, C&O Canal

**North Atlantic Regional Rep** (two years)

Dave Griese, Fire Island  
 Jim Gorman, Saratoga

**Midwest Regional Rep** (two years)

Bob Krumenacher, Isle Royale

**Alaska Regional Rep** (two years)

Jeff Karraker, Gates of the Arctic  
 Gary Vequist, Glacier Bay

**Southeast Regional Rep** (one year)

John Howard, Blue Ridge  
 Scott McElveen, Great Smokies

*Keynote Address*

## Deep Ecology and the National Parks

Dr. Roderick Nash

This talk concerns the history and implications of the idea that morality ought to include the relationship of humans to nature. Focusing on American intellectual history, it traces the relatively recent emergence of the belief that ethics should expand from a preoccupation with humans (or their gods) to a concern for animals, plants, rocks, and even nature, or the environment, in general. One way to think of this is as an evolution of ethics from the natural rights of a limited group of humans to the rights of parts of, in some theories, all of nature. The use of "rights" in this connection has created considerable confusion. Suffice it to say, for now, that while some use the term in a technical philosophical or legal sense, others take it to mean that nature, or parts of it, has intrinsic worth which humans ought to respect.

From this perspective one can regard environmental ethics as marking out the farthest limits of American liberalism. The emergence of this idea that the human-nature relationship should be treated as a moral issue conditioned or restrained by ethics is one of the most extraordinary developments in recent intellectual history. Some believe it holds the potential for fundamental and far-reaching changes in both thought and behavior comparable to that which the ideal of human rights and justice held at the time of the democratic revolutions in the seventeenth and eighteenth centuries.

Two drawings may help clarify these thoughts, though at the inevitable risk of oversimplification. The first should be regarded as an ideal type and not as an historical description of the actual thought of any specific individual or group of people. Figure 1 attempts to show what exponents of evolved or sequential ethics believe. The time line along the figure's left margin suggests that ethics awaited the development of an intelligence capable of conceptualizing right and wrong. And even then, for long periods of time, morality was usually mired in self-interest, as for some it still is. Some people, however, pushed the circle of ethical relevancy outward to in-

clude certain classes of human beings such as family and tribal members. At this point it is important to remember that as self-imposed restraints on conduct, ethics are ideals. Some humans, after all, commit suicide and kill members of their families. Still, there is a concept of right and wrong that applies to such behavior and laws that implement the ideals of the community.

Geographical distance eventually ceased to be a barrier in human-to-human ethics, and in time people began to shake free from nationalism, racism, and sexism. The abolition of American slavery in 1865 marked an important milestone in this process. Humans could no longer be owned, and ethics evolved beyond the level labeled "race." Blacks, women, and all human beings gained a place in the sun of ethical theory if not always in practice. But "specieism" or "human chauvinism" persisted and animal rights was the next logical stage in moral extension. By the 1970s there

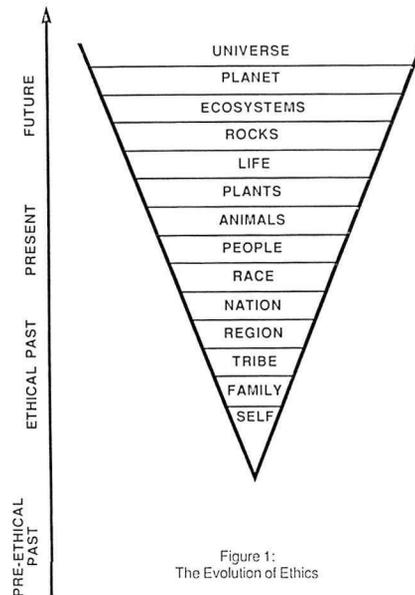


Figure 1:  
The Evolution of Ethics

was growing support in Anglo-American thought for what Peter Singer was the first to call "animal liberation." At the same time a lawyer raised the ethical stakes by proposing that humans give trees legal rights.

Further expansion was almost inevitable. As early as 1867 John Muir proposed respect for "the rights of all the rest of creation." Albert Schweitzer discussed "reverence for life" in 1915 and in the same year an American horticulturist, Liberty Hyde Bailey, urged ethical consideration of "the holy earth." Demonstrating the impact of ecology on ethics, Aldo Leopold argued in the 1940s for a holistic, biocentric morality he termed "the land ethic." More recently there have been calls for "the liberation of nature," "the liberation of life," "the rights of the

planet," and even defenses of the right of the solar system and universe to be free from human disturbance.

The new, ethically-oriented environmental movement seethes with such unprecedented ideas. The self-styled "deep ecologists" are advancing "ecological egalitarianism." An educator discusses abuse of the environment in terms of "prejudice against nature" and relates it explicitly to racial, sexual, national, and economic prejudice. He aspires to nothing less than liberating the earth. Ecotheologians recommend a morality based on the "spiritual democracy" of God's creation, including everything from subatomic particles to spiral nebulae. One Christian environmentalist is prepared to defend the "inalienable rights" of all the "citizens" in a Kingdom of God expanded to the entire ecosystem. A Pulitzer prize-winning poet calls for an "ultimate democracy" in which plants and animals join people as rights holders. The journal *Environmental Law* carries an essay proposing a constitutional amendment stating that wildlife must not be deprived of "life, liberty or habitat without due process of law." Clearly the old boundaries that limited liberalism to *human* freedom are breaking down.

The second drawing, Figure 2, is a schematic view of the historical tradition of extending rights to oppressed minorities in Britain and then in the United States. At the center are the natural rights tradition and the concept of intrinsic value that date to Greek and Roman jurisprudence. The diagram lists the key document that codified each new minority's inclusion within the circle of ethical consideration. Figure 2 does not imply that the minority immediately attained full rights in practice as well as theory on the given date, nor that only the documents listed were important in establishing minority rights. Its purpose is merely to show that ethics have expanded over time and that some thinkers and activists now regard nature (or certain of its components) as deserving liberation from human domination. For people of this persuasion natural rights have indeed evolved into the rights of nature.

Ideas like these, to be sure, are on the far frontier of moral theory. From the perspective of intellectual history, environmental ethics is revolutionary; it is arguably the most dramatic expansion of morality in the course of human thought.

We might remind ourselves, however, that human-to-human ethics have not been entirely clarified. The important point for the historian is that in recent years many people have found compelling the notion that nonhuman life and nonliving matter have moral standing.

The majority still regards this idea as incredible. But with an eye to the changes diagrammed in Figure 2, historians are

*Dr. Roderick Nash is a professor of history and environmental studies at the University of California in Santa Barbara. His presentation was based on the opening chapter of his book, The Rights of Nature: A History of Environmental Ethics, which was published by the University of Wisconsin Press in November.*

aware that the same incredulity met the first proposals for granting independence to American colonists, freeing the slaves, respecting Indians rights, integrating schools, and adding an Equal Rights Amendment to the Constitution. As John Stuart Mill put it, "every great movement must experience three stages: ridicule, discussion, adoption." What happens in the process, Christopher Stone reminds us, is that the "unthinkable" becomes conventional — sometimes gradually and peacefully through legislative and legal processes, as Stone proposed, but often, as we know of the events in Figure 2, violently.

The problem has always been that certain groups of people benefited from the denial of ethics to other groups (or to nature) and were reluctant to relinquish those benefits. Changing laws and institutions often required force. The American Revolution, after all, was a war, and slavery in the United States was not negotiated away. For similar reasons, it might be unreasonable to expect that what Aldo Leopold was the first to call "the enslavement of . . . earth" could be abolished without profound social disruption.

The appearance in recent years of not only civil disobedience but violence and outright lawbreaking on behalf of whales, seals, redwoods and wildernesses supports this conclusion. Earth First! rallied behind the slogan "No Compromise in Defense of Mother Earth!" A century and a half earlier William Lloyd Garrison shouted, "No Compromise with Slaveholders!" Contemporary liberators of animals liken themselves to John Brown in his 1859 raid on Harper's Ferry, Virginia. Harriet Beecher Stowe's *Uncle Tom's Cabin* (1852) and Rachel Carson's *Silent Spring* (1962) share a moral viewpoint.

"Whether anyone likes it or not," a spokesman for Greenpeace declared in 1979, "force will eventually have to be brought to bear against those who would continue to desecrate the environment."

A participant in the raids of the Animal Liberation Front on animal-research laboratories explained her feeling that "like the Underground Railroad and slavery . . . sometimes people have to go outside the law . . . Any movement for social change has required disobedience." Henry David Thoreau would have understood her point.

But even legal actions, such as the Marine Mammal Protection Act (1972) and the Endangered Species Act (1973), represent in some estimations the remarkable idea "that a listed nonhuman resident of the United States is guaranteed, in a special sense, life and liberty."

An ethical rather than economic approach to environmental protection lay behind ideas like these, and its presence helps explain changes in the character of American conservation. One of the most

useful insights into recent American history concerns the qualitative difference between "environmentalism," as it emerged in the 1960s, and what used to be called "conservation."

When Gifford Pinchot named it in 1907, conservation stood squarely in the American mainstream. The Progressive conservationist made every effort to plant their seedling in the fertile soil of national growth and strength. Utilitarianism and anthropocentrism marked the early movement. Time and again Pinchot, the first Chief of the U.S. Forest Service, pointed out that conservation did not mean protecting or preserving nature. On the contrary, it stood for wise and efficient use of natural resources. The idea was to control nature and serve the material interests of humankind but with an eye to long-term needs.

Under this philosophy, the dam-building Bureau of Reclamation and the timber-producing Forest Service became the showcases of early twentieth-century

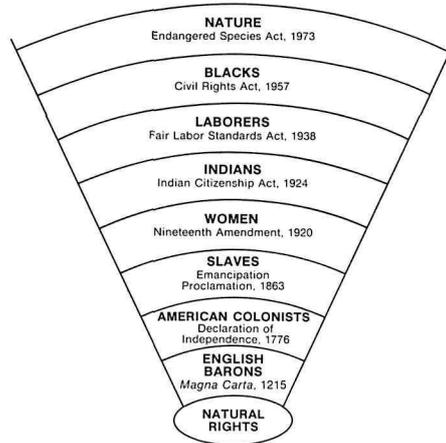


Figure 2:  
The Expanding Concept of Rights

conservation. But a half century later these same agencies found themselves under heavy fire from a new breed of environmentalists. Impoundments and clearcuts, they alleged, infringed not only on the rights of people to experience and enjoy nature but on the rights of nature itself.

The change is explained in part by the rise of the science of ecology and its diffusion into a widespread popular enthusiasm. By creating a new conception of the meaning of biological community, the ecological sciences also suggested a new basis for moral community. Indeed, "ecology" tells us as much about the years after 1960 as "efficiency" does about the Progressive mind and the first surge of interest in the protection of what were called "natural resources" at the turn of the century.

If, as Samuel Hays has shown, the conservationists of Theodore Roosevelt's

and Gifford Pinchot's America believed in a "gospel of efficiency," then the new environmentalists could be said to subscribe to what I have called, elsewhere, a "gospel of ecology." The quasi-religious fervor of the recent concern for nature, and some of its political muscle, can be understood as resulting from the introduction into traditional, utilitarian conservation of the idea that respecting the environment was an ethical, not just an economic, matter.

But what does it mean to say this? Speaking simply and in general terms for the time being, environmental ethics has come to signify two things. First, some people believe that it is right to protect and wrong to abuse nature (or certain of its components) from the standpoint of human interest. This idea gave an unprecedented moral dimension to the old prudential or utilitarian argument for conservation.

But the more radical meaning, and the one that really pushes American liberalism to its conceptual limits (or, some say, beyond them), is that nature has intrinsic value and consequently possesses at least the right to exist. This position is sometimes called "biocentrism," "ecological egalitarianism," or "deep ecology," and it accords nature ethical status at least equal to that of humans. The antipode is "anthropocentrism," according to which humans are the measure of all value. The difference between the two viewpoints is the difference between feeling that cruelty to animals is bad for humans — as the old Anglo-American humanitarians believed — and the recent belief that cruelty violates animals' rights. From these perspectives, environmentalists can either think that people have a right to a healthy ecosystem or that the ecosystem itself possesses rights.

Of course, nature does not demand rights, and some moral philosophers even question whether anything so general as the "rights of nature" can exist at all. But, as we shall see, others use the term confidently. At the same time they recognize that wolves and maples and mountains do not petition for their rights. Human beings are the moral agents who have the responsibility to articulate and defend the rights of the other occupants of the planet. Such a conception of rights means that humans have duties or obligations toward nature. Environmental ethics involves people extending ethics to the environment by the exercise of self-restraint.

Another concern is the character and influence of American liberalism. Few would disagree that liberty is the single most potent concept in the history of American thought. The product of both Europe's democratic revolutions and, following Frederick Jackson Turner's hypothesis, the North American frontier, liberalism explains our national origins, delineates our ongoing mission, and an-

chors our ethics. Natural rights is a cultural given in America, essentially beyond debate as an idea. The liberal's characteristic belief in the goodness and intrinsic value of the individual leads to an endorsement of freedom, political equality, toleration, and self-determination.

The most successful reform efforts in American history have occurred in the context of this liberal tradition. When environmentalists began in the 1960s to talk about the rights of nature and the need to liberate this new oppressed minority from human tyranny, they used the language and ideals of liberalism. Old-style conservation, recast in ethical terms and plugged into the American liberal tradition, became the new, radical environmentalism.

Critics of the new environmentalism attacked the movement's negativism, charging it with not only being un-American but anti-human. The new "ecofreaks" and "druids" were said to set themselves squarely in the path of the American dream.

Interestingly, many environmentalists accepted, even welcomed, this negative image. "Naturalists," Paul Shepard said with pride in 1969, "seem always to be *against* something." Shepard's statement appeared in a book with the word "subversive" in its title. In fact, as early as 1964 Paul Sears had employed that word to characterize the broader implications of ecology, and seven years later political scientist Lynton Caldwell referred to "the subversive implications of ecology."

The point of the strong adjective was that the American propensity for unlimited growth, intense competition, and the domination of nature ran directly counter to ecological ideals such as stability, interdependence, and a community consciousness extended to include nonhuman beings and biophysical processes. So Shepard could conclude with reference to traditional American values and behavior that "the ideological status of ecology is that of a resistance movement. Its Rachel Carsons and Aldo Leopolds are subversive."

Pushing this point still further, contemporary environmental philosophers such as Murray Bookchin called for a full-scale dismantling of America's "institutional and ethical framework." Without these "revolutionary changes" and the resulting establishment of an anarchistic "ecological society", Bookchin grimly predicted "the end of humanity's tenure on the planet." Herbert Marcuse felt that the "liberation of nature" depended on the "coming revolution" against American economic and political traditions. And William R. Catton, Jr., wrote about the inevitable crash of modern civilization that could be prevented only if underwent "revolutionary change."

Theodore Roszak likewise called for sweeping and fundamental changes in American ideals and institutions on behalf of the rights of the planet. He, too, labeled contemporary environmentalism "profoundly subversive" because its aim was nothing less than the "disintegration" of contemporary American society and culture. The deep ecologists added that meaningful reform was predicted on restructuring the nation's dominant social paradigm. From these points of view, there seemed little about American culture worth building the brave new ecological world upon.

Much of the new environmentalists' criticism of American traditions is warranted, but in adopting a subversive, countercultural stance, they overlooked one important intellectual foundation for protecting nature that is quintessentially American: natural-rights philosophy, the old American ideal of liberty that they themselves were applying to nature.

Conceived of as promoting the liberation of exploited and oppressed members of the American ecological community, even the most radical fringe of the contemporary environmental movement can be understood not as much as a revolt against traditional American ideals as an extension and new application of them. The alleged subversiveness of environmental ethics should be tempered with the recognition that its goal is the implementation of liberation values as old as the republic.

This may not make modern environmentalism less radical, but it does place it more squarely in the mainstream of American liberalism, which, after all, has had its revolutionary moments, too. Finally, from this point of view the goals of the ethically oriented environmentalists may be more feasible within the framework of American culture than even they themselves believe.

All of which brings us to the significance of deep ecology and radical environmentalism for national parks in particular and wilderness preservation in general. Clearly the significance is great, as attested to by the fact that Henry David Thoreau, John Muir, Aldo Leopold, David Brower, and David Foreman, to name only some thinkers of the deep ecological persuasion, were and are strong partisans of this form of land use.

Let's look at history. Most persons who care about national parks are aware of the ambivalence between preservation and enjoyment that was built into the early organic legislation of 1872 and 1916. The parks were to be enjoyed but also preserved. But prior to the 1960s and public cognizance of environmental ethics, preservation was for the enjoyment of future generations of *people*. It was a very political situation. Parks, as the slogan went, were for people.

Deep ecologists call this "shallow" ecology. They see parks and wildernesses as existing first and foremost to safeguard the rights of other creatures and ecological processes which have intrinsic value — for their own sake, regardless of people's interests. From this perspective, parks are gestures of planetary modesty. They demonstrate that the earth is not a human possession, but rather a community to which humans belong. Parks are places where people "back off"; where other organisms enjoy their natural rights to life, liberty and the freedom to pursue their own definition of happiness and fulfillment.

For instance, Dave Foreman of Earth First! says that "the idea of wilderness... is the most radical in human thought." Foreman went on to explain that "wilderness says: human beings are not dominant, Earth is not for *Homo sapiens* alone, human life is but one form of life form on the planet and has no right to take exclusive possession."

This deep ecological justification of parts of the earth unmodified by technological civilization is completely without consideration of human benefits. The word "recreation" does not appear, neither does "scenery" or even "opportunities for solitude" to quote the language of the 1964 Wilderness Act. Wilderness and parks would be valuable even if humans never visited them at all. Earth, and its community of life, really does come first.

The implications of this viewpoint for park management is profound. It could justify closing some parks or parts of parks to human entrance completely. It could justify putting the interests of grizzlies in Glacier or reintroduced wolves in Yellowstone ahead of those of tourists. It certainly suggests the importance of placing more emphasis on the function of parks as classrooms in ethical extension — places to learn and teach a new humility. Parks as evidence of a new planet-wide ethic. This, at any rate, is the deep ecological dream.

What radical environmentalism and deep ecology are saying is that nature counts ethically, that the rape of the earth is on an ethical par with the rape of a human being, that enslavement of the earth is no more acceptable than the enslavement of people. They are saying that the ethical community should extend to the limits of the ecosystem, that mankind has a moral responsibility to protect the rights of nature.

You may disagree with all or part of the message of the ethical pioneers we have just reviewed. But these people, like the abolitionists of the 1850s, are serious and they are angry. They will not compromise on their basic ethical beliefs regarding

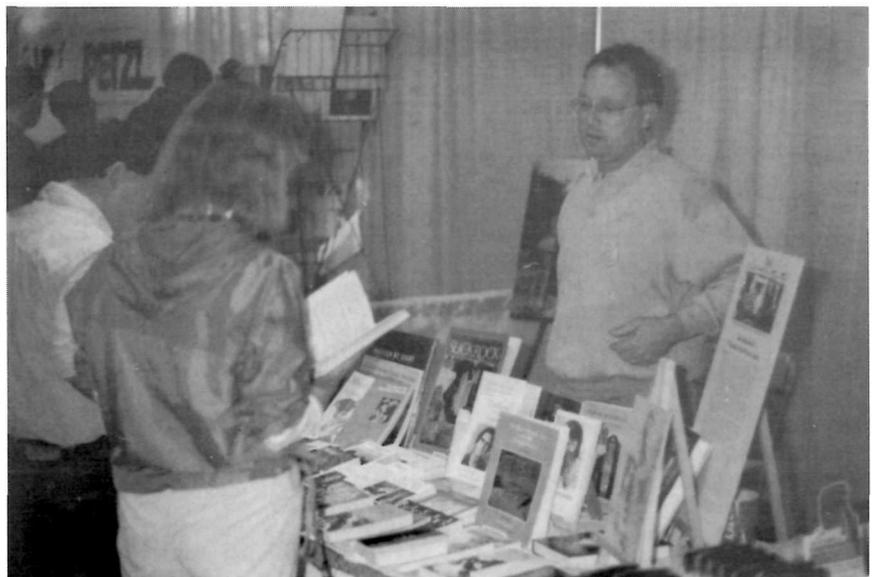
*Continued on page 31*



### Scenes from the Rendezvous

*Clockwise from top left: Two prospective members catch a few winks during a general meeting; program coordinator Jim Brady (left) talks with speaker Rod Nash; one of several groups of members who took tours of nearby Timpanogos Cave on a free afternoon; the Howe Brothers' display, one of eight in the exhibition area; fueling up during a morning session.*

*Photos by Jim Tuck and Tom Haraden*



*Keynote Address*

## The Revolving Ranger and Park Resources

John Good  
Superintendent (Retired)

A keynote speaker can elect to do one of several things. He can tell war stories. He can tell his audience what great people they are and that what they are doing and thinking is exactly right. Or he can raise questions that may be a bit uncomfortable and make suggestions which, on first blush, seem negative. I am sure it will come as no surprise that I have chosen the third course. In fact, I think that is why my friend, Jim Brady, asked me to speak today.

My involvement in resource management began in 1937 when I was saving money to buy a shotgun. Two years later, I bought a Remington Sportsman 3-shot automatic, and a friend of my father's took me quail hunting. From that November day in my fifteenth year, I have been in love with out-of-doors and deeply concerned with its welfare. Poor boys in Missouri didn't get exposed to national parks in those days, but when I discovered America's wonderlands as a tourist in 1951, I knew that somehow I had to get a piece of that action!

I think now, looking back on my service career, that park resource matters were always my primary concern. And I suspect my scientific training in geology colored my approach to ranger work. I am not so much interested in elk, grizzlies, and eagles as I am in the natural systems and processes which allow these animals to live relatively natural lives. God, how those poor naturalists in Yellowstone hated to hear me hammer on my pet concerns — systems and processes.

I was lucky to be in Yellowstone in the 60s, to learn from guys like Scotty Chapman and Louie Gastellum. We were shooting elk, and I was writing a lot of congressional letters. In self defense, I did a crash course on the history of resource management in national parks.

Until the 1950s, resource management in parks consisted of selective protection: Forests from fire. Deer and elk from wolves and coyotes, hunters and hunger. Trout from pelicans. (Yes, trout from pelicans.) Justifications were mainly moralistic

*John Good's career in the National Park Service, which ended with his retirement in 1980, included tours as chief geologist for the Service, assistant superintendent at Acadia, and superintendent of Acadia and Everglades.*

— game and trees were good, wolves and fire bad. Now park administrators were not daft, they were simply following conventional wisdom of the times.

There were a few nonconformists, uneasily tolerated in the ranks of the ordained. Rudi Grimm and Ad Murie in Yellowstone, Bill Robertson in Everglades, and Dick Hardefeldt in Sequoia-Kings challenged conventional wisdom, sent the first pebbles tumbling down unstable slopes of knowledge and survived the succeeding avalanche of change.

The avalanche was occasioned by two studies published in 1963 — Starker Leopold's "Wildlife Management in the National Parks" and a NAC-NRC study by W.J. Robbins. Starker argued that biotic associations in national parks must be maintained, or, where impaired, restored. He emphasized that park resources had to be managed by professionals if such associations were to flourish. Dr. Robbins deplored the sorry state of research in the national park system and argued persuasively for an enhanced research program to guide management. George Hartzog and Congress listened.

I look back on my Yellowstone days (1960-1968) and realize how knowledge-poor we were. Our fire management policy consisted of putting out all fires as expeditiously as possible. Our management plan for bears ignored the advice of long term bear researchers, and bear populations crashed. Our management goals for antelope, elk, and bison herd sizes were little more than guesses. We had no fish policy. Solid data did not exist. Long-range management goals were totally lacking.

In 1980, when I retired from Everglades, how different things were! Water quality standards covered waters entering the park, preventing their degradation. Buffer zones kept developers from park boundaries. An ultimately successful ban on commercial fishing was working its way through the federal courts. Natural fire policies were in place systemwide. Grizzly recovery was underway in Yellowstone, and fishing there was the best it had been in 30 years.

Why this sea change in resource management? Numbers. Numbers which replaced passion and deep but unfocused concern. And where did these numbers come from? From university graduates, but not recreation majors, nor law enforcement majors, nor broad science majors. Rather, they came from wildlife biologists, hydrologists, and plant ecologists, for it is these people who can gather the numbers which level the playing field where managers, career bureaucrats, and politicians contest. I repeat, the successes listed above were based on the work of specialists devoting full time to their resource studies and related management.

Now what has all this to do with you park rangers? Let me approach this question in a slightly oblique manner. In the summer issue of *Ranger* magazine is a letter from Randy August; a hot, angry letter, as I read it. He seems to kiss off the ANPR as a tool of management. There is irony here, because ANPR was founded by a small group of singularly independent rangers who are today very successful, high-level managers. Mr. August offers salvation to law enforcement rangers through the Fraternal Order of Police. His letter made me mad as hell.

At the same time, Rick Gale sent me another letter, this one written by Rob Arnberger expressing concern that park rangers were leaving to join the BLM. Better pay, better chances for advancement, chances to use and develop resource management skills gained in college were some of the reasons given by the departing.

I reread Randy August's letter; I still don't agree with much of its content, but I see in it, and Rob's letter as well, a clear signal. Mr. August would focus law enforcement rangers' attention on a narrow agenda specific to their needs. Similarly, the new BLM rangers focus on their needs to use their resource management training. These rangers recognize what many of our managers do not — the need for specialization.

I work a lot with the Forest Service in Jackson. I am impressed with their organization. The people who wear Forest Service green are professionals — foresters, silviculturalists, range managers, big game and fisheries biologists, hydrologists, and engineers with degrees in their subject matter fields. They are hired to do specific jobs, and they use their college training in those jobs. Specialists in all the above categories can and do become district rangers, forest supervisors, and Washington brass. They are impressive; their knowledge of their resource base at all management levels is far better than ours, and their grades are higher than ours.

When I look around at jobs I know in the natural resource sector of federal government, the park ranger stands alone in commitment to generalism. This commitment is absent in the Forest Service, BLM, Corp of Engineers, Fish and Wildlife, Geological Survey, and the Bureau of Reclamation. We take pride in our competence at law enforcement, SAR, EMT, SCUBA diving, fire and backcountry management, boat operations, and, yes, resource management. Read a ranger job announcement. It is a search for an unlikely combination of Galileo and James Bond, and when we select this paragon we offer him or her a GS-4 with the reasonable prospect of reaching GS-9 by age 45.

We have spent years struggling to abolish the technician series and establish

one, professional series for park rangers. The technician series is gone, but the victory is a hollow one. The ranger series is not considered a professional series by OPM and the entry levels remain in the basement.

I don't see much hope for improvement given our present fixation on generalization. I know pretty well what the educational requirements for engineer, biologist, geologist, and lawyer are. These are professional series of long standing, but I cannot state with any certainty any subject matter field where formal education is required to be a ranger. Law enforcement? Recreation planning? Social studies? Without positive educational requirements, how does one define a profession?

Personnel people I talk to are emphatic in saying that stringing together a variety of tasks rangers do from time to time isn't the equivalent of excellence in one field. SCUBA training in La Jolla is lots of fun but it doesn't raise grades. In fact, the sheer volume and variety of low level ranger tasks often prevents attaining or maintaining proficiency in one skill such as fire or wildlife management which can justify higher grades. I will not even speculate on the costs to park management of our present scattergun approach, but I suspect it is high.

Management and supervision seem to be our main lever for grade advancement, but this is a short lever. We have about exhausted the possibilities of the salami techniques whereby a chief ranger supervises an assistant chief who supervises district rangers who supervise subdistrict rangers who supervise seasonal rangers. I think most of us would agree this is slicing management responsibilities pretty thin.

If rangers insist that real rangers are only those who shoot straight, can resuscitate the dead, find a lost child, relocate a grizzly, dive to 100 feet, and climb El Cap in 36 hours, I see a continued exodus from ranger ranks of those who want to do one job very skillfully, be it law enforcement or resource management. Equally bad is the likelihood that talented specialists in fields we really need will avoid park ranger work entirely. Moreover, I see ranger responsibilities that require much improved performance such as fire, wildlife, and fisheries management going to specialists in other divisions.

I ask you, why have resource management, concessions management, and safety in many parks been assigned to special divisions? Is it because superintendents, most of whom cherish their ranger experience, now want to gut their ranger divisions? Not the ones I know. No, these separate divisions and the specialists who staff them are required to get jobs done professionally which previously were not performed well enough. I know, and I believe most of you

know, that park natural resources are far too valuable, far too *complex*, to be managed as add-ons to road patrol and campground operations.

Am I suggesting the ANPR is irrelevant? That park rangers are doomed to follow the Pullman porter and fur trapper into oblivion? Not for one minute! The problems rangers address will always be there in all their baffling complexity. What I am suggesting is that piling new duties and even more training on the heavy load most rangers carry is not a satisfactory answer.

I know that many of the smaller areas haven't the slots for specialists, and that rangers must cope with whatever comes up. However, I doubt there exist many ranger programs where significant professional work is precluded. For example, why shouldn't one ranger in a three-person force spend half time on resource management problems requiring professional competence? God knows most parks have such problems. Why shouldn't that ranger be recruited for her biological training? Moreover, why should she be limited to GS-7 simply because her supervisor is a GS-9? The larger the ranger force, the greater the opportunity to employ specialists to meet program needs in fire, backcountry, and wildlife management. And higher grades will follow, because technical, specialized, professional work is where the grades are. It's like baseball: starting pitchers make more than utility infielders.

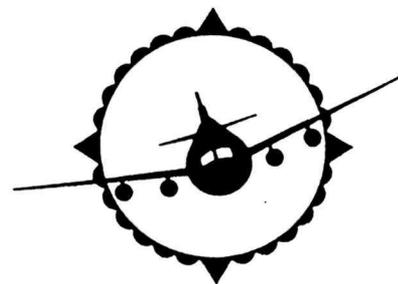
There is a danger in this proposal. I have seen it during my years in the parks as have other superintendents. You have, too. It is not unusual. Take good old Joe. He has been in his same job for five years and deserves a break, and besides, he really should be moving to another park. Along comes a "new thrust" say, resource management. By golly, Joe took an introductory course in biology 10 years ago in college and, presto, he is ready for a new career. Or we will take an existing job, have the incumbent roll a few stones and logs into abandoned roadways, check out angles, whatever that means, and call him our new resource management specialist. This is *not* the program I am advocating.

I see a vital role for ANPR in these stressful, changing times. We have excellent leadership, we have members in high positions. The association is an umbrella organization, like the AAAS, not advancing the demands of law enforcement at the expense of fire management, but rather working on behalf of all rangers to improve their professional status. I find it admirable for ANPR to associate with management not as a tool or an adversary, but rather as a partner in making the National Park System the best that it can be.

I ask you to think about what I have said this morning. I don't expect you to

agree with all my ideas; no one ever has. But some of you supervisors and managers just might think seriously about the wisdom of requiring that litany of skills which burden every ranger job announcement and which drive rangers to paranoia and staggering, often uncompensated, training time in desperate efforts to meet whatever they think you will require. You might start hunting with a rifle instead of a shotgun.

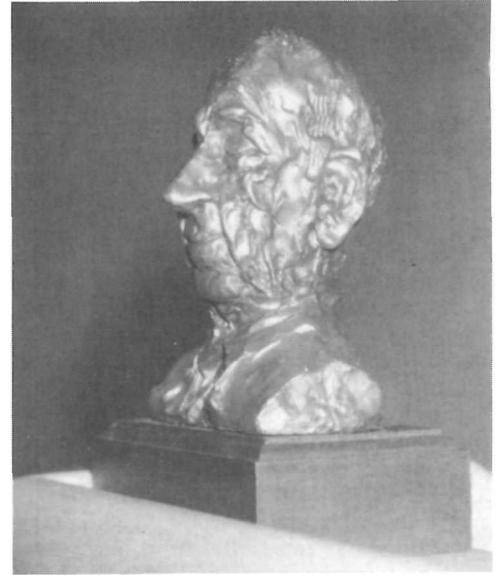
It's summing up time, sports fans. The ball's in the air and we can win if we play a heads up game. But I would remind you that national parks are high profile places these days, as recent national news coverage of the Yellowstone fires attests. They occupy center stage in the eyes of the American people, their congressmen and senators, and their new president will not tolerate second rate science and mediocre management of natural treasures. Top NPS management knows this and will do what it must to meet the need. Top management looks, as it always has, to the ranger forces in the parks for assistance. But if we will not or cannot rise to the occasion, other instruments will be found which can. And that would wound us all.



Planning on a trip soon? Looking for a travel agency that can offer you full services and low rates? Interested in an agency that will return a portion of the commission it receives for arranging your trip to the Association?

Executive Travel of Fort Myers, Florida, has worked out an arrangement with ANPR whereby it will arrange the travel of Association members (and anyone else who supports the organization) and then return 30 percent of the commission it receives to the Association.

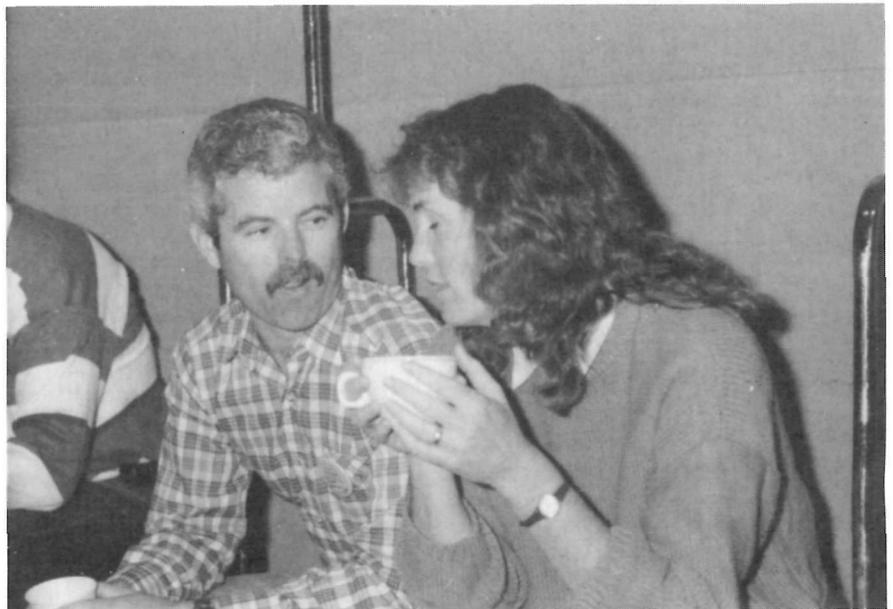
Reservations may be made by calling locally in Florida 939-5567 or by calling 1-800-237-6735 in the rest of the United States). Once you've reached them, simply arrange your travel as you would with any other travel agency and *specify the account as "ANPR"*.



### Scenes from the Rendezvous

*Clockwise from top left: Nine of the ten regional Tilden Award winners (Sylvia Flowers, second from right); the Tilden Award; Rendezvous coordinators Scott and Susan Isaacson ("Running a Rendezvous is sort of like organizing and running a wedding each day for six days in a row."); a sampling of this year's raffle offerings; Paul Pritchard presents Mather Award to Norman Bishop of Yellowstone.*

*Photos by Jim Tuck and Tom Haraden*



## Raffles, Awards, and Acknowledgements

### Acknowledgements

As always, it takes a lot of volunteer work to put on a Rendezvous, and the only compensation these members receive in return for scores of hours of effort is recognition in these pages:

- Overall coordination — Scott and Susan Isaacson, Jan Hill
- Program — Jim Brady
- Photography — Tom Haraden and Jim Tuck
- Registration — Kathy Loux, Eileen Salenik, Butch Farabee
- Raffle — Bob Love, Nancy Wizner, Kathy Clossin, Rob Arnberger
- Super Raffle — Bill and Mylea Wade
- ANPR Sales — Tessy Shirakawa, Pat Thompson, Pat Quinn, Cheryl Smith, Mark and Phyllis Harvey

### Revenue Enhancement

Just before the Rendezvous last year at Great Gorge, it was discovered that New Jersey state law banned raffles; since the state backed up its verbal prohibition with the threat of a \$75,000 fine, it was deemed advisable to consider alternative methods for raising a few dollars for the Association's treasury. Within short order, an ad hoc committee on revenue enhancement came up with the idea of fining members for a variety of imagined offenses. By the end of the Rendezvous, the designated sergeants-at-arms had shaken down members for just under \$600 in fines.

Although the state of Utah did not have a similar prohibition on raffles, the fine system was again instituted this year, largely because it had proven such a source of humor at Great Gorge. And it was again a success; although the treasury only collected \$265 in fines (several bench warrants were issued for delinquent members), there were so many imaginative charges drawn up that the chief justice still had dozens left to read at Rendezvous's end.

Here are a few of the charges and fines which were levied:

- Rick Erisman — \$2 for saying that it wasn't worth including stamped return envelopes in mailings to regional members because they'd just steam them off;
- Tessy Shirakawa — \$2 for having a last name which could be confused with a national monument;
- William Penn Mott — \$5 for scheduling his birthday to fall during the Rendezvous and thereby getting the membership to sing "Happy Birthday" to him at a general session;
- Rick Gale — \$3 for sniveling about hav-

ing to buy \$100 in raffle tickets;

- Dave Lattimore — \$5 for bragging about how much fire money he had made as a "camp slug" on the Yellowstone fires;
- Jim Brady — \$3 for misspelling his regional director's name on the Rendezvous program;
- Hal Grovert — \$2 for telling his mother-in-law that she couldn't play with her granddaughter until she bought a raffle ticket;
- Dave Mihalic — \$5 for requesting that the business meeting be held during the general session, then leaving the latter early;
- Mary Stonaker — received a \$2 award for being the only person to have the courage to admit that she didn't know why she was at the Rendezvous.

The Rendezvous raffle was back this year. Thanks to the efforts of many members (a list will appear in the next *Ranger*), this year's raffle featured a wide variety of offerings which were spun, brewed, woven, carved or otherwise hand-crafted, along with the contributions made by corporations and other organizations. Because of the quality of these donations and the typically subtle approaches of the raffle ticket vendors, the Association reaped over \$3,000 for the treasury.

The super raffle was also a success, bringing in more receipts than in any previous year. Over 3,000 tickets were sold, grossing \$15,430. Depending on which prizes are selected, ANPR will receive at least \$9,200 from the super raffle — up from \$8,250 last year and \$5,400 the year before. Thirteen people sold 30 or more tickets; the top three — Bill Wade (116 tickets), Rick Gale (149 tickets), and Dale Thompson (350 tickets) — each received monetary awards for their efforts, but all three donated their prizes — a total of \$400 — to the ranger museum fund.

The winner of the top prize, which was a seven-day cruise for two up the inland passage to Alaska, was Lorraine Mintzmyer, regional director for Rocky Mountain Region.

### Annual Awards

Several annual awards were presented to members:

- Rendezvous Coordinators Award — To Scott and Susan Isaacson and Jan Hill;
- Rendezvous Program Chair Award — To Jim Brady;
- Most People in Attendance — Yosemite, with 14 members at the Rendezvous;
- Furthest Traveled — Bernard Stoffel and another member from the Virgin Islands, who travelled 3,175 air miles to get to Snow Bird.

### Tilden and Mather Awards

The National Parks and Conservation Association (NPCA) presented two awards during the Rendezvous.

Sylvia Flowers, a ranger at Ocmulgee, received the Freeman Tilden Award, which is presented annually to an outstanding interpreter in the National Park Service.

"Sylvia Flowers exemplifies the true meaning and spirit of public service by creatively demonstrating ways to improve park interpretation," said NPCA president Paul Pritchard in presenting the award. "Even during the leanest of budgetary times and dwindling park personnel and resources, Sylvia Flowers continued to pursue improved methods for interpreting the park's history and resources to park visitors. NPCA commends her and the countless other park interpreters around the country for their role in bringing to life the many resources our parks have to offer."

Pritchard and Director Mott presented Flowers with a small bust of Tilden and a check for \$2,500. The monetary award was provided by KC Publications of Nevada.

Before announcing the recipient, all ten regional winners of the award were brought forward. Recognized along with Flowers were Nancy Medlin, Denali; David Smith, Rock Creek; Jay Shuler, Badlands; Doug Thompson, Colonial; Janice Killackey, Longfellow; Toni Cooper, Hot Springs; Robert Holden, George Rogers Clark; David Clark, Craters of the Moon; and Dan Sealy, Golden Gate.

Pritchard also presented the Stephen Mather Award, which is given "to recognize and honor a National Park Service employee in the field of natural resource management and protection", to Norman Bishop, a research interpreter at Yellowstone.

"Bishop's efforts have shed light upon the plight and misunderstanding of many of the predator species in North America, while combatting the many falsehoods spread about wolves and their relationship to the overall health of the Yellowstone ecosystem," said Pritchard. "At a time when other agencies have remained silent in the face of political opposition, Norm Bishop has been a steadfast advocate for enlightened dialogue on this important park issue. Bishop is a shining example where one person can make an important contribution to the conservation needs of the entire nation."

Bishop also received a \$2,500 cash prize.

## Final Report: Towards 1993 Task Force

The initial report of the "Towards 1993" task force was reviewed and revised by members at the Rendezvous over the course of two fairly extended sessions. All the recommended revisions were incorporated into a final draft, which was then presented on the floor for corrections, approval and prioritization. This final version appears below.

In order to give you an idea of where changes were made, all additions or revisions to the draft report, which appeared in the fall *Ranger*, are in italic. Since items which were deleted are not noted, though, a side-by-side reading with the previous version is recommended so that you can see all the changes which were made.

The Association will be moving on many of these goals and recommended actions in the coming year. A guide will appear in future issues which will briefly summarize actions taken to date on each point, but it would be worthwhile to retain this document for a fuller explanation of each goal.

If you want to work on any of the goals or actions listed below, *now is your chance*. Call Rick Gale today (208/343-2412) and he'll get you pointed in the right direction.

\* \* \*

### Statement of Purpose

The following paragraph was endorsed by members at the Rendezvous as an addition to the Association's statement of purpose. Since this requires a revision of our by-laws, it's inclusion in that statement is subject to member ratification via ballot:

*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.*

### Report Theme

ANPR is an association of national park rangers — retired, active, seasonal or permanent — and others who share an interest in the park ranger profession and/or the work of the Association. ANPR extends a hand to other disciplines for the purpose of increasing teamwork, broadening the Association's programmatic support and financial base, enhancing networking and mutual education and respect, and furthering *the preservation and protection of the values* of the National Park Service.

**Objective One:** *ANPR will propose solutions and seek administrative relief for the following issues.*

### Goals

1. *Develop a plan for a ranger intake program that addresses selection, training, intake parks and related matters.*
2. *Review and redraft the 025 standards and submit them to the Service.*
3. *Pursue efforts to establish special pay rates in areas where recruitment and retention problems exist.*
4. *Define the park ranger occupation to the degree that specific educational requirements can be established for new hires.*
5. *Develop an initiative to enhance seasonal recruitment efforts.*
6. *Monitor the housing initiative and ensure that it reflects member concerns on equitable rent and other issues, and actively seek resolution of housing concerns until funding is achieved.*
7. *Track the reduced (twenty-year) retirement issue, keep the membership informed on developments, and assure that affected members have a voice in the resolution of the issue within the agency.*
8. *Develop, recommend and support a fair, realistic and reasonable servicewide system or procedures for seasonals to apply for permanent entry-level positions.*
9. *Recommend a better system for applying for permanent position vacancies.*
10. *Closely monitor the liability issue and develop an action plan if legislative relief is not forthcoming during the 1988 session of Congress.*
11. *Develop tangible means for recognizing seasonals for extended service.*
12. *Develop suggested personnel demonstration projects that the agency could present to OPM for approval; examples include pay banding, manager classification, recruitment strategies and special pay rates.*
13. *Support efforts to increase park operating budgets as the best long-term solution to Service funding problems.*
14. *Continue the initiative for enhancing dual career opportunities and resolving dual career problems.*

### Recommended Actions

1. *Work out a process for effectively dealing with these issues. The president should consider working with the Service to place members on NPS task forces that are dealing with these subjects of concern. Representatives to task forces should consult with the president before taking official ANPR positions.*
2. *Recommend clear and workable positions to the Service and the Department along with concomitant advisories to Congressional committees.*
3. *Network with other professional*

organizations that are attempting to solve the same or similar problems, and seek ways to coordinate efforts toward common ends.

\* \* \*

**Objective Two:** *Serve as forum for the discussion and analysis of policy-related issues regarding park resources, the National Park System, and the world community of parks. Develop position papers and statements on selected issues and effectively present them.*

### Goals

1. *Develop amiable ties with identified media and provide information on individual professions, professionals and issues affecting the Service.*
2. *Present ANPR's case to Congress either directly or through friendly alliances when circumstances warrant such action.*
3. *Comment on actions taken by other Federal agencies or by private organizations which impact either the ranger profession or the National Park System.*
4. *Continue to establish contacts and nurture good will with rangers and park systems throughout the world.*
5. *Identify subject-matter specialists who will poll the membership on key issues, get a "sense of the Association", and draft position papers for board review; print an annual appeal in *Ranger* for the membership to submit issues of concern to the board for consideration.*
6. *Formalize a procedure for determining ANPR positions in which the president and board formulate positions which are consistent with the statement of purpose, compendium, member surveys and by-laws.*

### Recommended Actions

1. *Determine those parts of NPCA's *Investing In Park Futures* that coincide with ANPR's statement of purpose, define ANPR's role, then work to assist with implementation of recommendations.*
2. *Designate a principal media contact to serve as staff assistant to the president and develop a media relations program to present to the membership.*
3. *Clarify the effect that the direct contacts with Congress will have on the Association's 501(c) (3) status.*
4. *Develop a clear policy statement on when and under what circumstances ANPR will present its case to Congress; determine how this is to be done and by whom.*
5. *Carry articles in *Ranger* about activities in other park systems and their ranger/warden associations.*
6. *Invite a representative from another country's park system to attend a Rendezvous during the next five years and provide financial assistance if necessary.*

7. Submit to the membership the idea of conducting a Rendezvous in Canada sometime during the next five years.
8. Seek recognized authorities in program areas to serve as subject-matter specialists.

\* \* \*

**Objective Three: Develop membership and provide for membership involvement, social enrichment, membership services and improved ANPR communications.**

**Goals**

1. Maintain a member health insurance program.
2. Continue to use *Ranger* as the main communication link to the membership; determine the feasibility of increasing the number of issues per year and upgrading the format (and/or releasing periodic news bulletins on specific issues).
3. Determine the feasibility and methods of securing low cost liability insurance for NPS employees (depending on the outcome of the liability issue).
4. Develop instructions to assist NPS firefighters and law enforcement officers in preparing documentation needed to secure reduced service (twenty year) retirements.
5. Continue annual Rendezvous, but also enhance positive social (mostly outdoor) activities in keeping with common interests of rangers, i.e. hikes, boat/canoe trips, tours, skills workshops, softball games, etc.
6. Select Rendezvous locations which are inexpensive and good draws as vacation locations members would like to visit.
7. Develop stronger park organizations and lines of communication; encourage regional reps to look at ways to piggy-back ANPR gatherings onto regional training courses or other get-togethers.
8. Promote the development of the park as the fundamental unit of the Association, and encourage members to develop functioning park chapters to organize social gatherings, discuss issues and foster other activities.
9. Encourage members to volunteer for committees and seek leadership positions on the board. Assign individuals with subject-matter expertise and/or interest to work on committees for the benefit of ANPR membership.
10. In order to induce change and support the comradery of members working for common goals, ANPR should develop an aggressive recruitment initiative to double the active membership of ANPR over the next five years.
11. Work toward increased member involvement in ANPR activities.

**Recommended Actions**

1. Create a standing committee on communications which will include the editor of *Ranger*, a public affairs specialist, the president and select members of the board.

*This group will be responsible for identifying key national media contacts, establishing image-enhancing objectives and goals, and determining newsworthy issues and target audiences.*

2. Query membership through regional reps to identify individuals who are willing to serve on association committees. Have the president encourage membership involvement through the president's message in *Ranger*. Develop a method to recognize individuals who make major (significant) contributions to the Association and its membership.
3. Create a committee or task force to develop instructions to assist NPS personnel in preparing documentation needed to secure reduced service retirements and to work toward preparation by the NPS of an agency request for reduced Service retirement coverage for law enforcement and firefighting personnel.
4. Develop an electronic mail capability for ANPR.



*Task Force chair Karen Wade (right) discusses report with Kris Bardsley.*

*Photo by Jim Tuck*

\* \* \*

**Objective Four: Support educational opportunities for members; develop standards of professionalism; foster communications on professional topics.**

**Goals**

1. Develop voluntary standards — such as physical fitness standards — that will serve as ideals for the professions supporting the Park Service's mission.
2. Establish a training agenda in conjunction with the Rendezvous and work with the Service's training division to determine ways in which ANPR can assist in putting on or otherwise supporting NPS training.
3. Establish cross-training agenda in conjunction with the Rendezvous and work with the Service's training division to determine ways in which ANPR can assist in putting on or otherwise supporting NPS training.

4. Continue to offer 171 workshops and related career counseling type assistance.
5. Develop a program whereby an established member could be paired with a new member to provide the member with direction, guidance and support.
6. Print more technical and professional papers, position papers, field news and historical articles in *Ranger*.
7. Develop a publications program proposal which would evaluate the costs and benefits of having ANPR publish books on professional topics, professional papers, and proceedings of seminars and Rendezvous.
8. Explore the possibility of developing an ANPR "bookstore" which would sell books and article reprints on subjects of interest to members.
9. Reproduce, updating annually, a set of reprints of *Ranger* articles that address the goal of permanent NPS employment and make them available to members and others.
10. Explore the possibility of developing an ANPR operation or function which will allow the purchasing of outdoor equipment at the reduced rates allowed professionals.
11. Develop and publish effective position management strategies, to include position classification, annual work plans and supervision. Identify and publish strategies that are currently working in the NPS.
12. Designate a committee to gather information about alternative training sources. Develop and maintain a course catalogue for the benefit of ANPR members and other employees of the NPS.

**Recommended Actions**

1. Produce and distribute to rangers a professional VHS videotape using subject and personnel experts to explain the preparation of SF-171's, KSA's and 10-139's.

\* \* \*

**Objective Five: Identify a few special projects which would enhance the image of ANPR.**

**Goals**

1. Develop an agenda for ANPR support of the Service's celebration of its 75th anniversary.
2. Seek corporate financing to develop exhibits for the NPS ranger museum at Yellowstone.
3. Explore the possibility of developing an ANPR program for recognizing citizen support for the parks through a national award equivalent to the Mather or Tilden awards.
4. Promote and participate as an association in special events and projects that involve special populations, such as disabled groups, childrens groups, senior citizens and hospital wards.

*Continued on page 31*

## Workshops

### Natural and Cultural Resource Management

Mike Ruggiero, chief of the new Wildlife and Vegetative (WAVE) Division under the Associate Director for Natural Resources, led off the workshop with a discussion of the various branches in this unit and the programs and projects each is responsible for accomplishing.

WAVE is broken down into three functional branches. The Natural Resource Program Branch manages the National Landmark program, integrated pest management, acid rain and endangered species issues. Research and Science provides technical support for the division and carries out national level research involving two or more parks or regions. The Policy and Information Branch formulates, reviews and revises policy and provides input into the Natural Resource Assessment and Action Plan (NRAAP) from a national perspective.

Results from NRAAP are beginning to be useful to the Service. In 1986, about 73% of the \$80 million spent on natural resource management was spent at the park and regional office levels. Most (75%) of this money was spent on ranger activities, training and monitoring.

With this information, the Service can tell Congress how monies are being spent on resources and needs can be better identified in attempts to secure additional funding. Existing funding can be focused on the most critical resource problems, additional resource management personnel can be justified, and training can be upgraded.

NRAAP has identified a need to improve the quantity and quality of park baseline information. It has also targeted assimilation of natural resource management research as a serious issue.

Ruggiero identified three areas where field rangers can contribute to the Service's effort to manage natural resources. They can provide input into policy and guidelines as they are formulated. They are in a good position to inventory and monitor resources in the performance of their daily duties. Implementation of resource management strategies and plans is the final area where rangers can make a major contribution. "The natural resource program belongs to everyone," he said.

Jerry Rogers, Associate Director of Cultural Resource Management, was the second facilitator in the workshop. He began by highlighting the progress made in cultural resource management over the past eight years.

A three-fold increase in the budget and a strengthening of cultural resource policies and guidelines are two areas of advance. Rogers cited improvements in the list of classified structures and the cultural re-

source bibliography to make them more useful and meaningful. Over four million museum objects were catalogued in 1988, a number sixteen times larger than in any previous year.

The Historic American Building Survey (HABS) has documented more buildings in NPS units than in the previous 50 years, and the Cultural Sites Inventory is in its formulative stage. The National Register of Historic Places is now on computer with ability in the program to carry out analysis.

Rogers praised the 1988 firefighting effort this past summer in saving all but one threatened historic structure in the West.

The Cultural Sites Inventory will remain a priority in 1989, and the \$2.75 million dollar increase for cataloging which was in the 1988 budget is again included in the FY89 budget. Work will continue on the study of cultural landscapes.

The Archeological Resource Protection Act has been amended to provide for better protection of resources. Twenty training sessions in ARPA enforcement are planned for 1989. Both actions are in response to comments from rangers, other law enforcement personnel and federal prosecutors.

A bill has passed the House of Representatives to expand Manassas Battlefield Park. The Manassas Protection Bill was written to protect the park from outside impacts through the purchase of 500 additional acres currently slated to be developed into a shopping mall.

Rogers looks to expand the cultural resource budget but not at the expense of other NPS programs. "Increased threats to resources require all of us together to push out the budget frontier," Rogers said, "and look for additional Service funding."

Jan Dick  
Nez Perce

### Seasonal Concerns

This year the seasonal interest committee held two workshops to discuss problems facing the NPS and its seasonal employees. Participation was limited to approximately 30 people, in part due to the four other workshops being held simultaneously. Those who were in attendance, however, took an active part, and the discussion was lively and constructive.

The sessions started off with Kris Bardly summarizing the work the committee was able to accomplish in the last year. Of the four goals set at Rendezvous XI, three were successfully completed. The summer '88 edition of *Ranger* was centered around seasonal issues, the seasonal hiring surveys were resumed, and two workshops were held at Rendezvous XII. The career development goal, which focused on seasonal training opportunities, turned into a bigger job than anticipated and remains unfinished; it is still actively being worked on.

Kris next discussed the committee's input on the letter that ANPR sent to Director Mott in response to the findings of the WASO Seasonal Employment Committee report. This letter was printed in the fall *Ranger*. Kris also related that she has been working with representatives of the FOP and NAFFPR on seasonal concerns.

Bill Supernaugh, our NPS representative at FLETC, presented information on seasonal law enforcement academies and the new program operation evaluations he will be conducting at all of the seasonal LE schools to try and develop a more consistent program nationwide. Bill is also trying to foster a more aggressive NPS role in the training academies, which will help retain more students for the NPS as well as present more traditional NPS philosophy.

One problem identified in the WASO report was that more schools were needed. According to Bill, there will be two more started on a trial basis this year, with five more being looked at. Bill pointed out that there are still some regions of the country lacking adequate coverage. He asks that you contact him if you know any good candidate schools in your area.

Bill Dwyer from Memphis State University next presented some information on trends we can expect to see in seasonal hiring and some of the problems that we need to correct if we hope to reverse these trends. Employer arrogance, low pay and poor supervision were some of the most obvious problems.

Bill's overhead projections showing graphs and tables loaded with hard data were real eye-openers for many of the folks in attendance. Everyone knows there is a problem, but it was a bit shocking to see it laid out so clearly.

The presentations were followed by an open discussion identifying problems and what the committee should do about them. Comments were mostly positive and Kris took the Karen Wade approach and immediately signed up the speakers to help work on the committee. For a summary of what the group will be focusing on for the coming year, see the seasonal interest committee report on page 28.

The last comment that was brought out during each session was participation. At Rendezvous XI, 13 people signed up to work on the committee. In reality, four or five folks did all the work. If you think the committee should be doing more or have some good ideas, give Kris a call. We can always use some more help.

Chris Pergiel  
Grand Canyon



*Butch Farabee and Paul Davis lead a session on fitness standards for law enforcement rangers.*  
*Photo by Jim Tuck*

### **Fitness Task Analysis**

Physical fitness standards for law enforcement rangers was the topic of the first workshop conducted by exercise physiologist Dr. Paul Davis at Rendezvous XII. The discussion of fitness standards has been with us for a long time, with many failed attempts at developing a program aimed at professionals who perform a variety of tasks. This session, conducted by Dr. Davis, was aimed solely at the law enforcement duties of rangers.

The first workshop was attended by 26 rangers, all of whom are currently commissioned. Dr. Davis utilizes a methodology known as the Delphi Session to gain information from subject matter experts as to the physical needs required by certain tasks or jobs. The session hinges on group dynamics and discussion in order to attain a consensus of opinion on fitness needs for a particular task. Through discussion, a median value is attained from the group which comes closest to what is perceived as truly reasonable.

An example of the process would be the question of how far a law enforcement ranger should be required to run. A discussion evolved over the real circumstances which would require a ranger to run during a normal tour of duty. Jogging, sprinting, and dodging obstacles were separate categories in this discussion. Each participant assigned a number value to what they felt a proper jogging distance would be. Values ranged from  $\frac{1}{4}$  mile to 3 miles. High and low values were thrown out, and a median value was attained. A group consensus of jogging  $1\frac{1}{2}$  miles was reached.

This process was followed for a variety of tasks, such as strength, climbing, pulling, pushing, lifting, jumping and swimming. Values were attained and will be analyzed by

Dr. Davis. Information will be used by Butch Farabee of WASO Ranger Activities in development of a fitness standard for law enforcement rangers.

The Delphi Session is being used in other task analyses of duties performed by park rangers. A session was also held in Snowbird on structural and wildland firefighting. The process always remains the same — a discussion of tasks by subject matter experts leading to a consensus of opinion. The process is also being used to develop fitness standards for EMS and SAR personnel.

Jim Gorman  
 Saratoga

### **20 Year Retirement**

Attorney Craig James and paralegal Ken Egerman presented a very informative program on enhanced retirement for federal firefighters and law enforcement officers. James and Egerman represent a law firm in Boise, Idaho, that has handled several employee appeals for 20 year retirement. The advantages of enhanced retirement included an increased annuity and earlier retirement in recognition of hazardous and arduous work.

The workshop began with a brief legal history of 20 year retirement, beginning with the Congressional creation of the program in 1947 and ending with the Office of Personnel Management amendments in January 1988, which is that agency's interpretation of Congress' intent. The January 1988 regulations seek to close the books on 20 year retirement under the Civil Service Retirement System. All employees hired after 1983 are under the FERS retirement plan, and OPM is attempting to end in-

cremental CSRS 20 year retirement appeals by setting an appeal deadline of September 30, 1989.

By now you should have received a copy of OPM's January, 1988 regulations in your park. James cautions that OPM's opening qualification statement, while not encouraging, does not exclude us automatically, at it is merely OPM's interpretation.

The distinction between primary positions (directly performing law enforcement and firefighting duties), and secondary positions (supervisory and administrative) is significant. One of the more important strategies James advises is to avoid using OPM's terminology in your claim for enhanced retirement. James said to "avoid playing OPM's game." He recommends using synonyms such as "basic service" in lieu of "primary," to describe what you actually did. A break in service of 3 or more days between primary and secondary work may jeopardize your eligibility, so analyze the impact on your retirement when making career choices.

The burden of proof is on you, the employee, to qualify for this program, not the agency. James felt that while generic agency categorization for 20 year retirement — the NPS going to OPM and requesting eligibility for all of its law enforcement and firefighting employees — may have advantages, it is not a panacea. James felt that if the NPS request was denied, those positions could then become exclusions to enhanced retirement and appeal would then be difficult in court.

Gather as much documentation as possible to back up your request. This includes evidence of training, certificates, red cards, awards, and even fire crew pictures. An important point is that many position descriptions are too general and are not definitive in court. Despite OPM's request that a time annotated position description be submitted for each position that you occupied, James recommends that you do *not* submit a position description, unless you are satisfied that it accurately reflects your duties. He suggested submitting a detailed narrative instead, because what is important is what you actually did in the job, not the position description and percentages. For administrative and supervisory positions, stress that basic experience is a requirement and that primary skills were necessary to supervise.

The deadline for employee submission of claims for past 20 year retirement credit is September 30, 1989. The claim has to be in the hands of the National Park Service by the above date. James recommended sending a letter to OPM at the time of submission notifying them of the date of your action. The National Park Service is required to forward your claim to OPM after review with their positive or negative recommendation. OPM will then comment. If your claim

is denied by OPM, you have only 30 days after their decision to initiate a written request for review or appeal. This request must be back in OPM's hands within 30 days, but you can request an extension to gather additional information.

Search and rescue duties are hazardous and arduous, but have not been addressed in the regulations. The duties are inherent in some law enforcement and firefighter positions, so James recommended including them in your narrative and letting the agencies respond.

James suggested planning your career to avoid breaks in service and transfers to non-covered positions. Egerman candidly added that if you aren't going to get enhanced retirement benefits, you should reconsider staying in your current line of work and stop putting your life on the line. Egerman noted that if you choose another career path (non-law enforcement/firefighter), you can often reach higher grades and greater retirement annuities — the only caveat being that if you could retire after 20 years, you could have a second career. For those employees under the FERS retirement system, the employing agency determines what positions are eligible for enhanced retirement. At this time the National Park Service has not made its determination.

If you choose to enlist the aid of a legal firm, James stated that an average cost for putting your claim together to the point where it is submitted to the NPS would be approximately \$2,500. Obviously, costs would be higher if appeals became necessary. If your case is settled at the NPS or OPM level, all legal costs are your responsibility. If you appeal to the merit systems protection board and prevail, the government must pay all of your legal fees.

Frank Dean  
Yosemite

## Update on Interpretation

Mike Watson's remarks on recent developments in the interpretive field provided an interesting follow-up to his presentation at Rendezvous XI last year. At Great Gorge, he previewed a document to be called *The Interpretive Challenge* and suggested it would approach that topic under five headings — quality, evaluation, education, NPS initiatives and media. The finished product, released this past summer, closely mirrors that proposal.

*The Interpretive Challenge* provides a philosophical overview of the future direction of interpretation in the Service. The practical follow-up is suggested in a companion publication entitled *Implementation Strategies*. The strategies outline the process needed to make the challenge a reality and were developed with a "no limits" point of view. They provide a "best guess" as to where the Service is today in terms of future needs.

Cumulatively, the projects on the the list are tremendously expensive, with a five-year total of \$140 million. Since such funding will be difficult to attain, a third part of the process is now underway wherein the 133 projects outlined in the strategies will be separated into three broad categories:

- those which are achievable with only a change in management direction;
- those which will require policy or political action; and
- those big ticket items which will require Congressional action and funding.

This attempt to separate the real and achievable from the pie-in-the-sky will allow the *Challenge* package to be both a blueprint for action and serve as a vision for presentation to the transition team or in response to Congressional interest. It was also suggested that the ideas in the package could provide direction for park level goal-setting or the preparation of statements for interpretation.

During the discussion of the *Challenge* project, the overall perception of the interpretive function surfaced. It was noted that other agencies, particularly the Forest Service and BLM, are recognizing the impact of interpretive programs on the public's perception of the organization and are initiating programs to develop interpretive capabilities.

Director Mott, who participated in the first session of the workshop, suggested that interpretation ought not to be viewed as a tool of management; rather, interpretation is management. He further suggested that interpretation, in the form of good public relations, ought to be proactive rather than reactive in getting our message out. He said that "we must begin to manage the message."

Other participants reflected on the current state of affairs which requires that virtually every permanent interpreter must either manage or supervise, which means that precious few have the time to engage in the creative process suggested by the *Challenge*.

Current special initiatives were also highlighted. These included the upcoming quinquennial of the voyage of Christopher Columbus, a clean air/acid rain program, the wolf education program, an environmental education package, the 75th anniversary of the Service and a cooperative effort with NASA related to satellite imagery. These projects are in various states of development and it was stressed that each park would have to determine what fit in their area. Not all projects will be appropriate in all parks.

Mike outlined the current organization in the Washington Office and highlighted the point that the Division of Interpretation and Harpers Ferry Center are again grouped under the same assistant director. This arrangement, he suggested, will allow for closer coordination of project development.

Time was also directed to a discussion of the new interpretive technical bulletin project, the on-going review of the management policies and the spector of an A-76 review of the interpretive personnel services function. Following Mike's comment that he wasn't sure where A-76 was headed, the Director replied "the wastebasket."

The session closed with an update on the visitor services project developed by Dr. Gary Machlis at the University of Idaho. The survey has been conducted in some 20 parks and has yielded a wealth of information with a number of potential applications. This program is being taken over by the Service. Margaret Littlejohn and Dwight Madison have been assigned to work with Dr. Machlis to implement the transition of the program. The survey has the potential to be an important planning tool, but it was emphasized that it is only one manifestation of the need for social science research in the NPS.

Dennis Ditmanson  
Custer

## Position Management

John Mussare, the new chief of classification in WASO, headed this workshop, which focused on the broad themes of position management and classification as they affect NPS employees.

Two points emerged from the session: First, that NPS employees in general, and managers in particular, don't understand the position management system very well; second, that the Service has traditionally taken a conservative view in interpreting existing regulations, which, when coupled with the fear of losing the "ranger" title, has served to generally suppress grade levels.

John stressed a number of points, including the following:

- the way work is organized in the Service — favoring generalists over specialists — tends to suppress grades;
- management tends to view specialization with suspicion, fearing a loss of flexibility;
- pay administrative issues are not necessarily classification issues and one may not necessarily solve the other;
- position management tends to be viewed as a negative (reductions of FTE's, etc.), but may in fact have positive effects;
- classification and staffing knowledge is a must for effective supervision.

To address the latter concern, a training session will be held in January to develop a cadre of trainers in each region who will in turn conduct two-day seminars on this subject for every supervisor in the system. Position management, John stressed, must be perceived as a way of dealing with operational problems. Organizing needed work through position management techniques can lead to enhanced grades.

An automated classification program was outlined which could provide the super-

visor with a bank of standard work descriptions from which a total position description could be developed. Each of these standard statements would have a "value", which when combined would provide the grade level of the job. John stressed that the program is still in the formative stages and that the 025 positions would not be addressed for some time due to the complexity of these jobs. One benefit which he predicted from this process would be to free classifiers from the technical aspects of the work and make them more available to advise managers on position management techniques.

As expected, the 025 issue generated a great deal of discussion. In John's opinion, the effort to combine the technician and ranger series into a single series was a mistake. The resulting standard covers too broad an area, clouds the issue of "professionalism", and is too complex to be covered by the factor evaluation system. He again made the point that carefully reviewing the array of needed work and assigning these tasks in a logical fashion would have positive effects on grade levels.

Audience concerns on the possible loss of the "ranger" identify were addressed by Mike Hill, who pointed out the difference between classification titles and organizational titles. Regardless of what a position is called for purposes of classification, and there are many possibilities, the incumbents will still be "rangers" within the organization.

John described the classification process in some detail, including the use of multiple series guidelines to attain grade determination, mixed grade guidelines, grade-controlling and series-controlling criteria, the positive education requirement and the subject of variety.

Variety is generally thought to have been addressed in the current standards and he used the example of park interpretive themes. A person in a position expected to develop programs in a single theme may grade as a GS-5, while a person in a position who has to develop multiple theme presentations may be graded higher. John suggested that, in fact, variety could mean that a number of tasks which grade at the 5 level may, when grouped together in a single position, allow for a 7 level determination.

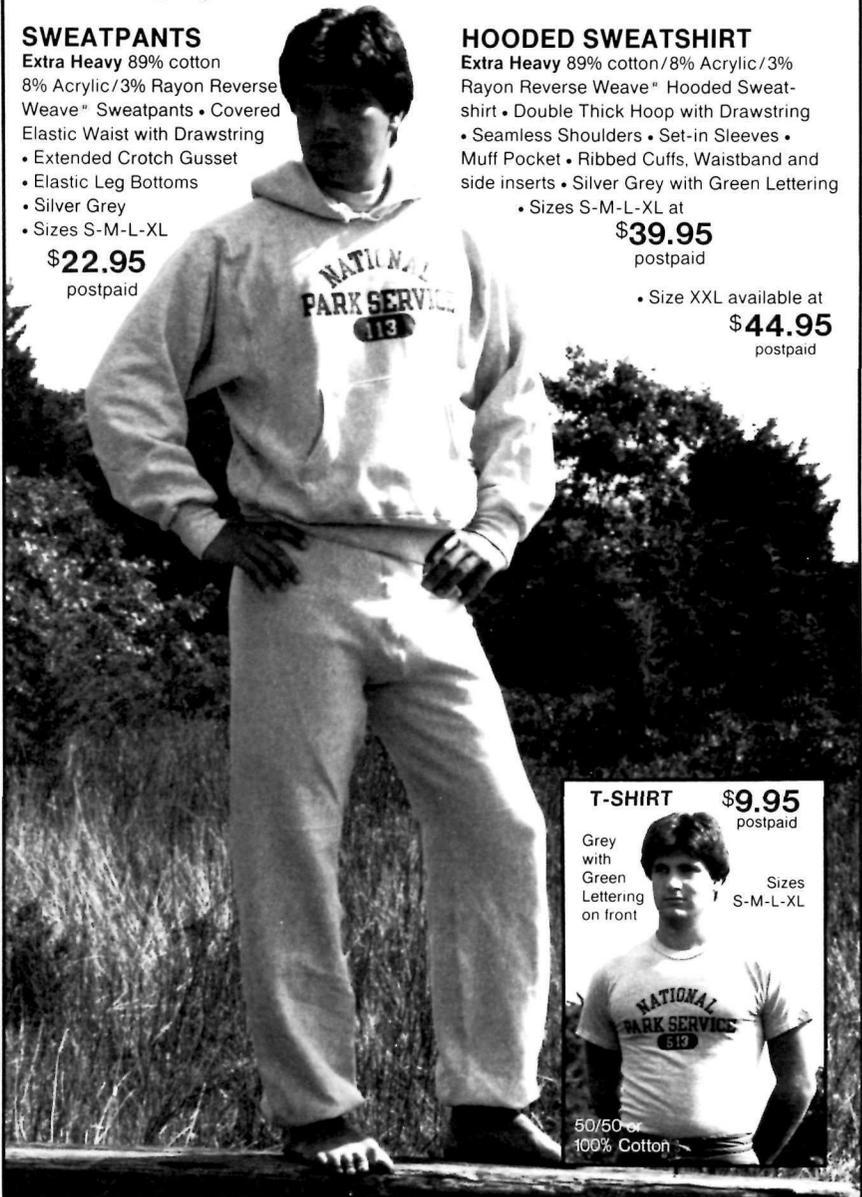
It was suggested that what some have termed the "Balkanization" of the Service is also an impediment to solving position management issues. Current policy allows considerable regional variation in the interpretation and application of existing regulations, which in turn leads to inequities across the Service.

Overall, the session provided a wealth of information and, most importantly, created the impression that a creative problem-solving attitude would be the order of the day in this division.

Dennis Ditmanson  
Custer

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## All in the Family

All submissions must be either *typed* or *printed* and should include the author's return address and/or phone number. Send to: Editor, *Ranger*, Apt. D-422, 3004 Lee Highway, Arlington, VA 22201. If you are moving and also changing your address, please include past and present addresses. These will be forwarded to the business managers who maintains the list of current addresses.

In the last issue of *Ranger*, the format for entries to this section was changed to include relevant information about grade, park area and professional specialty, i.e., Steve Mather — from GS-5 park ranger (interpreter), Furthest District, Backwater NM, to GS-7/9/11 park ranger (chief of interpretation), Career Dream NP. On further reflection, it occurred to us that it might also be worthwhile to offer you the option of including your new address and phone number with your entry, thereby making it possible for you to advise friends and acquaintances of where you can now be contacted. We'll begin printing such information in the next issue.

### Transfers

Jane Anderson — from GS-9 (local hire) concessions analyst, Denali, to GS-9/11 concessions contract analyst, WASO.  
 Mark Arsenault — from GS-5 park ranger (RM & VP), Valley Forge, to GS-6 lead park ranger, same.  
 Robert Beauchamp — from park ranger, Skagit District, North Cascades, to computer specialist, headquarters, North Cascades.  
 Bonnie Blaford — from park ranger, Tuskegee Institute, to same, Jimmy Carter.  
 Mark Bluell — from park ranger, Catocin, to same, Vanderbilt.  
 Steve Botti — from GS-11 resource management specialist, Yosemite, to GS-12/13 fire management specialist, Branch of Fire Management, Boise.  
 Vicki Botti — from GS-9 interpreter, Yosemite, to same, Boise National Forest.  
 Paul Broyles — from GS-9 fire management officer, Big Cypress, to GS-11/12 fire management specialist, Branch of Fire Management, Boise.  
 Gini Broyles — from GS-5 secretary, Big Cypress, to GS-6 secretary, Bureau of Reclamation, Boise.  
 Kent Cave — from GS-9 chief ranger, Andrew Jackson, to same, Fort Pulaski.  
 Cindy Crowle — from park ranger, Virgin Islands, to same, Skagit District, North Cascades.  
 Reed Detring — from chief ranger, Canyon de Chelly, to superintendent, El Morro.  
 Tim Devine — from GS-5 seasonal park ranger (VP/RM), Wild Basin Subdistrict, Rocky Mountain, to GS-5/7 permanent area ranger (VP/RM), Mora Subdistrict, Olympic.  
 Donna Donaldson — from park ranger, C&O Canal, to chief, visitor services, NCP Central.  
 Rick Gale — from GS-12 chief ranger, Santa Monica Mountains, to GS-13 fire manage-

ment specialist, Branch of Fire Management, Boise.  
 Eileen Salenik Gale — from GS-12 chief of land use planning, Santa Monica, to GS-11 land management planner, Bureau of Reclamation, Boise.  
 Bob Gray — from park ranger, Natchez Trace, to subdistrict ranger, Four Locks Subdistrict, C&O Canal.  
 Chuck Hahn — from park ranger, Petersburg, to same, Tupelo District, Natchez Trace.  
 John T. Kelly — from GS-5 park ranger, seasonal supervisory interpreter, Watch Hill, Fire Island, to GS-7 outdoor recreation planner (permanent), Recreation Resources Assistance Division, WASO.  
 Robert Keller — from seasonal maintenance worker, Grand Tetons, to surveying technician, Arizona Projects Office, Bureau of Reclamation, Phoenix, Arizona.  
 Allen King — from park ranger, Olympic, to chief ranger, Chiricahua.  
 Bob Mackreth — from park ranger, Fire Island, to GS-9 supervisory park ranger, Harpers Ferry.  
 Beth Hagler-Martin — from chief of interpretation, Fort Stanwix, to site supervisor, Clara Barton House, George Washington Memorial Parkway.  
 Rick Martin — from park ranger, Fort Stanwix, to supervisory park ranger, Arlington House, George Washington Memorial Parkway.  
 Mike McGinnis — from seasonal park ranger, Rocky Mountain, to permanent park ranger, C&O Canal.  
 Sean McGuinness — from GS-7 park ranger (LE), Natchez Trace, to same, Crater Lake.  
 Kevin McMillan — from seasonal park ranger (LE), Sequoia, to GS-5 permanent park ranger (LE), Prince William.  
 Pam Goldbeck McMillan — from GS-5 dispatcher, Sequoia, to GS-5 secretary, Prince William.  
 Mike Murray — from GS-9 district ranger (RM & VP), South District, New River Gorge, to GS-11 district ranger, Kings River District, Kings Canyon.  
 Andy Nettell — from park ranger, Independence, to same, Canyonlands.  
 Gordon Olson — from resource management specialist, Antietam, to same, Assateague.  
 Mark Ragan — from park ranger, Golden Gate, to same, Andersonville.  
 William Rhode — from park ranger, Buffalo, to subdistrict ranger, Hoh Subdistrict, Olympic.  
 Tom Richter — from GS-9 chief ranger, Harry Truman, to GS-11 director of visitor services, Jefferson National Expansion.  
 Tom Ritter — from assistant director, visitor services, WASO, to superintendent, Sequoia-Kings Canyon.  
 Carroll Schell — from resource management specialist, Acadia, to same, National Capital Regional Office.  
 Scott Shane — from GS-5 park ranger (interpretation), Jamestown, Colonial, to GS-7 park ranger (interpretive management trainee), Pacific Northwest Regional Office.  
 Mark Shotland — from seasonal park ranger, Greenbelt, to same, National Capital Regional Office.  
 Tony Sisto — from subsistence hunting specialist, Alaska Regional Office, to park ranger, Resource Management/Visitor Protection, National Capital Regional Office.

Jill Stahlnecker — from park ranger, Antietam, to same, Curecanti.  
 Ken Stahlnecker — from park, Antietam, to same, Curecanti.  
 Galen Stark — from park ranger, Longmire, Mount Rainier, to frontcountry area ranger, Skagit District, North Cascades.  
 Robert Stinson — from seasonal park ranger, Grand Teton, to permanent park ranger, Organ Pike Cactus.  
 Chris Streng — from budget analyst, NCP-Central, to administrative officer, C&O Canal.  
 Mark Wagner — from park ranger, Golden Spike, to supervisory park ranger, Crater Lake.  
 Rick Wilson — from seasonal park ranger (LE), Timpanogos Cave, to clerk typist (permanent), same.  
 Diana Zinn — from budget analyst, Department of Energy, to same, C&O Canal.

### Departures

Lynn Arthur — from park ranger (librarian curator), Mount Rainier, to mom, Newhalem, Washington.

### Missing Persons

There are a number of members of the Association who have temporarily disappeared — at least from the roles of the organization. Magazines sent to them are returned undelivered, with notes like "no forwarding address" or "not deliverable as addressed." If you know of someone's whereabouts, please advise (or tell him/her to advise) Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831.

These are the members, with their last known addresses:

Matthew Chase, Portland, OR  
 Stephen Winslow, Denali, AK  
 Alan Fieldson, Ventura, CA  
 Paige Ritterbusch, Woodland, CA  
 Ross Parcels, Iron River, MI  
 Brad Blomquist, Affton, MO  
 Mark Peapenburg, Page, AZ  
 Steve Hunt, Anchorage, AK  
 Kenneth Davis, Gretna, LA  
 David Taylor, Golden, CO  
 Thomas Hudspeth, Yellowstone, WY  
 Richard Guerrieri, Estes Park, CO

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## Board Member Reports

### Western Vice President

Vice President Mack Shaver, Theodore Roosevelt. Address: Theodore Roosevelt National Park, P.O. Box 7, Medora, ND 58645. Phone: (701) 623-4466 (work) and (701) 623-4313 (home).

As you've no doubt noted, this issue of *Ranger* is almost entirely devoted to reporting on Ranger Rendezvous XII. My reaction to our latest get-together follows:

In a few words, Rendezvous XII was characterized by hard work, high quality presentations and time for close social interaction. A lot of time was spent in general sessions refining and completing the five year goals and objectives of the Association. Because of the detailed quality effort expended by the task force prior to the Rendezvous and because of the interest shown by the general membership in attendance (many of those speaking and helping with revisions were first time Rendezvous attendees and/or new ANPR members — something I haven't seen since our first annual meetings), the final product is a workable document truly representing a large segment of our members.

The keynote speakers and workshops all presented appropriate, thought-provoking sessions, which enabled attendees to take new ideas home with them. Rehashes of old issues, worked over past speeches and disjointed, off-the-cuff remarks were not a part of this Rendezvous. Likewise, the expanded general session business meetings (in response to last year's resolution) were well-attended (even at 5:30 p.m. on the last day). New members with new ideas were a refreshing addition to these sessions. And a surprising number of not-so-familiar names appear on this year's ballot. All are encouraging signs that ANPR is alive, well and off and running for the next five years!

Gatherings around the keg were rewarding, as usual. Stories and videos of this last summer's fires were a highlight, as were several musical performances by talented members and spouses (ask Roger Rudolph about his Bob Dylan impersonation).

Rendezvous XII was a great one, with lots of interest and commitment. Read and digest all the reports, pick some activities you'd like to get involved in over the next year and volunteer. Then come to Rendezvous XIII at Hot Springs. They're just getting better and better!

### Eastern Vice President

Vice President Debbie Trout, Great Smokies. Address: Route 11, Sevierville, TN 37862. Phone: (615) 428-4239 (work) and (615) 453-6816 (home).

As you will see from the rest of this issue, the Rendezvous was hectic. We covered lots of issues and managed to have some fun at the same time. I am particularly pleased to see the interest and willingness to work expressed by the members at this Rendezvous.

At the Rendezvous in New Jersey, a resolution was passed to take the business meetings back to the floor and conduct business in general session. I admit I wasn't quite certain how we were going to accomplish this, but it was great. Membership participation brought new and exciting ideas forward. Best of all, members then volunteered to work to make these ideas become a reality.

During the last business meeting, a number of people suggested that it was time to increase membership dues. There was discussion concerning the amount of dues and the dues structure. Discussion covered a variety of possibilities:

- the need for additional revenue to provide more direct benefits to members;
- the need for additional revenue to accomplish the goals recommended by the "Toward 1993" task force;
- the desire by some members for a dues structure with a lower fee for seasonals;
- the possibility of a "dual career" membership category;
- the possibility of a sliding scale for dues based on salary;
- the possibility of providing spouse benefits upon death of life members, i.e., continuing subscription;
- categories beyond life membership (i.e., contributing, etc.).

As you can see, the possibilities are endless, but the general consensus was that it was time to address this issue. President Rick Gale responded by asking that I chair a committee to study this dilemma and make recommendations. Maureen Finnerty has volunteered to help and I have already asked for input from the dual career committee and have talked with Karen Wade to make certain we address the goals as recommended by the "Toward 1993" committee. I will also be asking for input from the seasonal interests committee.

The most important person I need input from is *you*. Any changes to the current dues structure may affect each of you. Let me know what you believe is the best approach.

It is a complex issue and we want to take time to come up with recommendations that will allow ANPR to accomplish the goals set by the members without discouraging membership with excessive dues.

*Please take time to let me know your thoughts on this!!* And if you're willing to serve on the committee, just give me a call or drop me a note.

### Secretary/Treasurer

Secretary/Treasurer Debbie Bird, Yellowstone. Address: P.O. Box 168, Yellowstone National Park, WY 82190. Phone: (307) 545-7315 (home) and (307) 344-7581 (work).

### Business Manager

Business Manager Debbie Gorman, Saratoga. Address: P.O. Box 307, Gansevoort, NY 12831. Phone: (518) 793-3140 (work/home).

Rendezvous XII is well documented in this issue, so I will use the space provided me to "sneak preview" some administrative decisions effecting us all.

As of January 1, 1989, all renewals will be mailed directly to me, eliminating the transit time from Yellowstone. The Yellowstone address will be retained for business purposes, but it only delays the response time that I need to effectively process all applications.

After some discussion on providing a new membership category for dual-career couples, it was decided to turn the information over to that work group and Debbie Trout's dues committee for further consideration. For those of you who have contacted me concerning this suggestion, please direct your comments to either of those groups. Input from the membership is vital on this issue. All comments sent to me in this regard will be forwarded.

A new life membership card has been designed and will be ready for distribution shortly. The new card will be laminated and therefore more permanent.

The Lotus Corporation offers a software donation program available to non-profit organizations. Upon approval of the application by Lotus and the board, ANPR received free Lotus 1-2-3 software. This will be used for recording ANPR's financial information.

As you read this issue of *Ranger*, keep in mind the time spent on preparation, discussion, and decision-making. The members of the board, workgroups, and committees devote an exceptional amount of time and effort on behalf of this organization. I was particularly impressed by the response from the membership on many of the concerns put before the Association. General sessions saw an overwhelming involvement from the floor. The membership is inspired, committed and ready for action! I think we can be assured of a productive year ahead.

### North Atlantic Regional Rep

Representative Jim Gorman, Saratoga. Address: P.O. Box 307, Gansevoort, NY 12831. Phone: (518) 664-9821 (work) and (518) 793-3140 (home).

The Snowbird Resort in Utah provided an ideal setting for Rendezvous XII. I was happy to see several members from the North Atlantic Region, as well as many friends from the past. The entire program/agenda was excellent, with many interesting workshops and speakers. Bill Dwyer from Acadia and I participated in the Fitness Task Analysis for Law Enforcement (see the workshop reports). In addition, other workshops included topics on seasonal concerns, position management, 20-year retirement and retirement planning.

The committee established for professional liability insurance, chaired by Cliff Chetwin, has identified a plan suitable for our needs. Wright & Company in Washington, D.C., has a policy which many of you may be interested in. For those of you who want information, call me or drop a line. This policy covers not only law enforcement personnel, but all other employee needs, including management, resource management, and interpretation.

I attended the workshop on the 20-year retirement program for firefighter and law enforcement personnel. The folks running the program gave out a very comprehensive booklet on how to document your career and present a case before the September, 1989 deadline. For those who are interested in applying for 20-year retirement, this document is invaluable. Due to its size, I can't mail out a copy to every regional member. However, for those who are interested, call or write me and I will reproduce it upon individual request.

There are a lot of work groups and committees alive and well in ANPR! These committees are always looking for good people willing to devote their time to help work on projects. If you are interested in helping *your organization*, contact me and I will help steer you in the right direction.

### Mid-Atlantic Regional Rep

Representative Roberta D'Amico, Colonial. Address: Highway Contract 1, Box 408 H, Gloucester Point, VA 23062. Phone: (804) 898-3400 ext. 34 (work) and (804) 642-9220 (home).

This will be a short report, as I want you to read this issue of *Ranger* from cover to cover.

My thanks to Bill Wade for representing me and the Mid-Atlantic region at the Rendezvous, since I was unable to attend. Mid-Atlantic had a good number of members at Snowbird, so once again east met west.

I've talked to a number of people about the Rendezvous and was encouraged to hear that there were a number of new members not only attending but also voicing their opinions and concerns. I don't feel I've been in this organization very long, but I know bantering with others

about the NPS is a Park Service trait with which I'm also afflicted. New folks tend to present me with situations with which I've lost touch. I hope we all take the time to listen to the new along with the comments our sages have to offer.

By the time this is printed, Mid-Atlantic members will have received a mailing with a ranger income survey, news on upcoming activities and park rep updates. Respond to these surveys, or your voice will *not* be heard.

### National Capital Regional Rep

Representative Rick Erisman, C&O Canal. Address: P.O. Box 19, Oldtown, MD 21555. Phone: (301) 724-4548 (home) and (301) 722-8226 (work).

I attended Rendezvous XII and participated in all board meetings and program sessions.

I also volunteered to participate in the law enforcement health and fitness task analysis coordinated by Butch Farabee.

I will be assisting the task force chaired by Karen Wade with objective three — providing for membership interaction, social enrichment, membership services and improved ANPR communications.

Mike Barnhart, lands management specialist at C&O Canal, was nominated as the NCR regional representative for 1989-1990. I will assist him with the transition and with regional activities.

I appreciate being nominated again along with Hal Grovert and Ken Garvin to the eastern vice president position. I have been a life member since 1979, have served as NCR regional representative since 1983, and have attended every Rendezvous since 1979.

I want to strengthen communications between the eastern regional representatives and the board, which in turn should improve their contacts with park representatives and encourage a variety of membership interaction opportunities within regions and parks, as was attempted in NCR and MAR in 1988 but with minimal success.

### Southeast Regional Rep

Representative Dave Lattimore, Natchez Trace. Address: Rocky Springs Ranger Station, Star Route Box 14C, Carlisle, MS 39049.

We have gained two more park reps — Scot McElveen in the Smokies and John Howard at Blue Ridge. Most parks still have no rep, so we need some volunteers. If we are going to have effective communications with members in the region, we need contact points at each park. It is too expensive to send out individual mailings on a frequent basis. I also would really appreciate address updates, as there have been

quite a few transfers in the last few months.

There were some excellent speakers and workshops at Rendezvous XII. Some of you may be interested in the workbook on applying for 20-year retirement. It is too lengthy (46 pages) to reproduce and distribute individually, but I will make a copy available to each park rep upon request. For members in parks with no rep, this will be an excellent opportunity to volunteer for park rep and get a copy of the workbook for your park.

Congratulations to Sylvia Flowers of Ocmulgee, NM! Sylvia was presented with the Freeman Tilden award at the Rendezvous.

If you want to chat about the Rendezvous or have questions about the Association, feel free to contact me by phone or mail.

### Midwest Regional Rep

Representative Tom Cherry, Cuyahoga. Address: 449 Wyoga Lake Boulevard, Stow, OH 44224. Phone: (216) 650-4414 ext. 232 (work) and (216) 929-4995 (home).

The question this issue is to how to say "thanks for the memories" without sounding really cornball. In the past five years, I've had the privilege of serving on the board under four presidents — four very different, unique and gifted people, each one dedicated to making the ANPR a stronger, more responsive organization.

I've heard rumblings from among the ranks that past presidents were only out for "number one"; these people point to the fact that all of them are now in higher GS or GM positions throughout the system. To those cynics, I say "bear scat", or something close to that! We should all be thankful that we have been able to recognize the talented folks, elect them to office, and *use* them while they were on their way up the ladder. I contend that each of these people was sharp enough to have made their way with or without the Association.

Thanks to all the presidents and to the rest of the board, both old and new — particularly Debbie Trout and Laurie Coughlan — for your time, energy, interest and undying dedication. Last but not least, thanks to the membership of this region for giving me the opportunity to serve. To Bob Krumenacher — good luck!

### Rocky Mountain Regional Rep

Representative Dennis Ditmanson, Custer Battlefield. Address: Custer Battlefield NM, P.O. Box 39, Crow Agency, MT 59022. Phone: (406) 638-2621 (work).

Rendezvous XII is now history and by the time this *Ranger* it out you will have had the opportunity to choose new leadership for the next biennium. At the regional level, I think we had some good candidates

and I've offered my assistance to whom ever is successful. I also know from experience that the individual will require support, frequently, from the membership. In fact, the idea of member participation in organization activities could be said to have been the dominant theme of Rendezvous XII.

Though it seemed to me the mood of the Rendezvous was somewhat subdued this year, I was energized to see the level of participation from first-time attendees. I was also pleased to see the level of interest in the less-than-exciting process of finalizing the report of the 1993 task force. Karen Wade and the committee took on a herculean task and produced a document which sets a forward-looking agenda for action — thanks folks! I urge all of you to read it carefully, but more importantly, find the issues that are important to you and then *get involved*.

I was also pleased to see the return of business to the floor in general session. It's a more cumbersome process, to be sure, and probably will require more time at future Rendezvous, but it recognizes the idea that this is a member-driven body. Having a hand in setting the agenda should increase the level of involvement. The challenge for all of us is to take a hand in ensuring that this organization remains the strong voice of, and for, NPS employees that it was intended to be.

My thanks to those of you who provided ideas and support these last two years. Keep it up! At Snowbird, it was suggested that the strength of ANPR lay at the park level, and I think that is especially true in a far-flung region like ours. The strengthening of these local ties would be a good first step for the new year. Let the new rep know how you can help.

### Southwest Regional Rep

Representative Dale Thompson, Big Bend. Address: Chisos Basin, Big Bend National Park, TX 79834. Phone: (915) 477-2251 (work).

Start making your plans now to attend the Rendezvous in Hot Springs. It will be the "first ever" Rendezvous held in the Southwest Region, and, with its central location, will be easy for many members to attend.

Snow Bird was great! We got a lot of work accomplished on our "directions for the future". The task force headed by Karen Wade did an outstanding job.

I always have a message about recruitment. As a personal goal, I chose to try to increase the membership of the Association, but after a year in this job the number of regional members remains close to the same. I know who the members are, but I don't know how to reach the non-members out there in your parks. Therefore, it's up

to you to spread the word about the objectives of the Association and encourage each to become a member. I'm pleased to report that Dave Park, Buffalo River, has chosen to join Cindy Ott-Jones, White Sands, Phyllis Cremonini, Carlsbad Caverns, and Jerry Yarborough, Amistad, as park reps in their parks. We need more people out there who are willing to become active in the Association. Drop me a line if you would like to represent your park.

### West Regional Rep

Representative Frank Dean, Yosemite. Address: P.O. Box 577, Yosemite, CA 95389. Phone: (209) 252-4848 (work) and (209) 372-4242 (home).

Rendezvous XII is now history, and was, by all accounts, a great success. Over 250 members made the journey to Snowbird, Utah, and were rewarded with inspirational keynote speeches by Roderick Nash and W. Mitchell to name just two speakers. The workshops were informative and well received and are chronicled elsewhere in this issue.

Several excellent committee reports were also presented during the business meetings. These included personal liability insurance, seasonal interests, and, most importantly, the "Toward 1993" task force report planning ANPR's future for the next five years. There was some positive feedback during and after the Rendezvous about the task force and its proposed agenda. Your support and input will be needed for these goals to reach fruition. Please join us.

On that note, I would like to thank Rick Mossman of Grand Canyon, Mark Maciha of Lake Mead, and Dennis Young of Golden Gate for volunteering as park reps. I am looking for more park reps to facilitate communication within ANPR for the coming year, so let me hear from you if you are interested.

### Pacific Northwest Regional Rep

Representative Jan Dick, Nez Perce. Address: P.O. Box 84, Spalding, ID 83551. Phone: (208) 843-2926 (home) and (208) 843-2261 (work).

As you have no doubt read elsewhere in these pages, Rendezvous XII was another "smashing" success, even though many of us refrained from getting smashed too often. For those who couldn't make it to Snowbird last October, I hope you study the articles covering the Rendezvous closely. A great deal was accomplished that will affect the direction of ANPR in the years ahead.

We have had numerous ANPR members transfer into and out of the region. To those who are following their career goals

to the Pacific Northwest, we offer a hearty welcome. To those who have transferred to other regions, we wish you luck.

Any ANPR members who have transferred into our out of the Pacific Northwest are encouraged to write to me so that I can update my regional membership list. This also applies to anyone who has had a change of address. I will forward changes of addresses on so that you can be assured of getting *Ranger* on time, as well as other ANPR mailings.

By now at least one copy of the *Rainshadow* should have appeared on your doorstep. If not, see your park or office rep.

### Alaska Regional Rep

Representative Mary Karraker. Address: c/o National Park Service, Bettles, AK 99726.

Rendezvous XII is history and the best description offered at the closing party was that it had been laid back and comfortable. There will be a rundown elsewhere in *Ranger*, so this will deal mainly with the Alaska contingent.

There were about eight members from Alaska present at Snowbird. People were in and out and some left early, so that is an estimate. There was not much interest in a regional caucus. There had been no response as far as the upcoming regional rep election. After searching the crowd and only finding four Alaskans remaining, I asked someone to nominate Gary Vequist. Gary had expressed an interest two years ago. So it was Vequist and Karraker in the running for Alaska representative, certainly more exciting than the recent national presidential election.

The information brought back by the 1993 task force was very interesting and will offer many opportunities for those with energy and interest to help meet the objectives of ANPR. Read the goals and objectives thoroughly. Many of the concerns that have been expressed about the future of ANPR have been addressed in the task force's document. There was good input from the floor of the the open meeting at Snowbird. If you would like to assist with the effort, Karen Wade is looking for willing workers.

There were a few familiar ex-Alaskans around the lodge in Utah — Bob Martin, Jerry Case, Bruce Kaye and Mack Shaver. Jan Shaver's musical performance was a highlight of the next to last evening at Snowbird.

Rendezvous XIII will be held October 22-27, 1989, at Hot Springs, Arkansas. Plan to attend as a part of the Alaskan contingent.

## Committee Reports

### Housing

Chair: Tom Cherry, Cuyahoga. Address: 449 Wyoga Lake Blvd., Stow, OH 44224. Phone: (216) 929-4995 (home) and (216) 650-4414 ext. 232 (work).

At the invitation of *Ranger*, the Yosemite Tennant's Association has submitted a reply to Pat Smith's article on the association's lawsuit which appeared in the summer *Ranger*. Please see the adjacent article for their rebuttal.

### Dual Careers

Chair: Barb Stewart, Shenandoah. Address: P.O. Box 1700, Front Royal, VA 22630. Phone: (804) 823-4675 (summer) and (703) 999-2243 (winter).

### Seasonal Interests

Chair: Kris Bardsley, Yosemite. Address: Hodgdon Meadow Ranger Station, Star Route, Groveland, CA 95321. Phone: (209) 379-2241 (home) and (209) 372-0354 (work).

The seasonal interest committee session at the Rendezvous was a success thanks to Chris Pergiel, Bill Dwyer and Bill Supernough. I appreciate their support for this committee.

Rendezvous XII provided the committee with an opportunity to review the achievements of 1987/1988 and develop new goals for 1988/1989. During 1988/1989, the Seasonal Interest Committee will be working towards the following goals:

- Assist seasonals with career development by:
  - a. providing better information about how to get a permanent position.
  - b. better advertising open OPM registers.
  - c. providing an information booklet and session on how to write an SF-171.
  - d. supporting in a position paper the development of a National Park Service Intake Program.
- Develop a position paper which will provide the information on seasonal concerns to the new administration including:
  - a. housing
  - b. pay/step increases
  - c. lack of adequate supervision
  - d. lack of training
  - e. declining numbers of applications
  - f. overall poor treatment of seasonal employees
  - g. intake program
- Develop an evaluation form that supervisors can use to obtain information from their employees concerning their skills as supervisors.
- Research possible funding sources for seasonal scholarships to training courses.

- Work with the National Park Service representative at the Federal Law Enforcement Training Center to develop a seasonal law enforcement field training guide.

- Continue gathering data on seasonal hiring for summer and winter seasons. This information will be updated on a routine basis, and printed regularly in *Ranger*.

- Work with the ANPR Career Development and Training Committee to establish a directory of training or of agencies that provide training which is available to seasonal employees.

The following individuals have agreed to assist with the Seasonal Interest Committee this season: Chris Pergiel, Phyllis Cremonini, Barb Maynes, Bill Dwyer, Jerry Case, Dorothy Bensusan, John Frye, Karen Frasier, Kathy Williams, Kevin Cochary, Bonnie Clarefield, Paul Zaenger, Nancy Hunter and Mark and Phyllis Harvey.

I am looking forward to another successful and productive year as the chairperson of this committee. If anyone is interested in assisting with the committee or has suggestions or projects, please contact me as soon as possible.

### Employee Development

Chair: Laurie Coughlan, Eisenhower. Address: P.O. Box 342, Gettysburg, PA 17325. Phone: (717) 334-0716 (home) and (717) 334-1124 (work).

### Rendezvous

Chair: Dennis Burnett, Cape Cod. Address: Cape Cod National Seashore, South Wellfleet, MA 02663. Phone: (617) 349-3785 (work).

### Sales

Chair: Kurt Topham, Herbert Hoover. Address: P.O. Box 239, West Branch, IA 52358. Phone: (319) 643-5594 (home) and (319) 643-2541 (work).

## The Yosemite Tenants' Lawsuit (Continued)

James B. Snyder  
Yosemite Tennants Association

On July 29, 1988, Judge Price of the Federal District Court in Fresno issued his judgment in the Yosemite Tenants Association v. Hodel et al. Both the decision and the judgment in the case were issued without hearings on key facts in dispute. The Findings of Fact, on which the judgment was based, were not submitted to the Tenants Association on time by the government. Consequently, the Judge vacated the Findings of Fact and Conclusions of Law on September 6th. The Association has responded, and, as of this writing, the Judge has not issued a statement on those findings or on any change that might occur in the judgment. Because of deadline constraints, the Tenants Association had to file a Notice of Appeal without waiting for Judge Price's final word, and the case will go on appeal before the Ninth Circuit Court of Appeals in San Francisco.

In the meantime, the government has issued its "back-rent" bills to Yosemite tenants, insisting now that law and court requires them to collect these debts. Two years ago law and court apparently had little to do with them; the issue of back rent was then a tool for negotiation. The Tenants Association has applied to the court for stays of the execution of the judgement pending a final statement on the judgment by Judge Price and a review of the case under appeal. The government, for its part, will accept applications for waivers of the bills. Though a few waivers have apparently been granted already, it is not clear just what the criteria for waivers are.

The issues of the case remain pretty much as I wrote in your spring, 1988, issue. To debate the details of the case in these pages with the Housing Office would be pointless, for the issues can be quickly lost in the maze of regulations and details of the case. But you may be interested in more information on some of the issues, and, if some of the figures in the case speak for themselves from the court documents, perhaps you will understand a little better what the Yosemite Tenants Association is trying to do. We continue to hope that our efforts, with the support of many of you, will benefit all employees in the National Park Service in the long run.

Withholding of rent from pay remains a big issue along with espousal rights and the use of legal lease agreements. The government cites 5 USC 5911(c) as their legal authority to withhold rent from pay. Here is what the law says:

"Rental rates... shall be based on the reasonable value of the quarters and facilities to the employee... in

the circumstances under which the quarters and facilities are provided. . . The amounts of the rates and charges shall be paid by, or deducted from the pay of, the employee. . . in accordance with law."

Now, where in that law is *nonconsensual* payroll deduction of rent permitted? In fact, the law is vague, permitting two or more means of making the arrangement. We contend that payroll deduction without consent and without a legal lease agreement is wrong. No landlord in the private sector has a right to nonconsensual payroll deduction for rent. To put the payment of rents on a footing comparable to the private sector would help separate the landlord-tenant relationship from the employer-employee relationship. And that would go a long way toward resolving some of the housing issues here.

What of the first sentence quoted from that law? What does that mean, for example, for the issue of required housing? The government has tended to think of the phrase as "of reasonable value," meaning comparability to the private sector, rather than "of reasonable value to the employee in the circumstances under which the quarters are occupied." The difference is significant.

The latter reading is more like the old Park Service, in which field employees were valued parts of the system and essential for keeping the tarnish off the crown jewels. The former reading suggests that rents are little more than another source of funds to allay budget deficits and that quarters have little or nothing to do with the parks. The superintendent of Yosemite was written on this point that "including the phrase 'to the employee' [in the regulations] without making any changes to validate this statement is useless word-smithing."

"Pay is pay," we've been told, "and rent is rent." Many members of the ANPR are sensitive to this difference; it is a key problem underlying the Tenants case, organization of unions in parks, filing of grievances and other administrative actions, the question of required housing and standby pay, twenty-year retirement, and other issues.

One of the central reasons the government is so taken by the idea of nonconsensual withholding, besides causing the government accounting problems, is that management sometimes seems to view employees as not entirely responsible children for whom withholding is a kind of paternalistic protection. The U.S. Attorney wrote at one point that withholding was necessary because many employees "spend their pay as they receive it and are unlikely to have any money set aside to pay rent that was properly assessed in the first place." Is it not incredible that you can be

hired at less than comparable wages to represent the federal government, enforce the laws, clear the roads and trails, explain the environment to the public, collect the fees, and clean up the garbage, but you are not responsible enough to handle your own meager paychecks?

The Yosemite Tenants Association supports the idea that, with the elimination of nonconsensual withholding, the government should also begin the use of a legal lease agreement, which the Assignment of Quarters form is not. Under state tenancy law, the government also needs to recognize espousal rights. At present the only tenant is the employee assigned to the housing. Spouses and children have no rights at all. Given espousal rights to pay, at least in California, this sort of tenancy is unacceptable, not to say illegal.

The question of comparability gets to the heart of the problem, which is why the Tenants Association has focussed on the regional surveys used to set rental rates. As I pointed out in the spring issue of *Ranger*, the government maintains it does not have to follow its own regulations:

"The Department of Interior, acting through the Office of Hearings and Appeals, has determined the overriding purposes of the controlling statute (5 U.S.C. 5911) is the establishment of fair market values and that purpose is not served by strict adherence to regulations that would frustrate that purpose."

Translated into simpler language, this simply means that the end justifies the means. Comparability is simply a fiction applied piecemeal to support an overriding policy: to raise more money from employees and balance budget deficits. Even the regional surveys are an effort at cost-

cutting by substituting computer studies for supposedly more expensive on-site appraisals. Yosemite got an appraisal — from appraisers whose experience was in grazing leases — but the results of that appraisal were much different than what the appraisers saw, heard, and said themselves to employees during the appraisals. It would appear that the appraisals, like the regional surveys, were self-justifying.

They had to be, because Yosemite, like many other parks, is *not* comparable to surrounding communities; it is a company town. Non-comparable salaries, non-comparable conditions of employment, non-comparable housing availabilities, and non-comparable (often historic) housing all affect "comparability" for national parks. How can the government stress comparability in rents on one hand, while, on the other, ignoring comparability in those circumstances affecting housing and rent except when it suits the overriding goal to raise more money from government facilities?

Yosemite employees have sat through many meetings listening to explanations of the rent increases. As a Department of Interior Office of Property Management representative said, "I'm being paid a good salary to raise your rents." At one point in his comments to employees, he admitted that he had suggested a housing allowance for national parks employees modelled on the military, but he was told that was not possible and would not be considered during this administration.

Underneath his hard exterior, it is possible that the Department's representative sensed what these issues are doing to the National Park Service. So do some park superintendents. The Superintendent of Yosemite suggested in his recent comments on OMB Circular A-45 that "it would be



This 1929 photo shows a residence built in 1922 and still in use. The Tenants' Association contends that it is antiquated and not entirely up to code and asks: "Where is the comparable housing for this unit?"  
Photo from Yosemite Research Library

fare more equitable if the rental increase would be tied to the percentage increase of rise of federal employees salaries... Government housing is becoming more and more inequitable to all employees." This suggestion, of course, is based on what Secretary of the Interior Cecil Andrus did in the last years before the Reagan Administration.

The government loves to cite the laws and regulations compelling them to raise rents without considering national parks or their employees. But recent history — and the court record — tell us all that the Secretary of Interior can change these things with the stroke of a pen. It is simply a matter of how the administration in charge at a given time views the national parks, their management, and their publics.

How the government has dealt with the 1981 regional rental survey further demonstrates this approach to parks. Judge Price answered the U.S. Attorney's questions about the 1981 regional survey in court in Sacramento on May 7, 1984:

"There is absolutely nothing in my order that would prevent the Government from starting out the day after I issued my order to do a new rental survey. Nothing in my order prevents that. All that my order does is prevent the Government from charging the rents instituted by the survey that was carried out."

It was clear in court that day that the 1981 survey could not be used for rent setting in Yosemite and, by extension, in other national parks and monuments. The government was ordered by the court to do an entirely new survey.

In fact the government did nothing more in 1985 than doctor the 1981 survey. The government stated flatly in the Joint Status Report of March 16, 1987, that "the 1985 California Regional Survey, on which the October 12, 1986 rental adjustments were made, was based on statistical methodology substantially similar to the statistical methodology utilized for the 1981 California Regional Survey that was the subject of the Yosemite case." In 1986, they had simply gone ahead to implement the 1981 survey.

Even during the injunction, the government implemented part of it. The government claimed that seasonals were somehow not affected by the injunction, though no distinction was made in Judge Price's order between seasonal and permanent housing. The list attached to the order included seasonal housing. Rents went up for seasonals anyway. Other houses were reclassified to raise rents, and a new category, "shared housing," was substituted for "dormitory" to raise rents for many individuals. Buildings acquired

by the government for housing during the injunction were baldly assessed rents based on the 1981 survey. Why is it that you and I have to follow the regulations and the orders of the Court, but the government does not?

The government has repeatedly said the Yosemite Tenants Association should propose proper rents. Pat Smith's article echoes this demand. But Judge Price told the U.S. Attorney in court on November 17, 1986, that it was not the tenants' responsibility to devise rents. The regulations state flatly that appraisals will be done "only (by) qualified real property appraisers," while surveys will be coordinated by the Department's Office of Acquisition and Property Management.

We want what the court asked for earlier: for the government to do a proper survey and develop proper rents accordingly. Taxpayers, including Yosemite tenants, are not required nor should they have to conduct the government's business on their own. On the other hand, it is the government's business to demonstrate that it has complied with the law and with its own regulations. And we expect those regulations to be administered in such a way that the conditions of managing government facilities are adequately and accurately reflected.

No, we do not understand that system.

We also do not understand the procedures for maintenance of quarters and the accounting for that work. As part of our case, we have tried to find out what has happened to money collected from rent and why residences in Yosemite are not kept up in ways comparable to private sector housing. We at last got the final word on the accounting procedure in spring, 1987, and learned that expenditures of rent money could not be tracked. Read it for yourselves and decide whether or not you think the Yosemite Tenants case is "frivolous," "mischaracterized," or "biased":

"We are having a hard time trying to keep proper cost accounting and trying to balance our appropriate maintenance accounts. And we have seen in the past that supervisors, if they, if the one shop spent time in a district, for example, that that shop will just totally charge their time to the district instead of keeping their personal services to their own account. Because of that we had no control and no accountability of the whole tracking system. . .

. . . What you charge on these accounts does not really reflect what's going on in your operation. It's just an accounting procedure. . . The cost accounting system is very cumbersome and almost, I would say, wasted exercise.

Q. It doesn't conform to reality?

A. Does not conform to reality. And so, you know, I would have to increase my timekeeping staff to track all this money, to move moneys around. We would have to change our tap sheets on a regular basis. And we have, I do have a list of account numbers that we have in the maintenance division. It's just — And it's a very cumbersome job. And at the very end, at the very end of the year we just move money back and forth on AOP's to balance out anyway. So that whole tracking system becomes invalidated at the end."

Handling of maintenance needs has not been so very different from the accounting methods. Priorities are set roughly this way:

"We have identified those needs or, you know, the deficiencies. And if the deficiency is life-threatening or, you know, if it could cause a fire or electrocution, shock, whatever, we do our utmost to correct it."

In fairness, it should be noted that quarters maintenance is far behind in Yosemite. A March, 1987, memorandum on General Management Plan Project Priorities explained the need for new housing by stating that this new construction will "replace existing housing units which are seriously deficient, dangerously unsafe and unhealthy." Yet rents are set by the principle of "comparability."

Then there is the matter of the settlement. A settlement agreement, as most of us understand it, is a negotiated thing — two parties sit down at the table and work out the problems as equals. The settlement offered Yosemite tenants in July, 1986, had been worked out between attorneys on both sides but then unilaterally changed by the Department of Interior to include non-negotiable provisions. What kind of a settlement is that? The principle reason for rejection of that settlement offer was the *non-negotiable* escrow provision for disputed rents.

Negotiation has been a constant problem in this case. Management likes to define the discussion before talking begins. And management likes to give pronouncements in employee meetings with no recourse except administrative procedures which, like the surveys and appraisals, are largely self-justifying. Management outside the park will not recognize the Tenants Association and tends to explain the whole phenomenon by conspiracy theory. "A few willful men" have caused this problem, explained the U.S. Attorney in one document. Another official said a few "discontented employees" were using the issues to complain about park manage-

ment. But housing affects all employees in isolated national parks. Management outside parks has been insulated from what happens in parks and what employees must do to live and to work there.

The Yosemite Tenants Association is a tenant organization created by many tenants in and out of the National Park Service to achieve fair and equitable treatment for the benefit of the park when their redress inside the Service and Department was clearly cut off in favor of overriding policies. Yes, the housing issues in this case are symbolic as well as real and have come to include many other problems in Yosemite and other national parks. The treatment of employees in national parks is nothing less than a reflection of higher management attitudes toward national parks themselves and the public that uses them.

\* \* \*

The Housing Office has elected not to make a formal response to the Tenants Association, but instead chose to let the court's decision stand on its own merits.

Judge Price issued a final decision on November 10. The judgement states that the Plaintiff's Motion for Summary Judgement is denied, that the Defendants' Motion for Summary Judgement is granted, and that the Plaintiffs complaint is "dismissed with prejudice." Defendants are awarded the costs of the suit.

Court documents are a matter of public record; if you have specific questions, you may wish to review the court records in this case (Case Number CVF-86-538-EDP, *Yosemite Tennants Association vs. Donald Hodel et al*, United States

District Court, Eastern District of California).

If you have questions for the Tennants Association, address them to P.O. Box 94, Yosemite National Park, CA 95389.

**Final Report...** *continued from page 19*

**Recommended Actions**

1. Pursue an agreement between NASA and the NPS to put a ranger in space in 1991.
2. Identify opportunities to enhance our image by participating in special events and communicating these opportunities through Ranger, letters and phone calls. Appoint regional people who will keep interested individuals informed of special events and projects.

**Deep Ecology...** *continued from page 21*

nature any more than they would in regard to humans they love. They are growing in numbers and influence, particularly if we count the animal rights/liberation movement as part of an extended ethic that embraces nature. The prospect of nuclear war and nuclear winter being resisted as the ultimate pollution of the environment opens new avenues to very broad public participation in radical environmentalism. The deep ecologists see themselves on the wave of the future of American liberalism.

If this makes some of you uneasy, perhaps it should. Deep ecology has the potential of transforming every aspect of the human relationship to the natural world. The relationship of this philosophy to national parks should definitely be on the agenda as we plan for the 21st century.

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Edited by David J. Simon

Foreword by Joseph L. Sax

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