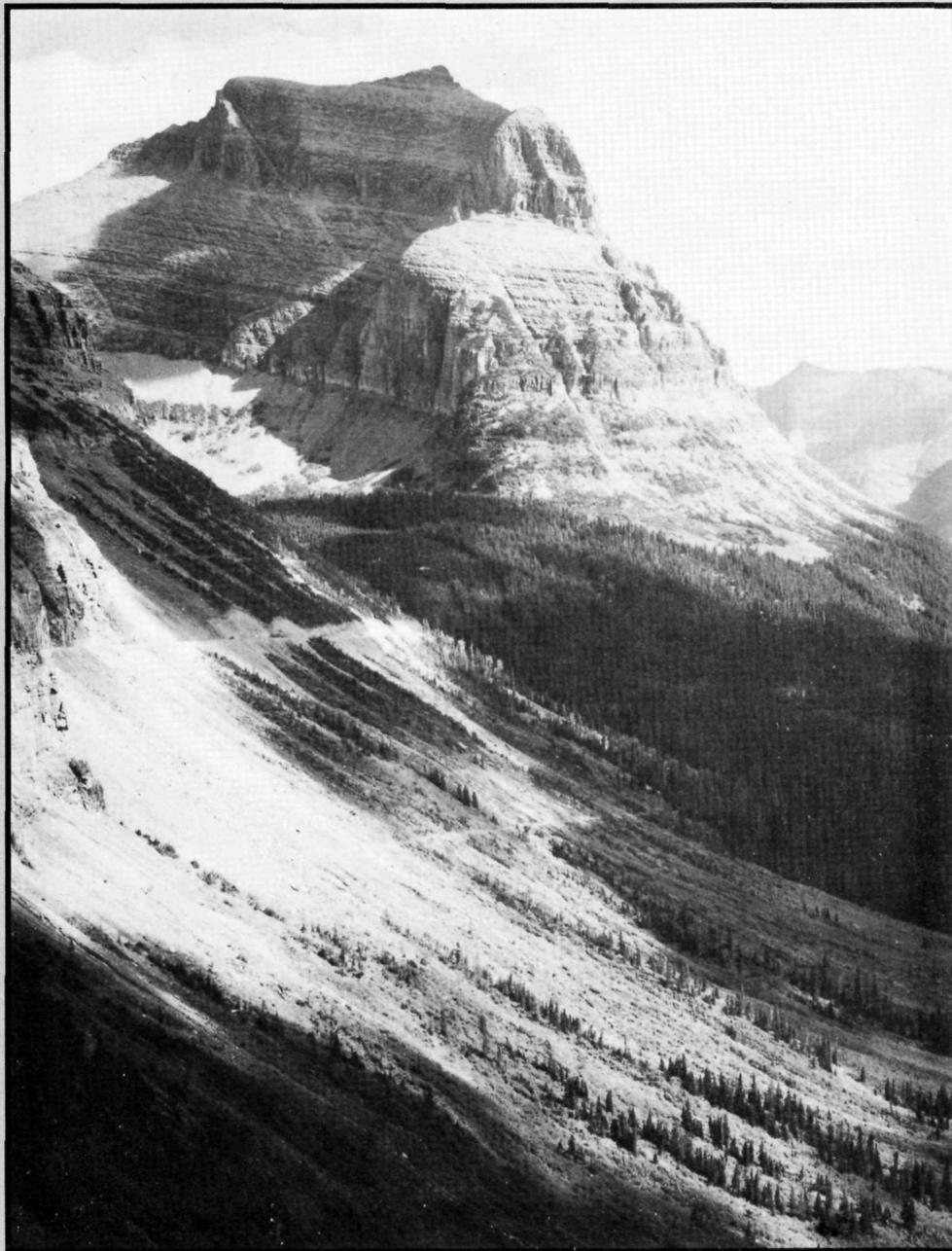


RANGER

The Journal of the Association of National Park Rangers

Vol. VIII, No. 2

Spring, 1992



Protecting the Parks

Editor's Notes

One of the commitments I've made for this publication has been to assure that there are articles in each issue which cover each of the three broad areas of traditional ranger responsibilities – law enforcement/emergency services, interpretation and resource management. These articles, which will appear in addition to the updates found in "The Professional Ranger", are meant to report on significant recent developments or new philosophical perspectives in those professional areas.

Well, you'll see that we're batting 0 for 3 in this issue. Although articles were arranged on each topic when the issue plan was formulated in January, none of them materialized. The reasons were various but valid, and I only mention their absence here to offer reassurance that the magazine is and will continue to be a forum for discussion of professional issues. If you know of something going on in your professional speciality that is of Servicewide consequence, then you should drop me a line or get in touch with the appropriate correspondent under "Professional Ranger" – Bill Pierce for emergency services, Tomie Patrick Lee for law enforcement, Barb Maynes for interpretation, and Bob Krumenaker for resource management.

As can be seen, however, there was no dearth of material for this magazine, and

whatever slack was to be found in the issue plan was quickly taken up by the many events which required reporting in "Association Actions." Action is occurring on many fronts and it's probably safe to say that ANPR has never been involved in as many important issues at one time as it is today. If you've been wondering what to tell your friends who ask what ANPR has been up to lately or if you need some issues to talk about when you're trying to recruit someone, you should find all the material you need in "Association Actions" or in the board and committee reports at the back of the magazine.

The continually breaking news had a lot to do with the late arrival of this issue in your mailbox. Although it's billed as the "spring" issue, a lot of you will probably be riding the first waves of summer visitation by the time it shows up. It seemed worthwhile to hold up production to assure that the housing testimony and other information made it into the magazine before it went out.

One other note: Beginning with this issue, *Ranger* will be printed on recycled paper. The printer feels that the stock chosen is consistent with the quality of the paper used in the past, and we concur. Take a look at this issue and see if you agree; if not, drop me a note.



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RANGER

The Journal of the Association of National Park Rangers

Vol. VIII, No. 2 Spring, 1992

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.

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

Submissions

Prospective authors should contact the editor before submitting articles. Write to Bill Halainen, Editor, *Ranger*, 640 North Harrison Street, Arlington, VA 22205 (703/522-47560).

Change of Address

If you're moving, please send a change of address card either to Editor, *Ranger*, 640 North Harrison Street, Arlington, VA 22205 or to Debbie Gorman, Business Manager, P.O. Box 307, Gansevoort, NY 12831.

Advertising

Rates and specifications are available for advertising in *Ranger*. Interested parties should contact Jon Anglin, 956A Fort Berry, Sausalito, CA 94965 (415/332-1830).

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President's Message

We are now well into our first year with a reorganized structure for the Board of Directors. We have three vice presidents now, all organized into functional responsibilities.

Vice President for Communication and Representation Karen Wade has the responsibility for providing direction and guidance to the regional representatives and those reps are responsible for providing the same to park reps and individual members. She will also be the conduit for communications both up and down the chain. We anticipate that this will lead to a smoother and more coherent reporting and communication chain than we formerly had going through two sectional vice presidents.

Vice President for Special Concerns Bill Wade is serving as the alter ego to the president. This has proved to be an extremely effective position already as Bill has been able to represent the Association before the Congress on both 75th anniversary symposium recommendations and on the 1993 budget when otherwise we would have had to merely submit written testimony. This, of course, is never as effective as testimony delivered in person.

Vice President for Professional Issues Bryan Swift is focusing mostly on system-related and resource issues. This vice president will be instrumental in tying together the variety of professional and functional concerns into a cohesive approach which should enable the Association to become much more proactive on these issues and less reactive to requests for responses.

I am excited about this reorganization. It is already working smoothly and very effectively. I think this reorganization will provide the necessary operational structure to carry the ANPR into its full maturity as an association.

By the time you read this, the Board of Directors will have approved the broad focus for five objectives for this year. These objectives are as follows:

Legislation: The Association has a wonderful opportunity to help influence and enact some vital legislation which would affect all NPS employees (as well as those in other agencies) in one fashion or other. The first is housing legislation, which was detailed in the last issue of *Ranger*. Clearly, without each and everyone's individual support, passage of S-1704 as amended will be much more difficult. If we ever hope to make something happen, now is the time. If this fails, we only have ourselves to blame.

The same thing is true for the seasonal benefits legislation. Again, HR-4159 may not be the most perfect piece of legislation ever drafted, but it opens the door to long-overdue benefits for seasonal employees. We owe it to ourselves to urge our individual Congressional delegations to support and co-sponsor this important legislation.

75th Anniversary Symposium Recommendations: As you recall, the Association voted to "adopt" one of the final recommendations arising from the Vail conference. As you read this, the three vice presidents, through the leadership of Cindy MacLeod, will be analyzing the final recommendations and developing alternatives for the Board of Directors approval. This process should be complete in the near future and will be announced through the regional rep's regional newsletters.

Recruitment: The personal mailing requesting support letters for the housing legislation had a side benefit. It generated several requests for membership applications. As discussed at Ranger Rendezvous XV, 1992 was to be the year of the great membership drive. If each of us committed to and actually recruited one new member, we would exceed 3,000 by the end of the year. With everything we are doing, from legislation to assisting with long-term recommendations for the health and growth of the Service and the System, it should not be very difficult for each of you to recruit at least one member.

ANPR Organizational Effectiveness: As you probably know, the Kennedy School of Government (Harvard University) offered to review the way the Association does business and recommend changes. It is not every day that an organization has the opportunity to have such a prestigious review of its internal operational practices. We all need to commit the necessary time, energy and resources to implement whatever recommendations come out of this organizational review.

International Ranger Federation: We hope, in conjunction with the Association of Countryside Rangers (England) and the Scottish Countryside Ranger Association, to consummate the draft accord among our three associations. This would be the foundation for an international ranger federation and would also lead to the first world ranger meeting in Poland in 1994. We hope to have completed much of the preliminary planning and logistical arrangements for this first of a kind meeting by the time we meet in Spokane at Rendezvous XVI.

As you can see, 1992 promises to be a busy and productive year for the Association. There is no dearth of work for anyone, and committee chairpersons and members of the Board need the support and assistance of all members. So, after you have recruited that new member, contact any member of the Board and we will put you to work. Remember, in the immortal words of Rendezvous XV: Just do it!

Letters

Letters to the Editor should be typed and 500 words or less in length. Send to: Editor, *Ranger*, 640 North Harrison Street, Arlington, VA 22205.

Dear ANPR:

I was very much pleased to learn that I became the first member of ANPR from the USSR. It is a great event in my life and a great honor to me. I have dedicated more than ten years of my life to the work in national reserves in Russia. That's why, after I moved to St. Petersburg and became president of the Association for the Support of Ecological Initiatives (ETAP), one of the main trends in the activities of our association became the support of reserves and national parks in Russia.

I live very far and under peculiar conditions, that's why if it is of interest, as my contribution to the work of ANPR, I might offer help in establishing contacts with rangers in Russia "face to face." For many years we had been living behind the "iron curtain" and had no contacts with other countries. Quite a few national parks and reserves are in the same position even now. Nevertheless I know that many rangers in Russia would like to share their experience [and] discuss the problems and professional matters with their colleagues in the USA. Many professional rangers in Russia are enthusiasts in their work; they are real fanatics. Sincerely,

Alexander Karpenko

We have written to Alexander and extended our warmest greetings and regards to him and to all his fellow rangers from the members of ANPR. We've told him that a number of our members will probably write to him, and suggested that he pass on letters to other rangers so that we can develop many links through correspondence. We've also invited him to join in the international ranger federation after the agreement is signed, and have invited him to join us in Poland in 1994. If you write to Alexander, expect that it will take some time for him or one of his colleagues to reply. Ordinary letters, he says, take up to two months in transit. Here's his address exactly as he wrote it:

197371 St. Petersburg
Komendantsky pr.40 k.2 kv.236
Alexander Karpenko

He didn't add "Russia", but we presume you enter that at the bottom.

Editor:

As a member of the ANPR for more than 10 years and of the Fraternal Order of Police's National Park Ranger - Eastern Lodge, I'd like to make my fellow ANPR members aware of the F.O.P. I do this in an attempt to clear the air on any misguided notions that are floating around out there about the F.O.P.

As we all know there is change in the wind. The Ranger Workforce Plan, 21st Century Task Force, "Professionalization", law enforcement pay comparability and reform, 20-year retirement, fair housing, etc. are all indicators of this change. Many NPS law enforcement rangers across the nation have formed under the umbrella of the F.O.P. to help in making and molding this change.

The F.O.P. originated out of the minds of two Pittsburgh police officers who were concerned about policemen "who daily toiled under deplorable conditions, had twelve hour working days, insufferable wages and little optimism for improvement." Sound familiar? This was in 1915.

The F.O.P. today is nearing a quarter of a million members and is recognized, nationwide, as the voice of the rank and file law enforcement officers by Congress, the President and leaders in federal, state and local governments.

National park rangers, feeling the same frustrations (with the NPS) as those two Pittsburgh police officers felt nearly 77 years ago, decided that the F.O.P., being the premier nationally recognized professional law enforcement organization, was the organization for us to effect this change.

Member rangers belong to two lodges - those west of the Mississippi River belong to National Park Ranger Lodge #23 based in Yosemite National Park, while those east of the Mississippi belong to the National Park Rangers Eastern Lodge based out of Blue Ridge Parkway.

Since law enforcement in the various NPS areas is as diverse as the park units themselves, our current thrust is to establish chapters in as many park areas as possible who have members. The chapters then deal with local park law enforcement issues with the support of their national park ranger lodges, state and national lodges.

To date the F.O.P. helped defeat the adverse impact proposed in NPS-57; is heightening Congress' awareness of the rangers plight; has provided information to the press upon request; secured administratively uncontrolled overtime for remote patrol rangers; secured death benefits for the widow of Ranger McGhee; have an F.O.P. member of the OPM's Law Enforcement Advisory Panel and is actively trying to secure enhanced annuity retirement and enhanced pay reform through the F.O.P.'s National Legislative Committee in Washington, D.C.

As a professional ranger, I realize no one organization can represent all my interests. The F.O.P. can not represent my interest in interpretation or resource management; the ANPR can not represent my interest in aviation; the Aircraft Owners and Pilots Association can not represent my interest in wildlife protection and so on. With this in mind, I hope the ANPR and the F.O.P. ranger lodges can work together toward a common goal - to make the NPS a better and safer place to work, visit, reside and rear our children.

After all, we have a lot in common as many of our 800 members in the F.O.P. are also ANPR members.

Sincerely yours in trying to make a difference,

Robert R. "Bob" Martin
Shenandoah

Rick Gale replies: Thanks for your letter, Bob. The Association of National Park Rangers has had a long history of cooperating with other NPS-based organizations in order to meet common objectives, including the Association of National Park Maintenance Employees, the Employee and Alumni Association, the Yosemite Tenants' Association, and the Park Arts Association. Similar joint relationships are being established with the George Wright Society. We've also worked with outside conservation organizations, most particularly NPCA, and have developed close ties with overseas ranger associations in England, Scotland and elsewhere. We have, in fact, cooperated with F.O.P. in the past. During J.R. Tomasovic's presidency of the Yosemite Lodge, we joined efforts on a number of issues. We recognize the importance of working with other organizations in order to more effectively accomplish common goals, and welcome unified efforts by F.O.P. and ANPR on any issue of mutual concern, as long as such approaches are in full accord with the principles and objectives outlined in this Association's statement of purpose.

Legislative Actions

Dave Simon
NPCA

The executive and legislative branches of government moved into the second session of the 102nd Congress with a full agenda. The November elections on the horizon, however, will make for an abbreviated window for action.

Top priority, of course, is work on the FY 1993 NPS budget. The proposed \$1.4 billion is the highest administration request ever. Key new requests were in the areas of seasonal interpretation (\$8 million to add ap-

proximately 750 seasonals at 140 parks), targeted parks resource recovery (\$10 million – a repeat of failed proposal in FY 92), and small increases in base operations and maintenance. The LWCF request remained essential flat from FY 92 at \$84 million. The NPS land acquisition backlog is over \$1 billion, and recent reports have put the NPS maintenance backlog at approximately \$2 billion. The administration also requested a \$1.6 million increase to address the equipment replacement backlog, which now stands at about \$20 million.

Closely tied to the budget discussions this year are three other legislative proposals. The administration has proposed entrance fee

increases and an "America the Beautiful Pass", which would establish a single \$30 entrance fee/pass for all federal recreation lands (replacing the Golden Eagle pass) and create a special account for revenues generated. A hearing was held April 1 on Sen. Wallop's housing bill (S. 1704), an approach to try to address the need to rehabilitate employee housing. The Senate also held hearings on S. 1755, a bill to reform National Park Service concessions policies, which might generate as much as \$50 million/year more for the NPS. Action on all of these proposals this year is uncertain.

On February 24, President Bush signed P.L. 102-247, establishing the Salt River Bay National Historical Park and Ecological Reserve at St. Croix, Virgin Islands. The 360th unit of the system is a 912-acre park protecting an ecologically rich estuarine area with a 3,000-year record of human use, and influences from five colonial periods. Salt River Bay is also the only known site under U.S. jurisdiction where Columbus landed.

Congress took some action on the "park pork" front. The House passed a bill which caps spending on Steamtown National Historic Site at \$58 million, nearly three times the original spending authorization in 1986 but less than the \$73 million said to be needed by the NPS. The House is also expected to pass H.R. 4276 in April, a bill designed to halt the spread of unauthorized NPS sites and restrict spending on unauthorized projects via technical assistance provisions of the Historic Sites Act of 1935. These measures are symptoms of conflicts between Congress' authorizing and appropriations committees.

By far the biggest action came on H.R. 2929, the House version of the California Desert Protection Act. The bill expands and redesignates Death Valley and Joshua Tree national monuments as national parks, establishes the new 1.5-million acre Mojave National Monument from BLM land, and designates about 4.1 million acres of BLM wilderness. The bill passed the House overwhelmingly in November, but not before pro-hunting interests attached an amendment permitting hunting in the Mojave. While over 50 units of the system currently allow hunting, this would mark the first time it would be authorized in a national monument. Sen. Cranston (D-CA), in his last year in Congress, is trying hard to push his companion measure (S.21); it had a field hearing and D.C. hearings in April. Strong opposition from the Administration, ORV, agriculture, mining and other interests, plus election year politics in California, are holding up the bill. Senator John Seymour (R-CA), who is running for reelection, does not support the bill.

Congress also took action on a variety of other measures including: establishment of Manzanar National Historic Site (WWII Japanese internment camp); renaming Custer Battlefield; a 96-acre expansion of Assateague Island National Seashore (awaits

Continued on page 23



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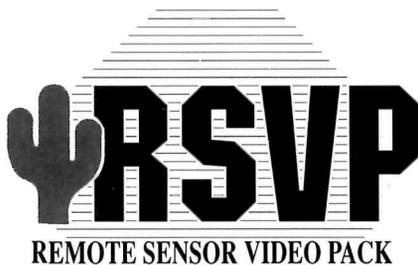
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Association Actions

Housing Legislation

The hearing on S.1704, the "Ranger Fair Housing Act of 1991", was held before the Senate Public Lands, National Parks and Forests Subcommittee on the afternoon of April 1st. Testifying in favor of the bill were Rick Gale, president of ANPR, and Rep. Robert J. Lagomarsino (R-CA), who had introduced similar legislation in the House of Representatives the day before; testifying in opposition to the bill were J. Lamar Beasley, Deputy Chief of the Forest Service, and Philip Kiko, Director of Budget and Program Resource Management for the Department of Interior. The National Park Service did not testify.

Although the hearing was chaired by Sen. Tim Wirth (D-CO), he left after hearing testimony on two other bills before the subcommittee, and Sen. Malcolm Wallop (R-WY), who introduced the bill, stepped in as chairman.

Sen. Wallop's comments, which appear below, indicated his strong support for the bill, and he closed the hearing by saying that he "guaranteed" he would not rest until the housing problem was resolved. (He also demonstrated his concern over housing problems in a personal phone call he made to an ANPR member at Delaware Water Gap one evening a week before the hearing...)

Sen. Wallop expressly thanked the many members of this Association and other employees who wrote to him. Based on the copies of letters which were sent to ANPR, at least 125 rangers, managers, retired NPS personnel and friends of the Service from all over the country wrote to Sen. Wallop and their delegations in support of the bill. Among them were Scott Sewell, director of the Mineral Management Service and past Principal Deputy Assistant Secretary for Fish and Wildlife and Parks, and Connie Wirth, past director of the NPS.

Rep. Lagomarsino actually introduced *two* bills on March 31st. H.R. 4708 deals with many of the same issues as S.1704, and H.R. 4709 provides a longer period for employees to reinvest funds from sales of residences after relocating to an area where government quarters are the only available housing. His statement (below) contains further details, and the full text of the two bills will appear in the summer *Ranger*.

Here are, respectively, the testimony presented by President Rick Gale and the statements of Sen. Wallop and Rep. Lagomarsino:

President Gale's Testimony

Mr. Chairman, the Association of National Park Rangers is a professional organization of 1,500 members, many of whom live in housing that would be affected by the provisions of S.1704. We appreciate very much the opportunity to explain our Association's position on this very important bill. We also

have worked very closely with members of the newly-formed Association of National Park Maintenance Employees on the following comments.

For a number of years, Mr. Chairman, two forces have been on a collision course. The first of these is the understandable desire of each generation of Americans to add the units to our nation's conservation system that are important to that generation. For the National Park Service, this had led to an ever-expanding number of park areas to preserve, protect, and manage. The second force is the growing realization that demands for federal services such as parks far exceed the capability of the federal treasury to meet these demands. Under the pressure of these conditions, agencies began to search for ways to decrease expenditures. In relation to housing administered by the National Park Service, the search has resulted in inadequate housing inventories, deferred maintenance, and a rental rate establishment system that has imposed rents beyond the capability of some employees to pay. We wish to express our deep appreciation to the sponsors of S.1704 and applaud their efforts in developing a bill to fully address these problems.

The Association of National Park Rangers strongly supports the passage of legislation that:

1. Clearly establishes that providing employee housing is a necessary and important tool for federal land management Agencies and assures that they can provide all the employee housing necessary to accomplish their respective missions.
2. Assures that all housing provided by these agencies is decent, safe, and adequate; and is also provided at rental rates that are fair and reasonable for all employee occupants.
3. Assures that the housing programs administered by these agencies are managed properly and in the mainstream of agency activities regardless of the amount of rental income generated.

Mr. Chairman, given these basic objectives, we would like to address certain elements of S.1704 that we believe might be changed to strengthen it.

We believe the bill's title should be changed to refer to all employees of land management agencies. Even in the National Park Service, rangers are by no means the only employees who must live in government furnished housing and who are in need of these remedies.

A statement should be added indicating that employee housing is a necessary tool to protect and manage federal public lands, and is furnished for the convenience of the government. Much as in the case of the military, federal land management employees must be immediately available to respond to emergencies that threaten significant and often irreplaceable national resources, as well as the visiting American public. The United States Government should not be a reluctant land-

lord when the provision of housing in close proximity to these resources is one of the more effective means of enabling its employees to protect them and to protect and serve the visiting public.

We emphatically support the language in Section 2 that effectively places a cap on the annual rental rate increase that can be implemented. In the recent Northeast Rental Survey, average increases in the 60% range were common.

We believe that a section should be added to the bill to correct a problem that has resulted in a hardship on employee occupants of government housing. To accomplish a national agency mission, their duties require them to occupy government housing at several assignments through most of their careers. Consequently, they never have the opportunity to own and build equity in a home that will provide security for their families and themselves in retirement. We recommend that a provision be added to this bill that establishes a program under which a limited portion of the rent paid for employee housing (no more than 5 to 10%) can be placed in an individual interest bearing account the employee may use only for the purchase of a home at any time during his or her career or up to two years after retirement from federal service. We also recommend that language be added to Sections 3 and 7 of the bill that requires the Secretary to prepare an assessment of the potential impact of any undertaking that would place new housing units on or near public lands or significant resources. This assessment should result in a finding that the proposed undertaking will not contribute to significant resource impacts or set an inappropriate example in an adjacent community on growth and development issues that, in turn, have adverse effects on public lands and conservation values.

In Section 4(b) of the bill, the Secretary is directed to conduct an annual survey of rental quarters within thirty miles of duty stations under the Secretary's jurisdiction. If the survey indicates that privately-owned housing is inadequate in either quality or quantity for the personnel assigned to the duty station, the Secretary, and I quote, "shall provide suitable housing in accordance with other provisions of this Act." While the Association applauds the general intent of this provision, we feel it would be appropriate to modify the language to require that this survey be required on a less frequent and more manageable basis, for example, every five years. This provision of the bill should also be modified to provide the Secretary the discretion to provide suitable housing from available appropriations *within a reasonable design and construction/contracting timetable or be required to request appropriations necessary to do so*. In too many places, park employees live in modular or mobile homes that were put into use to meet unrealistic time constraints. Not only do such quarters have higher maintenance costs and shorter life cycles, they also tend to be blights on the land-

scapes of parks – the very places that the American people and the Congress have said should receive the highest level of care possible. Language should also be added to this section that requires a review and finding by the agency that an existing housing unit is both necessary and appropriately located before undertaking the major rehabilitation or replacement of it.

In Section 5(a) of the bill, the Secretary is directed to classify all existing government facilities, including employee housing, with respect to their physical condition and their necessity and suitability for the accomplishment of the agency mission. So that this provision does not produce an onerous workload and so that the priority listing called for does not compare apples and oranges, the Association recommends that the inventory requirements be limited to *government buildings (including the grounds, driveways, parking areas and support facilities exclusively related to them)*. The National Park Service already inventories other government facilities such as roads, bridges, sewage treatment facilities, and similar assets under the provisions of other laws, regulations or policies. We believe that a listing of building maintenance needs, in priority order, would adequately serve the needs of the Senate and House Authorizing and Appropriating Committees.

We have three suggestions for Section 5(b). (1) We believe that requiring the Secretary to follow the priority listing for construction, repair, or rehabilitation may be overly prescriptive. Instead of saying that the *expenditure of funds shall follow the priority listing*, we believe that it would be more appropriate to require that *absent compelling reasons or emergency conditions, the Secretary should base requests for authorization and appropriations on the priority listing established by the agency*. (2) We strongly urge you to reconsider the level within the agency at which the reimbursable accounts generated by rental income should be maintained. S.1704 currently states that the income shall be deposited to a reimbursable account *no lower than the agency regional level*. We recommend that this be revised to read *no higher level than the field unit responsible for the housing in which the rent was collected*. Our experience strongly suggests that a park administers reimbursable accounts more carefully and efficiently than does a regional office. Almost no park generates sufficient rental income to do major repairs, rehabilitation, or replacement. The regional directors already manage the regular and cultural cyclic maintenance and repair and rehabilitation programs. If repair and rehab money needs to be shifted around the region to meet the additional needs of exist-

ing housing, regional directors already have programs to do so. (3) We also recommend that the language that allows up to 10% of rental revenues to be *obligated for administrative support, design, planning or overhead for housing projects* be eliminated. These kinds of costs should be programmed into base management and supervision budgets, or included in cyclic and repair/rehab programs, or minor line item construction projects. Rental income should be used only to defray the actual costs of maintenance, repair, or rehabilitation. The consequences of this provision, if retained, could be either a reduction in maintenance on housing, or an additional pressure to raise rents.

If the committee wishes, we would be available and willing to contribute specific substitute language that we believe would appropriately implement the changes we have recommended. Or we would be willing to work further with committee staff, in any way we are asked, to contribute to the bill language.

Upon request, we also would be willing to furnish copies of correspondence recently sent to the Association and to Members of Congress supporting Senator Wallop's and this committee's efforts to enact appropriate housing legislation. These letters dramatize the problems experienced by field employees with government furnished housing in the national parks.

Mr. Chairman, the members of the Association of National Park Rangers strongly support the goals and objectives of S.1704 and appreciate your Committee's interest in this issue. We know that our colleagues in the other federal land managing agencies have many of the same concerns that we do. They are as tired as our members are of living in substandard housing, often paying a monthly rental rate that exceeds what a bank would allow them to pay on a mortgage. We believe that the changes we have suggested would make S.1704 a stronger bill. We also believe that the changes would make housing a better management tool for Federal agencies.

This ends our prepared testimony. Thank you for allowing us to appear before you this afternoon. I would be delighted to respond to any questions you may have.

Senator Wallop's Statement

Mr. Chairman, when I introduced this bill, I knew there was a problem with the housing that land management agencies rented to their employees. I knew there was a problem, and that my bill would begin to correct it. Then the letters began to arrive.

Mr. Chairman, these were "thank you" letters! These were letters written by people who seldom, if ever, write to their elected representatives. They were letters from all over the country; from Alaska to Florida, from California to New York. The stories that these letters told, – of rattlesnakes in bed with babies, of houses that cost more to heat than to rent, of rain and snow blowing into the house, of broken floors, leaking roofs, or



exorbitant rents from which there was no relief or appeal, and the anguish of having to decide whether or not to continue a career in our nation's parks and forests or give it up because they couldn't afford to continue — should compel us to take note, and act!

The employees who protect and manage our nation's resources know they'll never get rich doing it. They generally don't even mind being required, as a pre-condition for having a job at all, to rent their home from their employer at a reasonable rate.

But they do mind when their housing is so substandard that it endangers their family, and they do mind when the rents charged by their employer is so high that they can't afford to continue a career in public service.

I have these letters here and I would ask unanimous consent that they be included in the record. I would also like to quote from just a few:

"It is with a deep sense of personal loss that the deplorable government housing conditions will prevent us from ever returning to the parks that we love."

"I know that many NPS employees delay having a family because of their financial situation (low pay and high cost of required park housing)."

"Following the recently completed Northeast Housing Survey, the rent I pay for government housing is scheduled to increase by approximately 65% facing me with the likelihood of having to choose between continued government service and my family's welfare."

"I am unable to select the best candidates in part because of the lack of affordable housing. More often than not, I cannot even muster a register with more than handful of poorly qualified applicants."

"I have chosen to sacrifice many things to pursue this [NPS] career. The horrid tales of U.S. Park Service housing were breaking my spirit. I only ask for simplicity at a fair price."

"...much of our housing has been abominable. In Tetons we lived in a 3 room log cabin (700 sq. ft.) which had not been winterized. After several months of -20 degree weather in which we struggled with freezing pipes and a draft across the living room floor, we wrapped the entire building in lathing and clear plastic to stay warm... in Rocky Mountain National Park... We... were charged for fire and police protection as part of our rent for housing when we ourselves would be both victim and responder because we were the only residents in that part of the park!"

"Sequoia has seasonal rangers housed in 'cabins' with bare cement floors and bathroom facilities housed outside in a central cabin. Migrant farm workers in California have stricter laws protecting them against such inadequate housing!"

"These situations are combining to rip the heart out of the National Park Service, the morale, the esprit de corps and the professionalism of the National Park Ranger. I see it in the staff I supervise and in the new recruits we must hire to fill in behind those rangers leaving the Service for a more humanistic way of life. We need help."

Yes, Mr. Chairman, they need help. The Forest Service has about 5,262 housing units which include single family units and crew quarters. The National Park Service has about 5,171 units, most of which are single family or apartment units. The remaining land management agencies have several hundred each. The estimates for bringing all this housing up to standard runs into the hundreds of millions of dollars. The National Park Service estimates its cost at over \$500 million. The Forest Service estimates about \$176 million. This is not a problem that will be fixed overnight. However, if this bill is enacted, the agencies will be able to better use the scarce funds available to them to improve housing by involving the private sector to a much greater degree. It will also put an end to inflating rents because of so called "regional comparability" when the renter's salary is set nationally.

It is necessary for a variety of reasons. In many cases, government housing is the only housing available, there just isn't any town (or even any private land) for miles in any direction. In other cases, the around-the-clock protection of historic structures can only be assured if someone actually lives in them. In still other cases, required occupants are necessary to protect government assets from vandalism, fire and the like, or to respond to law enforcement, medical, fire and search and rescue emergencies. The list of reasons for housing is long, and the fact is inescapable that requiring employees to live in government housing in certain locations is absolutely essential for the agencies to do their jobs.

Since housing for government land management agencies is necessary, it then becomes simply a question of what kind of housing, where, and at what rental rate. I know that many of the visitors to our parks and forests think that rangers get their housing rent-free. They don't and they shouldn't. The plain truth is that the government has a bunch of "company towns" scattered all over the country. These people are required to live there and are required to pay whatever the "company" says. Many of them are occupying "housing" that ranges from tents to ocean freight cargo container boxes to disintegrating trailers to ramshackle cabins. They are not living there by choice. The only choice they have is to live in their assigned "housing" or quit their career. Some choice. I quote again from an NPS employee: "I only ask for simplicity at a fair price."

The proposed rental rate increases for the North Atlantic Regional Rental Area would

have placed some of these employees in the position of either paying over 60% of their salary to their employer in rent or quitting. The National Average of Rents for Renters, which is published by the Census Bureau, is 27% of household income and that includes the cost of utilities! Government employees still pay utilities on top of their rent.

Mr. Chairman, S.1704 would cap the rents paid in the "company town" to no greater than the national average. That's not any kind of a subsidy, that's simple fairness. S.1704 would authorize a variety of public/private cooperative ventures for the construction, rehabilitation, and maintenance of housing for land management agencies. These are the same kinds of authorities that the military currently uses so well. The studies that I have indicate that while these authorities will not appreciably save the taxpayer money in the long run, they do provide the vehicle to fix more housing faster with the available money. The agencies have programs to upgrade and improve housing and have appropriations for that purpose, but at the current level of appropriations, doing all the work in-house, it will take over sixty years to correct the problems. These authorities will allow what amounts to "leveraging" of the available funds to do more work sooner.

Mr. Chairman, this bill is important to us all. Without adequate housing at an affordable price, our national parks, forests, refuges and public lands will not be able to recruit and retain the quality of people necessary to do the increasingly complex job of managing them. The caliber of the caretakers dictates the quality of care. It is our responsibility to take care of the caretakers. I look forward to hearing from and discussing this issue of our witnesses.

Rep. Lagomarsino's Statement

Mr. Chairman (Senator Wirth) and distinguished members:

I am pleased to have this opportunity to address the committee concerning S.1704, and the issue of housing for Federal land management agency field employees. I especially want to thank Senator Wallop for introducing this critically important legislation to remedy the serious situation we face with regard to providing suitable and affordable housing for the federal employees who are charged with stewardship of our nation's cultural and natural resources. Legislation addressing this issue is surely of interest to anyone who has federal land management agency personnel living in substandard housing in their district, or who believes that National Park Service rangers, Forest Service employees and other federal employees protecting the priceless heritage of our country deserve decent, affordable housing.

The housing stock of all the land management agencies — National Park Service, Forest Service, Bureau of Reclamation, Bureau of Indian Affairs, Bureau of Land Management, and Fish and Wildlife Service — is

aging and increasingly expensive to maintain. Much of the "newest" housing in the parks was built during the "Mission 66" era, 25 years ago. The cost of maintenance for these older facilities grows larger each year, as needed maintenance is deferred because of a lack of funding dedicated to housing. Higher priority is given, justifiable in many cases, to projects more directly related to visitor services and the agency mission. There comes a time however, when maintenance can no longer be deferred; when action must be taken. I am convinced that the problem of deficient and unaffordable housing has reached the point in the National Park Service, and the other land management agencies, that the agency mission is compromised. It is of particular concern to me that substandard housing has become such a problem that it is recognized as a major factor in the current, unprecedented decrease in employee retention and reduced ability to recruit the most qualified personnel for positions with our land management agencies.

Well over a year ago, the House Subcommittee on National Parks and Public Lands held a hearing on the "Endangered National Park Ranger". Members heard first hand about the meager existence of many of these dedicated civil servants. We learned how low pay and substandard housing have become increasingly detrimental to recruiting and retaining valued employees, particularly in high cost of living areas.

In my own District, at Channel Islands National Park, rangers live in a converted land-sea shipping container, excoed by the Navy and put into use as "temporary housing" by the Park Service five years ago. On the Los Padres National Forest, housing for year-round Forest Service personnel includes unwinterized cabins where high rents are charged on the basis of comparable Southern California housing. I'm sure many Members are aware of similar problems in their districts. Although Congress has allocated some funds to address this problem in recent years, available funds fall far short of the needs.

Annual appropriations and the traditional government construction process can no longer be expected to provide the complete solution to this housing crisis. It is my understanding that the total cost for providing adequate housing for these land management personnel is approximately \$1 billion. If we want adequate housing in which field employees can afford to live on the salaries we pay them, we in Congress must provide the authority to the Secretaries to use alternative ways to meet that housing need. Senator Wallop's bill, S.1704 contains a number of needed authorities.

I support the provisions in Senator Wallop's bill which provide for limiting rental rates for government housing to comparable private rental rates on a nationwide basis. I have received letters from field employees who, as a condition of employment, must live in government housing. One such ranger

in the Northeast region wrote of the projected 50% increase in his rent which was based on the most recent regional housing comparability study. He raised an interesting question about why rents are based on a fair market value, when salaries are not. Another instance of a scheduled catastrophic rent increase came from an Alaskan ranger with the Fish and Wildlife Service, who is facing a 91% increase in his rental rate. These are just two examples of the many I have heard from personally.

Fortunately for these employees, the Appropriations Committee, realizing the impact on families and morale, put a 10% cap on the increase in rents charged to Interior employees. This cap will expire September 30, 1992 unless additional legislation is passed. This was a necessary band-aid approach on a wound which will worsen with time. It is imperative that Congress respond in a timely fashion this year, before the temporary relief expires.

What is needed is legislation that does not simply throw federal dollars at this housing problem, but which breaks down the existing barriers and provides new authorities to foster federal/non-federal housing initiatives. I support the new authorities outlined in Senator Wallop's bill. At the same time, I have also introduced earlier this week, two measures (H.R. 4708 and H.R. 4709) which provide additional authorities for use by the agencies to resolve these housing deficiencies. Specifically, my bill would also:

- authorize joint employee-agency housing programs including sale of quarters to field employees or cooperatives made up entirely of field employees;
- require the Secretaries to set aside funds from normal operating accounts, in addition to rent receipts if necessary, to maintain housing in good condition;
- require a budget line item for each land management agency for non-construction funds to be spent on housing maintenance and operations over and above rental receipts.

In addition, the second version of the bill I introduced includes an amendment to the Internal Revenue Code regarding income from sale of a primary residence. In my bill, field employees of the Department of Interior or Forest Service would have up to 6 years, instead of the current 2 years, to reinvest funds from the sale of a primary residence when relocated to an area where government quarters occupancy is the only viable option. While I believe this to be an important part of the solution to this housing crisis, I do not want to impede the progress of the bill through the Congress and so offered a second version of my bill which does not affect the Internal Revenue code.

I look forward to working with my colleagues in the House of Representatives and the Senate to pass legislation which will accomplish the purpose of improving the quali-

ty and affordability of housing for land management agency field employees, whom we entrust with the protection and preservation of our country's natural and cultural heritage. I hope the Administration will join with us in attempting to solve this significant problem and begin to devote serious attention to meeting the concerns of agency employees.

Temporary Employee Benefits Legislation

As you know, the Association has been working to support HR-4159, a bill which would provide health insurance, life insurance and retirement benefits to any temporary who works a total of four years in a six year period. A mailing on this bill was sent to all members on March 22nd.

At the same time, President Gale wrote Representative Gary Ackerman, chairman of the House Subcommittee on Compensation and Employee Benefits, asking that he consider changing the criteria to two years in six "or some other similar, more liberal time frame", since "most seasonal rangers work three to four months in a job, which would make it difficult for them to qualify for the 'four years in six' provision..."

Rick also wrote to Representative Paul Kanjorski, whose Subcommittee on Human Resources will likely hold hearings on issues pertaining to temporary employees this spring. The Association thanked him for his interest in these matters and voiced its support for the hearings.

Twenty-Year Retirement Legislation

On March 20th, President Gale wrote Representative Al Swift regarding HR-793, a bill which would provide twenty-year retirement efforts to some federal law enforcement officers, and asked that Swift add law enforcement rangers to the bill. Here's the text of Rick's letter:

The Association of National Park Rangers is a professional organization composed of 1,500 National Park Service rangers and managers from all regions, grades and specialties. A substantial percentage of our members are law enforcement rangers with a particular interest in HR-793, the bill you introduced to amend Title 5 of the United States Code to provide enhanced annuity retirement benefits to certain law enforcement officers in the Immigration and Naturalization Service, United States Custom Service and Internal Revenue Service. We are interested in seeking such coverage for National Park Service Rangers, and ask that you consider including them when hearings are held on the bill.

Rangers have provided law enforcement for the national parks prior to the inception of the National Park Service as an agency in 1916. Ever since then, National Park Rangers have been responsible for the full gamut of

law enforcement duties, including the apprehension, investigation, arrest and incarceration of offenders for misdemeanors and felonies against people, property and park resources, both natural and cultural.

In 1976, Congress enacted Public Law 94-458, which provided our rangers with clear statutory authority to "...maintain law and order and protect persons and property within areas of the National Park System." Congress authorized designated law enforcement employees to "...make arrests without warrant for any offense against the United States... execute any warrant or other process... (and) conduct investigations of offenses against the United States..."

In 1991 alone, National Park Rangers made approximately 10,000 custodial arrests which were processed through the federal courts. Other statistics reveal the scope of our enforcement activities, which involved arrests and investigations associated with 17 homicides, 214 aggravated assaults, 632 burglaries, 3,897 larcenies, 185 motor vehicle thefts, 114 arsons, 1,321 weapons offenses, 501 sex offenses, 1,878 drug violations (many of which were major drug interdictions along our borders), and 1,954 disorderly conduct offenses.

Even more consequential were the 54 recorded assaults on law enforcement rangers. Over the past years, rangers have been increasingly involved in serious confrontations with well-armed criminals. In 1989, there were three separate instances within a month's time in which rangers had to shoot and kill assailants in defense of themselves, fellow law enforcement officer, and park visitors. In 1990, a ranger at Gulf Island National Seashore was murdered by escaped felons during a traffic stop in the park.

All of these statistics demonstrate that our rangers deserve enhanced annuity retirement benefits, and the Association of National Park Rangers has fought for years to obtain such coverage. We have assisted hundreds of rangers in filing for individual coverage with the Office of Personnel Management, a process which still continues. We have also urged the National Park Service, the Department of the Interior and the Office of Personnel Management to grant coverage to law enforcement positions. The fact that none of these efforts has been fruitful leads us to believe that the best solution is to have National Park Service law enforcement rangers covered as a result of legislation.

We understand there is some apprehension about including other groups to those specified in HR-793, since the inclusion of one group of law enforcement officers may require the inclusion of many other such groups of law enforcement officers. We also realize that there are fiscal concerns, since the budget compromise currently in force precludes the creation of new entitlement programs without a source of funding from either taxes or reallocation of money appro-

priated to other retirement programs.

Nonetheless, the Association of National Park Rangers strongly believes that National Park Rangers with enforcement authority are exposed to risks equal to or greater than those of IRS, INS or Customs law enforcement officers. We ask that you consider rangers for inclusion in this legislation, and we stand prepared to provide you with whatever supporting documentation or information you might need.

Thank you for considering National Park Service law enforcement rangers for enhanced annuity retirement coverage.

World Park Congress

At Rick Gale's request, Bill Halainen represented ANPR at the Fourth World Congress of national parks and protected areas in Caracas, Venezuela, for four days in mid-February. IUCN, the World Conservation Organization, asked ANPR to send a representative because of the discussions which would be taking place at one of the Congress workshops on the possibility of setting up an international society of park managers and park staffs. Since ANPR has been working with SCRA (Scotland) and ACR (England) on an international ranger federation, we were asked to contribute to the workshop. Over 2,300 people from 112 nations attended the Congress, which lasted for two weeks.

The issue of a possible international federation was discussed in a day-long workshop on building professionalism in park and protected area staffs. The discussion was far-ranging but inconclusive. Although there was no consensus on calling for IUCN to establish or support such a federation, the core of the draft proposal that ANPR has been working on with the Scots and English was read at the meeting's end and was assimilated into one of the recommendations coming from the workshop. That recommendation will endorse current and future efforts to build an international community. In short, ANPR, SCRA and ACR got an oblique endorsement from the Congress and a green light to go ahead with our efforts.

Meanwhile, the boards of directors for ACR and SCRA have endorsed the draft charter which would establish the federation. Plans are presently being made for a joint meeting this summer to sign the document and plan for the first international ranger gathering in Poland in 1994.

Testimony on NPS FY 93 Budget

Early this year, the House Subcommittee on National Parks and Public Lands asked ANPR to testify at its oversight hearings on the Service's FY 93 budget. On February 20th, Bill Wade, the Association's vice president for special concerns, presented the following testimony before the subcommittee:

Mr. Chairman and Members of the Sub-

committee, thank you for inviting the Association of National Park Rangers to share with you our thoughts on the proposed Fiscal 1993 budget for the National Park Service.

The Association of National Park Rangers (ANPR), formed in 1977, is a professional organization comprised of approximately 1,500 National Park Service rangers and other employees from all regions, grades and specialties. It is neither a union nor a bargaining unit, but rather is an association formed to advance the ranger profession and to support the National Park Service and the National Park System.

Our primary concern about the 1993 budget, as proposed, is the same concern we have had about several past years' budgets. It reflects a deteriorating ability to carry out the National Park Service's mission to conserve the resources and to provide for their enjoyment.

While the proposed budget reflects a modest increase in the Operation of the National Park System (ONPS) appropriation of just over \$78 million, by shifting money from other appropriations (primarily construction), our ability to protect the resources critical to the perpetuation of many of the units of the system continues to be inadequate.

Specifically, Mr. Chairman, we are particularly concerned about the continuing erosion of front-line staffing in the NPS. Since 1970, the system has grown from 249 areas with 29.6 million acres to 360 areas which over 80 million acres. Since 1980, annual visits to NPS areas have increased from 220.5 million to almost 260 million. In that same ten years, the number of permanent rangers increased only approximately 100, from 3,200 to 3,300; while the number of seasonal rangers decreased from approximately 5,000 to 4,000. This represents a net decrease of approximately 11% in those personnel on the front line in parks with the direct responsibilities of protecting park resources and providing education to the visitors. Similar decreases can be seen in the maintenance field, with resulting continuing deterioration of the infrastructures in parks.

We strongly support the proposed increases in the Service's interpretive program for additional seasonal employees and for the "Parks as Classrooms" program. Long overdue, these increases will help improve our ability to educate visitors, especially children, in the values of the heritage areas we are charged with protecting.

While the nearly \$11 million proposed as part of the Administration's "War on Drugs" is welcome, we need to see a similar war, with targeted funding, declared on the threats to park wildlife, vegetation and archeological and historic resources. We are seeing significant increases in the illegal removal of wildlife and vegetation, including threatened or endangered species, primarily for trophy and commercial purposes. Areas rich in archeological and historic values continue to be threatened by relic hunters. The lack of

front-line staffing these threatened areas reduces our ability to protect these critical resources. We note with some dismay that the Service's identified need for \$1.5 million in wildlife protection, as well as important requests for structural and wildfire funding have not appeared in the Administration's budget request.

Research and improvements in resource inventory and monitoring will contribute positively to our knowledge about protection of resources; we support the recent funding increases in these activities, including the increase proposed for 1993 in the "Targeted Parks" program. However, without an increasing ability to apply such knowledge to the protection of our resources, we are likely to see them continue to decline in richness and diversity. In addition, without additional targeted funds aimed at external threats to parks, such as impacts from air pollution, resources in many areas face a dismal outlook.

Mr. Chairman, there are some improvements to report in our work force condition, and we appreciate your continuing interest in that situation, especially in the ranger series. We are seeing some improved position management, including upgrading. We are seeing more movement in the enhanced retirement program, although movement here is far too slow. However, we are seeing an increasing reluctance on the part of park managers to carry these work force improvements far enough and quickly enough, because of the costs attached to them. The increasing costs of "doing business," along with increasing responsibilities and being spread thinner and thinner, have resulted in an ever-shrinking discretionary budget at the park level. As mentioned earlier, this results in a continuing reduction in temporary staffing, and inhibits managers from taking the necessary actions to make work force improvements.

The Association has been a strong advocate for the findings and recommendations of the 75th Anniversary Symposium held in Vail, Colorado, last fall. We intend to continue to work with the Service to provide whatever assistance we can in implementing the recommendations. In that regard, we support the budget items proposed for 1993 that can be expected to be applied to these recommendations, such as the increase in funding for the Servicewide intake program, aimed at identifying and developing personnel to meet future staffing needs. We support the funding identified to establish a strategic planning office, although we continue to be concerned about how this office will function and where it will be located. And we are concerned that implementation of the 75th anniversary recommendations could result in further erosion of funding that finds its way to the front-line programs of the Service. For instance, implementing actions taken to date have been carried out, for the most part, collaterally by park and program managers who are already stretched too thin by their primary responsibilities, rather than by dedicating

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specific staff to those purposes.

As you know, the Association has been a strong force in promoting improvements in park housing. We support the increases proposed for 1993 for housing rehabilitation, but would like to see even greater emphasis on funding for this activity.

We support the decrease in the construction appropriation. This is not to say that there are not serious needs for construction. Our concern has been that much of the construction that has occurred over the past several years has resulted from add-ons targeted to specific areas in the System. These add-ons have not necessarily reflected the Service's highest priorities, nor have they included the ability to properly plan such construction. We believe that future construction activities in the NPS must take into consideration critical planning needs, such as are being developed by the team implementing the 75th Anniversary Symposium on sustained design.

We want to raise a "red flag" regarding the changes proposed for 1993 in the recreation fee program. We are concerned that raising entrance fees in parks increases the potential that certain segments of society, especially poorer and often minority groups, are less likely to be able to afford the park experience. This can result in an even greater possibility that parks are seen as benefitting only upper-class, Caucasian Americans and rich foreign visitors.

We are concerned about another aspect of the recreation fee program. Field level managers and public contact personnel are having a difficult time determining the extent to which Congress' intent in the appropriation of fee revenues back to the parks is being carried out. Further, as available budgets or budget increases continue to decline, it is increasingly difficult to answer public inquiries about where their fees go. We propose that consideration be given to amending the Land and Water Conservation Fund Act to allow park managers to withhold that portion of fee receipts to offset fee collection costs (currently \$11 million, but with expansion of collection hours, repair of entrance stations, equipment replacement, supplies, personnel costs, etc, could be \$16-\$18 million annually) and then remit the net balance to the special Treasury account. This action would be similar to the authority currently available to park managers wherein fees for special use permits are retained at the park to cover event costs and are not subject to appropriation. Periodic entrance fee increases within a \$5 - \$8 - \$10 tiered fee schedule could provide adequate revenue to offset most of the increased collection costs.

We support the proposed increases in the 1993 budget for international programs, including restoration of the Western Hemisphere technical assistance program; and for the Land and Water Conservation Fund state grants. We believe these programs are important in carrying out the recommendations

of the 75th Anniversary Symposium pertaining to environmental leadership.

Further, we believe that an increase in funds available to the states provides a way of supporting important recreational needs, and areas with local, regional or state significance, thereby lessening the chances that such areas ultimately end up in the National Park System, further diluting our abilities to administer those heritage areas with true national significance.

In summary, Mr. Chairman, we believe the proposed budget for the National Park Service for Fiscal Year 1993 is a good one. It contains a number of positive items that will result in benefits to the Service and to the System. Our biggest concern, as voiced earlier, is that this budget, as with past ones, is likely to result in an even further overall deterioration in front-line staffing and program activities that pertain to the primary mission of the Service, especially protection of the resources vital to the purposes for which the parks were established.

Thank you again, Mr. Chairman, for inviting the Association of National Park Rangers to comment at this hearing.

Testimony on Symposium Recommendations

The Association was asked to testify at the public meeting on the 75th Anniversary Symposium recommendations which was held in Washington on December 17th. Bill Wade spoke for ANPR, along with representatives from the Wilderness Society, NRPA, the Society for American Archeology, the George Wright Society, NPCA and other organizations.

Much of the opening section of our testimony recapitulated that presented before the Subcommittee on National Parks and Public Lands a few weeks earlier, and can be found in the last issue of *Ranger*. Our specific comments on recommendations follow. The recommendations themselves have been summarized in order to conserve space; see the full symposium report for details.

Organizational Renewal

Recommendation 1-A – Calls for the development of a comprehensive, Servicewide "human resource" policy and strategy to institute positive education requirements where needed, establish ranger entry requirements, develop a strategy to accommodate rangers in the Service who don't meet new requirements, and similar matters.

ANPR – We support positive education requirements at the entry level but suggest that consideration be given to specifying a qualifying major subject only at the KSA level. Along with positive education requirements, there needs to be more explicit definition of equivalent work experience for each position.

Particular efforts need to be made to resolve long-standing problems concerning entry requirements, training and professional

standards for park rangers. Several attempts have been made within the last dozen years to remedy these problems. Some successes have been realized, but the core problems persist and much work remains to be done.

There's an axiom which seems to apply here: If you've solved a problem more than once, then you haven't solved the right problem. In the past, we have recommended solutions to a problem we have never fully explained or understood. Therefore, we recommend that the Service convene a work group to fully examine the scope and nature of the problem, define what the park ranger profession should be, come to a consensus on how the ranger work should be configured, then work the Office of Personnel Management to find the means to develop such a work force. They have indicated their willingness to work with us, and we should pursue that opportunity. We should also be prepared to work with Congress to obtain legislation to implement any needed changes which may fall outside of OPM's authority.

The park ranger series must be recognized as a professional one. It is time to cease viewing the work of the ranger as "generalist work." Although complex and variable, it is *specialized* work, and should be viewed as such. The front line ranger carries a great deal of responsibility; classification and pay should be commensurate with that responsibility.

One further consideration may assist in alleviating the problems related to the park ranger series. Consideration should be given to placing NPS management jobs into a series different from that of park ranger. Using the 025 series for park management may create unrealistic expectations for some employees and unnecessarily limit others in other series. Perhaps management jobs should not be an extension of any NPS field specialty, leaving the 025 series, as with those other field series, as specialized unto themselves.

It is important to consider transition strategies, but change in our ways of position management must be ensured. Those employees that are willing and can become *qualified* to make the necessary transitions should be accommodated, but we should not necessarily expect everyone to do so. If we want the "best" we must match the less than best with jobs that are suited for them.

Recommendation 1-C – Calls for the establishment of typical career paths within key career fields to define opportunities and establish realistic expectations for their achievement.

ANPR – We have reservations about investing substantial effort in establishing "typical career paths." With the complexity of our various series, the justifiable opportunities and interest in crossover and the rate with which change is occurring in most occupational aspects, the concept of "typical" is not real, and any definition of it is not only unrealistic but also just as likely to be a hindrance to career development as a boost. In-

stead, the NPS should invest substantial effort to identify and remove barriers to upward mobility and to provide opportunities for increasing competence and training.

Recommendation 1-D – Calls for strengthening career development programs and for addressing issues such as mobility, housing assistance, job-sharing, flexible work schedules, spouse employment assistance, locality pay, and dual-career problems.

ANPR – At its recent Rendezvous, ANPR approved a resolution recommending that the employee development function of the NPS be reorganized from that of a staff function in administration into the management and operations components of the NPS at all levels. We believe that having employee development under the direct responsibility of line managers will provide the best chances for accomplishment of this recommendation.

Several years ago, the NPS adopted the Servicewide Needs Assessment Process (SNAP) for identifying and prioritizing development needs, designing developmental experiences and documenting them. The Service has never fully implemented this program. It must do so before the cost-effectiveness of employee development can be substantially improved.

Development needs and job competence (KSA) information should be more closely tied together. A single KSA inventory should be used to identify development needs and to document competencies (KSA's) possessed by employees. Using such a concept, a much simpler vacancy announcement system can and should be designed for filling servicewide jobs.

The NPS is simply going to have to move aggressively in (all the areas suggested for coverage in the policy) if we are to successfully compete for, and retain, high-quality employees. It is a scandal that we do as little as we do to accommodate dual-career couples, single parents, and working mothers. Other agencies and private corporations, our competitors for quality employees, do far more.

Recommendations 2-A through 2-E – Call for improving process for identifying, testing, training and developing managers and leaders in the NPS.

ANPR – We firmly endorse the several recommendations which call for improved leadership development and selection within the Service. Statistics show that a great number of senior NPS managers will be retiring within the next few years, yet we have taken very few steps to prepare the next generation to assume the mantle of leadership. Without such developmental programs, we can not effectively administer the agency, much less provide national or international environmental leadership. Management and leadership development programs need to be instituted at all levels of the Service.

We should look outside the Service far more than we have for opportunities to de-

velop upper-level employees. Increased development opportunities should be established to include programs with institutions of higher learning, exchanges with other agencies and the private sector, and opportunities for outside employment with guaranteed return to the NPS. And we should increase situations whereby people are brought into the NPS from outside for specific accomplishments, with the associated objective that our employees will learn from them.

With reference to Recommendation 2-B, we have the same reservations expressed earlier about establishing career paths.

We support the concept of a human resources management board. We must bring some order to the chaotic way we prepare people to fill senior jobs in the Service. If implemented, the board should function in the management and operations components of the organization, rather than in administration.

Recommendations 3-A and 3-B – Call for enhancing the "structure, procedures and culture of the organization" to more effectively focus resources for operations by a variety of techniques, including internal market incentives in the provision of support services and a strategic audit of functions performed in offices and field areas.

ANPR – We have some reservations about these recommendations. We presume that this is an attempt to reduce Service overhead costs, something that all employees would support. Care would have to be taken, though, to focus on services that are truly support in nature, and not those that are programmatic. If we cut the programmatic people too drastically, workloads at the parks are likely to skyrocket. We will realize no net savings if we simply shift work from regions to parks.

We support the idea of a strategic audit. Programs that are too low in priority to compete for resources sufficient to do them well should be reduced or eliminated. Some programs might be retooled, or reconfigured in other niches; but should not continue to operate at the expense of other, higher priority programs.

Organizational structures, procedures and culture may need more radical surgery than these two recommendations encompass. Examples for how to streamline can be gleaned from the private sector. Middle management and excessive layers may emerge as an area to be pared as contemporary experiences involving relaxed spans of control, leaderless units, and empowerment of individuals are tested and validated.

We do know now that the continuing effects of cuts on the "front line" have been devastating and must not be allowed to continue.

Recommendation 3-E – Calls for having senior managers change assignments every five or six years.

ANPR – This recommendation, as written, is too inflexible. We support the idea of estab-

lishing criteria for determining conditions under which senior managers should be rotated. However, we believe the needs of the resources should prevail in case-by-case considerations.

Recommendations 4-A and 4-E – Call for acquiring legislative authority to return half of all entrance fees to parks, increasing annual park-specific pass fees, and implementing the America the Beautiful entrance pass.

ANPR – Not only should the authority that permits entrance fees to be reallocated to parks be reaffirmed, but this procedure should be fully implemented, as intended, and as the public has been led to believe is occurring. Our credibility is at risk.

Extreme caution must be exercised before increasing any fees, if only to mitigate the perception that only the higher economic class citizens visit the parks.

Resources Stewardship

General Comments – The Association first offered some general comments about the "Resources Stewardship" initiative:

The Service should establish that the purposes of its resources stewardship and protection programs are based on the emerging ethic that nature has a right to exist on its own. The Service could assume a real leadership role here. Parks are not preserved and protected exclusively for *people*. They are preserved because we believe in sharing the planet with the diversity of the biosphere. We can, and should, use the parks more as outdoor laboratories and classrooms, as Secretary Alexander pointed out at the Symposium, to raise our visitors' consciousness about this very important ethic. This impulse has been characterized as "planetary modesty" – a recognition that we are not the only passengers on the spaceship earth. If we don't develop some kind of sustainable relationship with the earth, we won't have to worry very much about small issues such as national parks.

The Service must promote the acquisition of additional legislative authority to influence what goes on around the parks. Our abilities to be good neighbors and to negotiate well cannot be expected to work without backup leverage. What is needed is something with teeth in it that will force the developers, resources commodity industry representatives, and local politicians to sit down with us. We cannot "smite the encroachers" as encouraged by Director Reilly at the Symposium, if we don't have a two-by-four with which to get their attention.

Resource stewardship cannot be over-emphasized, nor can the potential and the need for the Service to be a leader in it. Over time, we have allowed ourselves to be co-opted by political special interest groups. When was the last time that we took a strong stand about major environmental issues such as overgrazing of public lands, irresponsible mineral development, or the failure to add to

the nation's wilderness preservation system? When was the last time we told the ORV people to take a hike? We stand to continue to lose ground to groups such as "People for the West" if we are not able to demonstrate where we stand in stark contrast to what they are advocating. We will never provide that demonstration if we are not willing to get to the front, take some heat, and be leaders, not simply public land managers. Any bureaucrat can be a manager; we need to be *leaders*.

Recommendations 1-A and 1-C – Call for more effective and positive use of existing authorities to deal with concerns that transcend park boundaries, clarification and consistent use of authorities, and seeking additional legislation to protect park resources. Also recommends encouraging DOI solicitors and DOJ attorneys to be more aggressive in use of existing authorities.

ANPR – In a nation of lawyers and litigation, the NPS is woefully under-represented by legal experts – particularly in the realm of environmental law. The solicitors are too few and not well enough informed on the myriad issues important to individual parks and program areas. Solid legal counsel and the ability to pursue fulfillment of NPS purposes in the courtroom when necessary are critical to the issue of resource stewardship.

Recommendations under Issue 3 – Call for, among other things, the collection of more data to ensure adequate knowledge of park resources and systems.

ANPR – The NPS should be vigilant in collecting information that is useful and that is used. In this world of information overload, it is not enough to simply collect information. The emphasis must be on collecting "meaning." After the information is delivered, we must be able to answer the question, "So what?"

Recommendation 4-A – Calls for the development of a comprehensive natural, cultural and social science research program and proposal of legislation that would strengthen and expand the congressional sanction for this program.

ANPR – We should affirm and implement all existing authorities prior to seeking new legislation, which carries the risk that: (1) it could direct us where we do not go (2) it could place unacceptable limitations on us. For research, the primary need might be for money, not authority.

Recommendations under Issue 5 – Call for expansion of outreach programs and partnership programs to generate greater public support for resource stewardship.

ANPR – As with needing to answer "so what?" in collecting information, the NPS must be able to answer "why, and to what end?" when outreach and partnership programs are proposed. There are very good answers, and those need to be uppermost when

the programs are designed. Such programs can be very costly, as we are currently experiencing in some instances, and can be a crucial drain on other priorities.

The National Landmark program is a golden opportunity for recognition of resources without expenditure of funds, for building partnerships with others who can advance the cause of resource stewardship, and for positive publicity. The NL program should be strengthened.

Recommendations under Issue 6 – Call for strengthening of criteria and evaluation procedures for proposed additions to the system or expansion of existing areas, development of an NPS legislative program, determination of ways to best protect areas outside the system, and adequate funding for states to protect significant areas outside the system.

ANPR – Stronger efforts also need to be made to preserve the integrity of the National Park System. As envisioned by its proponents and creators 75 years ago, the Service would be comprised solely of areas of true national significance. During the decades that have since passed, that idea has been compromised, and areas of less than national significance – sometimes far less than national significance – have been brought into the System, thereby diluting our original mandate, mixing the truly wondrous with the truly mediocre, and stretching our funds and staff beyond the breaking point.

Congress and the Administration need to scrutinize and evaluate proposed areas more closely and to rigorously apply the established criteria for national cultural and natural significance to assure that only the best and most significant portions of America's heritage are included in the National Park System.

Park Use and Enjoyment

Recommendation 1-B – Calls for strengthening and expanding the Service's technical assistance program outside the System.

ANPR – The term "technical assistance," although ingrained, has become widely misused and misunderstood and, to many, negatively perceived. Do we really wish to provide "management guidance?"

When we do provide management guidance (as also reflected in Recommendation 1-E), we should design our contributions so that the NPS commitment can decrease as agency or foreign country professionals develop the skills, abilities, and programs to accomplish their work on their own.

Recommendation 2-B and 2-C – Call for the development of an innovative program for facility planning, design and maintenance and for the minimizing of park facilities within park boundaries while still striving for excellence in visitor services.

ANPR – Innovation in planning can be positive in reaching the goal of environmental leadership and responsible resource stew-

ardship. An increased program of facility construction could have exactly opposite consequences. This recommendation could turn out to be a prescription for more development that would attract greater public use. In fact, the NPS should be vigilant in protecting the front country from development, should strive to *reduce* the numbers of facilities in parks, and should reorient visitors to have a truly conservative ethic about the types and locations of services.

Further, we should strive to make the boundary of a national park one of the most abrupt transitions imaginable. One should know when she/he is inside a park, because it doesn't look anything like what's outside. Let's make the park boundary *mean* something.

Planning teams should be sufficiently staffed by experts in resource stewardship.

Recommendation 2-D – Calls for the development of a technical assistance program aimed specifically at gateway communities and regions linked to NPS areas.

ANPR – The NPS may not need to develop a new program but instead could support existing programs and other groups in reaching goals of compatibility of activities, design, and use.

Recommendations under Issue 3 – Call for providing basic interpretation for all visitors, development of innovative programs for educational and informational outreach, and encouragement of examination of ways to interpret controversial events and provide interpretation of events and sites from multiple points of view.

ANPR – Interpretation can be a marvelous vehicle for making the public aware of problems. The NPS should be skilled and relentless in interpreting and presenting critical, controversial issues. Freeman Tilden's concept of "provocation" must be resurrected and allowed to march in the front line in order to reinvigorate NPS interpretation.

The function of interpretation should be elevated in the organizational hierarchy, and administratively separated from other functions to give it increased emphasis and the latitude to deal effectively not only with park values and resources, but also with National Landmarks, historic preservation, and environmental stewardship, for example.

Recommendations under Issue 5 – Call for improving public involvement with the NPS, increasing social science programs, and increasing financial and human resources available to parks.

ANPR – We further recommend that the NPS should expand its partnership with the tourism industry. We must find more effective ways to assist in the management of tourism, rather than continue to be the victims of it. Ways should be found to influence the tourism industry's messages and promotions to be in concert with our conservation

ethic and to be in harmony with resource values and establish expectations of services that are more environmentally sensitive.

Environmental Leadership

The Association first offered some general comments about the "Environmental Leadership" initiative:

We applaud the concept of leading by example, but what examples are we going to demonstrate? As one of our astute and articulate members aptly stated on the current situation: "We aren't progressive about recycling, don't design for energy efficiency or site compatibility, don't promote the use of alternatives to fossil fuels, don't do much about getting visitors out of their cars, favor commercial interests over private users in such things as river permit allocations, allow snowmobiles and outboard motors in pristine areas such as Voyagers and Grand Canyon, permit concession development in major resource areas, spend more resources fighting drugs than on ARPA violations, urge our superintendents to do more with less when we should have the courage to tell them to do less with less, lose ground every year in the preservation and protection of cultural resources, and don't organizationally support superintendents who stand up for the resources of their parks. It's not a pretty picture!"

Recommendation 1-B – Calls for the NPS to enhance the management of its cultural and heritage programs to emphasize the American experience in its diversity.

ANPR – We're not sure what this recommendation means. Conservation of park resources must be ensured no matter what other values exist in our culturally diverse world. The NPS mission must be the emphasis.

Recommendation 1-D – Calls for the NPS to form strong-public-private partnerships to facilitate joint management of resources, joint research, and ongoing exchanges of ideas and expertise.

ANPR – At its recent Rendezvous, ANPR approved a resolution encouraging the reversal of the trend established over the years whereby NPS resources and programs have not, in all cases, been managed in ways that are culturally appropriate to the concerns of the Native American; and in too many cases, management actions have contributed to the degradation of these culturally vital resources and places. It specifically recommends that the NPS recognize the contributions to world culture of the Native Americans; and that the Service identify year 501 since the Christopher Columbus event as the year to initiate a Native American cultural values renewal program in the NPS.

Recommendation 2-A – Calls for the NPS to establish the parks as outdoor classrooms to the American experience and associated values.

ANPR – The vision of national parks as outdoor classrooms is a fine one. This concept should be pursued in combination with similar recommendations under the other issue areas in the Symposium report.

Recommendation 2-B – Calls for the NPS to create a professional career path for interpretive personnel and reward creativity and innovation.

ANPR – Our earlier comments about career paths apply here, as well. What is needed is the formulation and use of an innovative pay and position structure (e.g. "master interpreter,") to augment/substitute for the current system that stresses supervision and management responsibilities more than subject-matter expertise for advancement.

Recommendations under Issue 4 – Calls for the institution of a variety of changes which will ensure that NPS personnel are able to exert professionalism in a political environment.

ANPR – NPS management should establish accountability for the development of professional (rather than politically-oriented) information and recommendations. Recommendations that do not uphold NPS values or that are made in anticipation of a political decision will not be acceptable. Politically acceptable decisions often can be made using professionally developed information and recommendations.

An additional recommendation is suggested that the NPS establish a greater presence "on the Hill." Other land management agencies have substantially greater representation on legislative staffs than does the NPS. At its recent Rendezvous, ANPR approved a resolution recommending that the Director dedicate a percentage of the Horace Albright Fund to finance additional internships for NPS employees to acquire legislative experience and provide NPS representation until such a presence can be institutionalized.

Recommendation 5-B – Calls for the creation of American heritage areas to protect significant regional values which do not need or qualify for NPS protection.

ANPR – A provision should be included to consider reclassification of existing areas of the NPS that do not include nationally significant cultural or natural resources. The mission of the NPS as a conservator of America's most significant heritage areas must be stressed and the notion of its role as an economic development agency must be erased.

Recommendation 6-B – Calls for the NPS to increase its efforts to obtain meaningful appropriation levels from the LWCF and for the advocacy of a fuel tax to support federal parks and recreation programs.

ANPR – We recommend separating the issue of the fuel tax from the appropriation from the LWCF. These are strong and distinct initiatives.

Recommendation 6-C – Calls for the NPS to study user fee options in order to assess the relative costs and benefits of individual proposals.

ANPR – Again, caution must be used in the issue of user fees. Charging the visitor/owner of the parks for core resource experiences is not a good idea. Also, the enhancement of a culturally diverse audience/constituency may be hindered by charging for experiences that people may not inherently rank high on their list of values.

Summary

The Association concluded its testimony with the following summary statement:

It has been suggested that the accomplishment of these recommendations will require considerably more resources and money. Without doubt, some additional resources and funds will be needed. However, the most important step to accomplishment of these recommendations is to re-order existing resources and priorities. In so doing, we must start with an even more basic premise. We must break down the greatest barrier to progress – an internal one. We need to re-order and re-direct the *thinking* of employees at all levels.

We must shake ourselves up – jar ourselves out of our comfort zone. Perceptions, traditions and paradigms must be changed. In some cases, changes in terminology might change perceptions of roles and responsibilities. For example, we traditionally talk of resource management, and visitor protection. What we really intend is resource protection, and visitor management. Does this recombination of words set up different thought patterns about how we should behave? We use the term "resource professional" to refer to someone with extensive education. Shouldn't we encourage (insist that) the WG-3 Laborer to see him/herself as a resource professional?

We must be willing to experiment and to seek authorities to move beyond the traditional bounds of managing people in government. We can and should draw on examples from outside the Service and government that will improve organizational efficiency and effectiveness, and employee commitment.

To move from where we are to where we should be cannot be done by smooth transition. It will require often chaotic events. Our past is littered with examples of attempts to make substantive changes "smoothly" and without significant disruption. In fact, it is disruption that we now need! There will be organizational and individual casualties, but we must accept them as the price of progress – if not survival.

ANPR is dedicated to the success and vitality of the NPS and its mission. At its recent Rendezvous, it unanimously approved a resolution fully supporting the Vail Symposium process. (Further, ANPR will review the final recommendations when they are ap-

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Protecting the Parks: The Managers' Perspective

"The primary responsibility of the National Park Service must be protection of park resources. The mission of preserving and protecting the national treasures that belong in the National Park System can only be met if the Park Service can confront the threats to park resources and has the means of dealing with those threats... Without proper stewardship and protection, historic battlefields can be converted to the landscapes of suburbia, the structures and objects that carry the memory of inspiring individuals can be obliterated by decay, and the beauty and ecologies of unique natural areas can be irrevocably scarred."

— *Steering Committee of the
75th Anniversary Symposium*

Concern over the National Park Service's ability to adequately protect its resources has been a dominant theme in the agency's history since the day of its inception, but has become preeminent in recent years. The centrality of resource stewardship and protection issues in the 75th Anniversary Symposium recommendations attests to this; so do many recent reports, news articles, and Congressional hearings.

Discussions with members of ANPR over the past few months have also shown that resource protection at all levels is a major concern for park professionals in every discipline, and that there's a high degree of interest in exploring new techniques, practices and approaches for preserving and sustaining our parks.

Accordingly, the spring, summer and fall editions of *Ranger* will focus on contemporary problems and possible new solutions to park protection issues. We'll begin with management perspectives in this issue; in the summer and fall *Rangers*, we'll examine new approaches enforcement rangers are taking to protect natural and cultural resources, including investigatory practices, court cases, and new applications of existing laws.

The three articles that follow come from three parks that have been in the thick of the action on resource protection — Shenandoah, Saguaro, and Olympic. Each of the authors has taken a different approach to the topic. Dave Haskell, chief of natural resources and science at Shenandoah, talks about the need for vigorous and creative leadership; Bill Palleck, superintendent of Saguaro, describes the problems associated with protecting a park in a high growth area; Maureen Finnerly, superintendent of Olympic, reports on campaigns that park has conducted on two key resource issues.

Protecting Park Resources Through Environmental Leadership

David A. Haskell
Shenandoah

You've no doubt been hearing the term "environmental leadership" used frequently these days in discussions on how we in the NPS can become more effective stewards of park resources. The term certainly received a major boost during the 75th Anniversary Symposium in Vail last fall — environmental leadership was one of the four main symposium discussion topics, along with resource stewardship, organizational renewal, and park use and enjoyment.

Environmental leadership is not a completely new topic in the NPS. Over the years, a few of the Service's more enlightened managers have exhibited this type of leadership. It has however been far from commonplace. Unfortunately, it is much easier to point to cases where this type of leadership was needed and, for one reason or another, did not surface.

Before we go any further, though, let's explore what we mean by environmental leadership, how it differs from other types of leadership and from management, and why it is so important for the Service today.

You may have found, as many do, that the term environmental leadership is much easier to say than to accurately define. Even after you struggle to define it, you'll find that it is an even more challenging task to determine how to do it or how to become an environmental leader. Rather than using a formal definition out of a dictionary, I have pieced together a definition that combines ideas that have been expressed by some of the more prominent leaders in the NPS today.

The word "environmental" is fairly self-explanatory, meaning that which is of, or related to, the environment, and we all know what we mean by the environment. "Leadership" is the word that needs close examination.

The best definition of leadership that I have been able to put together is: "Leadership is the art of changing the beliefs and behaviors of others to achieve a predetermined goal." With this definition in hand, we can then deduce that environmental leadership is the art of changing the way that people understand, perceive, or behave toward the environment.

When examining the subject of leadership we often ponder how this differs from management. This is not a trivial question. The impact that leadership has on an organization is vastly different than that of the role of management. An understanding of the differences between leadership and management is essential in order to analyze how organizations function, how they change, and why they either succeed or fail.

By definition, we have many managers in the NPS. We have park managers, superin-

tendents, unit managers, facility managers, resource managers, and office managers. A manager is a person who uses available resources — both people and materials — to carry out the established group objectives. Usually the objectives are phrased in terms of production. The successful manager uses these resources efficiently, producing the best product.

Management is driven by an established set of objectives, such as the management by objectives (MBO) theory that has guided the NPS and other federal agencies for decades. In most cases managers are expected to work within the parameters established by objectives set at the highest level in the organization.

So where does leadership fit in? Leadership, when effectively applied, is the process of changing the methods used to attain the existing objectives, or when necessary, to change the objectives themselves. When the best management efforts fail to meet the established objectives, then it is usually time for a reality check.

Our world is undergoing a time of rapid change. Organizations like the NPS must frequently re-examine agency objectives in order to keep their overall missions in focus and to maintain management effectiveness. Leaders are those individuals who are able to recognize when the existing objectives are no longer valid.

The best leaders are people who have vision, who can look ahead and see the time when current policies and actions are no longer going to achieve the agency mission. By looking ahead, the leader has the opportunity to develop strategies that will position the work unit or agency so that needed adjustments in policy, organization or priorities can be made in time to sustain quality attainment of the mission.

Making these types of adjustments *ahead of time* is not easy because of a built-in resistance to change common to all organizations. A good leader is a person who is skilled and determined enough to "make people see the light". Often a good leader must be a good educator; people don't follow leaders because they are told to, they follow because they believe in what the leader is saying or doing. *Leadership is needed the most, is essential and critical, when a substantial change must be made in agency goals, policy, organizational structure, or even at times simply to apply a different management style. Bringing about a change in fundamental beliefs is a challenge to the most skilled leaders.*

Organizations, especially bureaucracies, don't often make fundamental changes unless there is a crisis. We are all too familiar with crisis management. Recurrent instances of crisis management are a sure sign of a need for more effective leadership.

I mentioned that a leader must be able to overcome resistance to change. We have all been taught by our grandpappies that few things in life are certain. One of the excep-



Visibility and ozone levels are posted daily in Shenandoah.

Photo by George Tames.

tions to this rule is that large organizations are always resistant to change. There is a certain amount of built-in inertia that prevents radical organizational change. The more "steeped in tradition" an agency is, the greater the resistance. Such resistance is simply a means to protect the "status quo" that in turn provides us the safety and support of old traditions.

If you sit down for a few minutes and think about just what it is that predisposes us to resist change, you will probably arrive at some of the same conclusions that others have.

Doing what we do today the same way that we did it last year, or maintaining the same policies in spite of obvious difficulties, is usually the easiest and safest way to work or manage. Safe, in this context, means that you are less likely to make a mistake. Making a mistake, in some people's minds, is big time failure, and fear of failure is a very, very common human trait.

This fear is enhanced by our antiquated performance appraisal system, which rewards behavior that maintains stability, avoids conflict, and assures a middle-of-the-road (spelled "mediocre") approach to the achievement of agency goals. This system also makes it easy to view "rocking the boat" as some sort of failure. The appearance of failure focuses attention on a manager and usually results in a major blemish on the ol' reputation that could lead to a one-way ticket to that proverbial NPS area (you know the place I mean) where rabble rousers and deadbeats are pigeon-holed.

Besides wanting to stay safe and not wanting to fail, another thing that adds to this resistance is that the current way of doing things is often *our* way. One of those other marvelous human traits that is so endearing is the ego. At times, it appears that NPS employees have a corner on the ego market. Since the agency does not attract people who

are motivated by financial profit, it draws individuals who are often motivated by ideals, pride, and the feeling of self-satisfaction that they are doing something worthwhile. Having a larger-than-life ego goes with the territory. We often resist change because the new way of doing or thinking is not *our* idea and therefore is suspect until our objections are overcome by a huge preponderance of evidence.

Batting cleanup on the major causes for resistance is tradition. We all love our ranger heritage. It's what sets us apart from the other agencies and what is most recognized by the public. Tradition helps us to recognize our roots and origins, but it can be our bane if we allow it to prevent needed change from occurring.

Tradition must be viewed from afar. What we are today is the tradition of tomorrow. Viewed from the proper perspective, tradition is a slowly evolving set of organizational values. Tradition, by definition, must lag behind change. We just need to be sure that our love for our revered NPS traditions does not prevent us from aggressively tackling today's challenges.

So why all this rhetoric about change and resistance to change? What has this got to do with the subject of environmental leadership?

The NPS has not really changed its basic management philosophy since the agency was created in 1916, and it has been etched into our brain at countless training sessions. We protect the resources and provide for visitor use. It's a 50/50 deal. Both sides of the mission, protection and use, get equal billing. This is our way, the safe and traditional way of managing the parks, and it worked for awhile.

But it has become increasingly obvious to many of the more observant NPS watchers that much more emphasis must now be put

on the resource protection side of the equation if we are to have any parks left in the future to be enjoyed. Our failure to adequately protect many parks from resource degradation, primarily during the last two decades, has been vividly pointed out by both friend and foe. We have been sued repeatedly by other environmental organizations for failing to comply with our enabling legislation and, in many cases, the legislation establishing specific parks.

The old dichotomy of preservation and use that the NPS grew up with is, at least for now, being replaced with a new paradigm: we are the world's leading natural and cultural resource *preservation* agency.

Oh yes, we are still going to make sure that the American public (who, let's not forget, own the parks) have the opportunity to enjoy those resources. But Director Rideour, in his main address at the 75th Anniversary Symposium, made it perfectly clear that our primary mission from here on is resource protection. In the minds of many of our more experienced leaders, this has always been the primary mission — it's just been clouded repeatedly by ever-drifting political mists.

Now this fundamental principle, which should have been guiding our management all along, is at last, being spotlighted. The national parks were established, for the most part, because each of them is a very special place, unique to the natural or cultural history of our nation. We work for the American people. They own the national parks, and they have entrusted these very special places to our professional care, to be managed in perpetuity.

That's it, plain and simple. We can rationally deduce that the Congress and the people want us to allow only those uses that will in no way threaten or harm the resources. And we can further reason that we have an obligation to protect those resources from any form of threat, regardless of whether it originates within the park or derives from external actions or activities.

So now, buckaroos (as our friend, the Celestial Thunderbear often puts it), we finally get to the meat of the issue. We have defined what a leader is; we have determined that the NPS is an environmental/cultural resources preservation organization; and we know that we have not been as effective lately as we must be in protecting park resources. We know that we must change how we do business in order to achieve our mission. We know that there will be resistance to this change, that it will take strong leaders to show us the way, and that we'll need good managers to keep up the momentum once the direction has been altered. How can those in the NPS who have leadership capabilities provide the type of environmental leadership that will most benefit the organization?

Perhaps the first tough nut to crack in this process is gaining a thorough understanding of the resources that we are supposed to be

managing. This need has been widely recognized throughout the Service and some good progress has already been made. Congress has approved additional funding to be used specifically to develop comprehensive monitoring programs in a few pilot parks. The Director has placed a high priority on continuing to expand this program in future years until all areas that need monitoring programs have them. The companion to long-term monitoring is a well-directed NPS research program. The need to evaluate and expand our research capability was also a main topic at the Vail conference.

While we hope to receive additional funding to achieve these needs, we must also realize that we will never have enough money to do everything we believe that we need to do. As one top NPS manager, whom I need not name, so often says: "It's not a matter of enough money, it's a matter of priority." We have to decide on our top priority and fund that activity first.

What are those activities that are directly mission-driven, that have to be accomplished or threaten the very reason for the park's existence? Usually, they have to do with protecting park resources. Why is it, then, that in most parks activities that are directly related to resource protection often continue to go unfunded while other less mission-driven activities stay in the budget? No one is suggesting that those other activities are not worth doing, but how are we setting our priorities? Somewhere down the road, the public is going to be really mad that we let their parks deteriorate into mediocrity because we decided that mowing the lawn was more important than monitoring the health of park resources or rehabilitating an historic structure.

The first test of environmental leadership is to put our money where our mouths are.

Many activities that used to receive regular funding will have to be dropped in favor of higher priorities. This will usually require a major restructuring of a park's operating budget. In order to avoid mutiny, the manager must convince the employees that such action is necessary. The manager must assert leadership by finding ways to lead the staff to a new understanding of what is important. The organization must redefine the park's goal and determine how it is to be attained. In all cases the environmental leader must put the environment first. Does this mean that we do not serve the public? Of course not. But it usually does mean that the environmental leader must anticipate public reaction to changes in operating policies or standards and be prepared to educate the public as to why these changes are necessary to protect their park. When this is effectively done, most park visitors will eventually accept these changes, as they, too, develop new viewpoints on what a national park is or how it should look.

The second test of environmental leadership is our ability to influence the actions of others outside of the NPS that have or might

have a direct or indirect effect on park resources.

There has been much discussion over the last year or two about the need to develop different types of skills to enable us to deal more effectively with external influences. Threats to resource integrity are coming more and more frequently from activities outside our boundaries. We see these threats manifested as new attacks from alien species of plants, animals, and pests, water pollution, noise pollution, degradation of the historic or natural scene, changes in human demographics, and, perhaps the granddaddy of them all right now, air pollution.

Going up against these problems is scary stuff for old hunt, fish, and trap folks. They require us to become a hell of a lot more suave and debonair. We have to realize that a three-piece suit is not always blue jeans, a sport coat, and a Stetson. We have to get out there and study up on the opposition and learn how to play on their turf. It's a whole new ball game. The employee development plan for a leader in the NPS today might include skills in hardball negotiating, media relations, salesmanship, and in-depth knowledge of subjects such as land use planning, zoning, protective easements, state and local laws, and development regulations.

It is critical that we firmly stake out our territory and hold tight when we are confronted with big issues that stem from external threats. This is not to say that minor adjustments to strategy should not be made, but that our basic mission to protect the parks should not be compromised. There are truckloads of advocates for industry, economic growth, and the production of commodities; we must be the leading advocates for both national park protection and for environmental quality in general. We can not abdicate this responsibility or delegate it completely to citizen environmental action groups.

Our response to large, controversial issues is not the only yardstick upon which we are measured. In some ways, it is the way we accomplish our day-to-day activities that is most obvious to others. Environmental leadership is a process, a way of doing business. Environmental leadership definitely starts at home. If all of our actions that might have an effect on the environment have not been subjected to strong NEPA assessments, why haven't they? How is the management of our parks viewed by our own employees? Have you ever seen a double standard being applied? These might be disturbing questions for some of us. Whenever we are confronted with even small issues that involve the environment, there should be no doubt where we will stand. In the past, this has not always been the case.

We should be out in front of our neighboring communities advocating and strongly supporting local and regional environmental protection strategies. We should not be timid about voicing an educated opinion about issues that might not actually be affecting our

parks, and should support the environmental community in general. If we want our friends to come to our aid in times of trouble, then we must be willing to do the same for them. Let's face it, the global environmental is our business. Supporting sound environmental planning and actions wherever we find them can only help the parks in the long run.

Fortunately for the NPS and the public, the need for this type of bold leadership has been recognized by many of our top leaders. There are several excellent recent examples of environmental leadership in the National Park Service.

The fight to protect air quality in two prominent national parks, where serious damage to biological resources and visibility have been occurring, has been on the front pages of newspapers across the country this year. This battle has had many heroes, all making key contributions to the effort. The staff of the Service's Air Quality Division teamed up with the management and staff of the Grand Canyon and Shenandoah to wage an all-out campaign to protect these parks from further air quality degradation. Several years of limited progress made it very plain that traditional park management methods were not effective in bringing about the necessary changes to protect park resources from air pollution originating from outside of these parks. A new strategy was needed that would gain a wider support base for NPS actions directed at reducing or eliminating these external threats.

Armed with sound scientific proof that resource damage from existing levels of air pollution was occurring to these parks, an aggressive campaign was launched which had these primary objectives:

- To educate the public, and everyone else involved in the issue, about the damaging effects of air pollution to the park resources and to the quality of the park visitor's experience;
- To effectively use the full range of legal authorities available to the Service to bring about needed changes in the application of existing federal and state air pollution regulations in cases where there is documented adverse impact to park resources and values;
- To explore new, innovative ways to assure that our nation's natural and cultural resources do not have to be sacrificed in order to maintain the American standard of living.

The battles at the Canyon and at Shenandoah have been very successful in reducing current and future levels of air pollution. The difficulties faced by the NPS when dealing with powerful economic interests were highlighted in the numerous newspaper and magazine articles and television specials focusing on the plight of these parks. Shrugging off comments from others that these were battles that could not be won, NPS management teams illustrated that persistence and well-directed actions can, in fact, result in needed changes.

Continued on page 33

Growth Management: A National Park Service Concern

Bill Paleck
Saguaro

Do you know the difference between a fairy tale and a ranger tale? A fairy tale always begins with, "Once upon a time...", while a ranger tale *always* begins with, "So there I was..." And just as a fairy tale always ends, "and they all lived happily ever after," a ranger tale always ends, "and that's no foolin'! (or perhaps more earthy words to that effect)."

When Bill Halainen first asked me to write an article on innovative approaches towards park protection, I tried to explain that I don't present papers, deliver speeches or run for elective office - I just tell stories and tales. But he persisted.

The only thing I know of that's more persistent and guilt-inducing than Halainen and Gale working on you to do something for ANPR is a gaggle of professional Boy Scout executives once they've focused on you as a potential new member of their council board. So here goes.

One thing though - I still don't do footnotes. Most of the numbers in this article come from *Urban Growth in Arizona: A Policy Analysis*. It was presented to the Arizona legislature as a *draft* report on July 15, 1988 by the Morrison Institute for Public Policy at Arizona State University. Now it's a hefty, 335-page puppy with all kinds of footnotes if you must have them. So if you've just got to know where I got a certain number or fact, give me a call - I'm in the book. Here we go. Let me tell you a story.

* * * * *

So there I was, the new superintendent of Saguaro National Monument. I'd just finished tagging along with my predecessor, Rod Anrberger, to 48 meetings in five days. County supervisors, city councilors, planning directors, developers, consultants and neighborhood activists. Issues, organizations, places and names popped around in my head like corn in a microwave oven. And the list of folks we hadn't been able to meet with was about as long and complex as the pre-flight checklist for 747.

Now, I've hung from ropes on high rock faces, confronted very mean men with big guns in their hands, "misplaced" myself in the wild a time or two, and had many thrills and a few spills flying the Alaska bush. But none of those events created the anxiety and uncertainty I felt when saying goodbye to Rob. About the only thing which approximated that combination of exhilaration and fright was my first solo airplane patrol in the Wrangell Mountains. Lots of territory to cover, lots of fun and discovery ahead, about a million different ways I could mess things up and make life difficult for myself and many others.

The first order of business - get a handle on urban growth. Urban, suburban, rural, remote, village, hamlet, town, city, metropolis; we've all seen and used these terms a number of times. We all know what we mean when we use or hear these terms. That is, we know what they mean to *us*, but the water gets deep quick when we start interchanging these terms with community self-images and values.

Urban is an interesting term. Most of us think about urban areas in terms of the number of people who live in them. After all, urban areas are places where a lot of folks

live, right? It's interesting to note that the Bureau of the Census uses a benchmark population of only 2,500 to define an urban area. By comparison, Denmark uses a population of 200 (that's right, two hundred) as the population needed to constitute an urban area. Korea uses a figure of 40,000 people. Curious. Using the census definition, I wonder just how many park areas are more than a few miles from an urban center.

Many sociologists define an urban lifestyle as one characterized by individual freedom, contact with a diverse set of people, and a breakdown of traditional social bonds. Equally curious. By this definition I guess most long-distance truckers and park rangers live urban lifestyles.

A political definition of an urban area is usually keyed to incorporation to raise funds needed to provide infrastructure, while economists base their definition on centers of trade and commerce.

I like my old sourdough friend Severt "Jake" Jacobsen's definition best. Jake moved to Alaska in 1929. When I met him, he was already in his seventies and still spent winters trapping and summers sniping gold dust out of May Creek. We never talked about urban areas. But over the years I noticed that whenever more than eight people started waiting for the weekly mail plane or more than two other cabins within a few miles of his had smoke coming from their chimneys, he moved away for awhile.

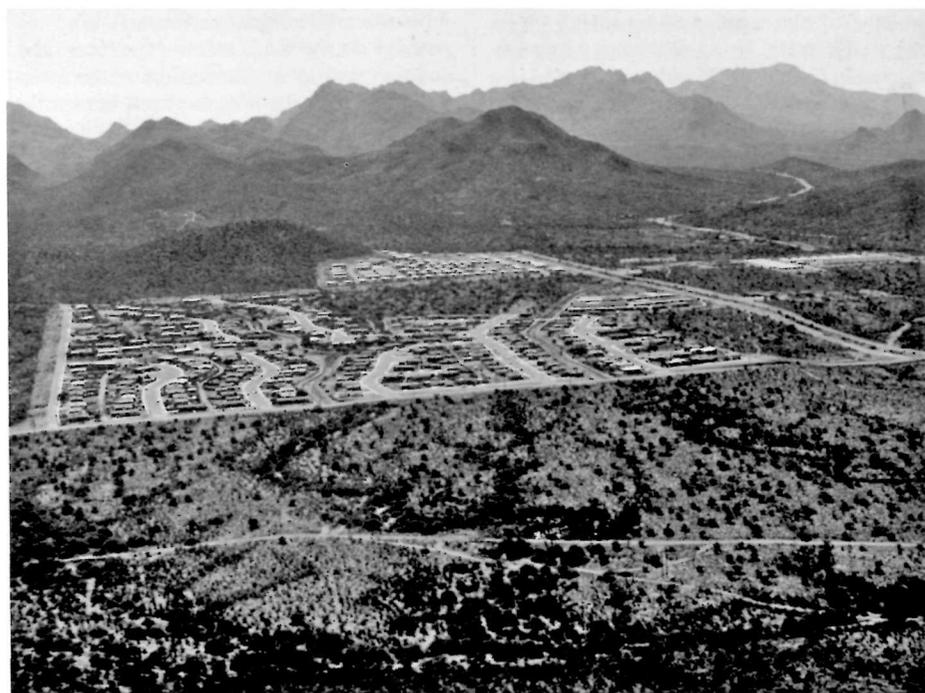
Growth is even more difficult to get a handle on. Most of us focus on changes in population. In so doing, we assume a relationship between population changes and changes in housing stock, land area, employment and a whole host of other measurable criteria.

Consider Scottsdale, Arizona, between 1970 and 1980. During that time, population increased 30%, while total housing units increased 70% and average household size decreased 24%. How much did Scottsdale grow?

Many planners and demographers find it instructive to compare changes in population with changes in land area when evaluating community growth. It helps them figure out if a community is distributing its growth through annexation (the quick fix for most western states) or through "infill", a process which reminds me of my Mom telling me to finish what I had on my plate before I took another roll from the table. Here's the way it works.

Between 1980 and 1985, the population of Tempe, Arizona, increased 25%, while its land area only increased 2%. Phoenix experienced a 12% increase in population and a 19% increase in land mass during the same period. At the same time, the land rush was on in Tucson, where the population only grew by 7% while the city fathers' annexation freight train inflated total acreage by 26%. Curious.

Tempe is wedged between Phoenix and Scottsdale. If more people were going to live there, the city could either fill in and grow up



Suburban development encroaching on the flanks of the park's Tucson Mountains. NPS photo.

or go to war with its neighbors. Since the National Guard Armory is in Phoenix, Tempe was geopolitically inclined to pursue creative growth management planning. Meanwhile, Phoenix headed west towards Los Angeles.

Tucson had lots of directions to move its boundaries, so it did. It pushed east and west to the very boundaries of Saguaro National Monument, north to the Catalina foothill boundary of the Coronado National Forest and south to the Tohono o'Odham Indian Nation.

Growth is a combination of many changes, the most notable of which are population, land area, employment and housing units. Growth analysis includes a variety of additional considerations. Many of these considerations have a direct bearing on the ability of a community to manage its growth, the quality of life and the surrounding environment, and the management of adjacent protected natural areas. For example, the population of Tucson statistically "rolls over" every 7.5 years. This creates major challenges when planning and executing an interpretive outreach program.

About ten years ago, a major effort was made to provide the community with information about the fire management programs on the surrounding Coronado National Forest and Saguaro National Monument. The program was successful and community concern over smoke rising from nearby mountain landmarks was virtually nonexistent. Folks understood and supported this natural process.

In 1989 the Chiva Fire burned 9,500 acres in the Saguaro's Rincon Mountain District. The smoke was clearly visible from downtown Tucson. This time the public became alarmed, because a whole new population lived in the city. Similar stories surround trail, transportation and water conservation planning efforts.

Employment base is another important factor. Southern Arizona is well known for its attractiveness to tourists and retired persons. This helps account for continuing high annual increases in visitation, with the majority of visitors to Saguaro National Monument being over 55 years old. However, tourism and retirement communities are dominated by a service-oriented employment base. If a community depends exclusively upon a service-oriented employment base, it will rapidly lose its middle class, its tax base and its ability to deal constructively with growth management. I've been told that a drive through the back streets of Naples, Florida, provides a clearer insight into this sort of problem.

Many community planners are beginning to realize that successful growth management is keyed to four fundamental growth management issues. These are transportation, the social and natural environment, infrastructure, and economic vitality and stability. A planning approach which addresses only one or two of these factors rarely achieves its

objectives. Any strategy to protect the cultural and natural resources of protected areas facing adjacent urban growth which is not cognizant of, and responsive to, these other factors will ultimately fail.

There is a socio-economic ecology which is as complex, exciting and important as the natural ecological systems we seek to understand and interpret. Several important trends in this "ecology" directly impact upon approaches to growth management:

- Federal funds have dried up. When General Eisenhower first drove the autobahn and saw what a wonderful way it was to move tanks around, he said, "I want one of those." The interstate highway system soon started growing like gangbusters. A basic premise taken in its design was that people would live in the suburbs and commute to the city each day for work. Well, it's not exactly working out that way any more. A whole lot of folks commute from one suburb to another on a transportation system which wasn't designed to handle these dynamics. Federal funds have not been available to assist communities in dealing with the consequent snarling commuter tie-ups – and probably won't be.

- Local governments can't meet the fiscal demands of growth. They're "tapped out". How is a community which is struggling to find the funds to take care of its homeless going to finance a major planning effort, infrastructure development, or open space acquisition program?

- Local governments are placing increased reliance upon costs borne by developers. This is convenient and quick, but it can create an "unholy alliance", and, since such costs are typically passed directly on to the consumer, may be at odds with any hopes of providing affordable housing.

- Tremendous shifts in the location and composition of our population are taking place nationally. We're aging and many of us are moving to California, Florida and Texas.

- There is increased citizen concern about the quality of life and the environment in their communities. In the City of Tucson alone, there are over 40 registered neighborhood groups or associations, and the prediction that growth management will be one of the next major evolutions of the environmental movement has a great deal of plausibility.

- There are increasing shortages of basic infrastructure commodities. Water, sewage disposal, landfills, traffic lanes, undeveloped land. We're wearing out and running out of our easy options.

- Growth issues are increasingly regionalized. Several parts of the country have recognized that traditional local government approaches cannot adequately address the magnitude, complexity or rapidly changing dynamics of the problems faced. When traditional local approaches are used in a highly charged growth area, communities which control and manage growth are overrun by their neighbors while those that want growth in their communities generally don't get it.

In the United States, growth management has traditionally been a local government concern. Municipal and most county jurisdictions have some form of a planning department (in Pima County it's called the Department of Planning and *Development Services*, but what's in a name?).

Most of us are familiar with the difficulties many state game and fish departments have had developing non-game management programs. Since large portions of their operating revenues come from hunting, fishing and trapping licenses and tags, there's an understandable tendency to lick the hand that feeds. Take note that many planning and zoning departments are directly supported by development and rezoning application and processing fees.

Typically, a group of solid citizens is appointed by elected officials to form a planning and zoning commission. They hold meetings, discussions and hearings on development and rezoning proposals, zoning variance requests, zoning ordinances and a sea bag full of different kinds of plans – area plans, neighborhood plans, specific plans, comprehensive plans, open space plans, transportation plans, and on and on and on.

They vote on these matters after due deliberation, but their actions usually carry little force as they generally must be approved (and are just as generally reversed or modified) by the elected city council, county board or whatever title they carry. I've come to think of these commissions as the early warning system and whipping post of the elected officials. I've yet to attend a P&Z hearing on a controversial item when there weren't at least a half dozen administrative assistants for city council people and county supervisors in the audience furiously taking notes (we usually go out for a beer or two afterwards and compare our notes). And the passage of the P&Z recommendation on a controversial issue unmodified by the council or board is about as rare as a dew in the desert.

The plans are generally thick, beautiful things with some very nice maps. They're typically the product of the concerned labors of professional planners, citizen committees, advisory staffs and individuals. They lay out broad policies and visions of community design. They're important from the standpoint of a nearby park superintendent in that the wrong policies will quickly lay the foundation for development pressures that will result in lost resources.

But it's usually pretty easy to get the zoning you want, or at least a variance from the existing zoning, no matter what the plan says, if your "juice" is right with the elected officials. By comparison, the plans don't mean a thing – it's the "hard" zoning that counts. The hard zoning, usually described in acronyms like SR, CR1, IR, CIP and requiring a codebook to translate and a whole lot of time walking around in them to understand what they really mean in terms of envi-

ronmental impact, is money in the bank. It determines whether speculative land investment is a paying enterprise and whether the bank will lend you the money to start building your next tract. Banks loan money on the basis of how many units you can build per acre. The hard zoning determines that.

Did you know there are now companies which specialize in coming up with good names for subdivisions and their streets? There's one developer who hires a folklorist for every project. His job is to find the proper local individuals and institutions to enshrine so the whole pill will go down a bit easier with the neighbors.

That's been the traditional approach – and it ain't working. The traditional approach has resulted in an amazing number and display of zoning variances, spot zonings which spread like the measles, and a uniquely American community design called "strip commercial." Local governments have had extreme difficulty responding to tremendous-



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ly rapid growth, finding the courage and will to engage in inter-jurisdictional comprehensive planning, and dealing with the regionalization of growth issues. When they do react affirmatively, it's usually in the form of single-issue zoning ordinances which determine how close construction can occur next to a property line, constrain building on steep hillsides, and specify whether you can landscape with pollen-bearing plants and noxious weeds.

The response of the public to the conditions we're all inheriting has not been particularly swift or precise. Public responses rarely are, but they *have* been powerful. They're always powerful in this country. And the referendums and petition initiatives passed throughout many regions of the country have begun to oil the wheels of change.

Parks facing the challenges and nightmares of adjacent land use and development problems must craft individualized responses to unique local situations. I've purposely avoided discussing how we've crafted responses at Saguaro. It's been my experience that any ranger worth his or her salt can develop a workable strategy for just about any situation once he or she knows the lay of the land. It's been my objective to use this article to introduce folks to the lay of the land in the planning and development arena.

I have learned a few things, however, which may help.

First, the advice Rick Smith gave a younger park ranger nearly fifteen years ago still works. "You can never take your job too seriously, but it's far too easy to take yourself too seriously," he said. If you do this work for your own ego gratification, you will lose and, more importantly, the National Park Service will lose.

Second, as difficult as it may be for us to understand how developers work, it's even more difficult for them to understand how we work. Remember that they start by thinking that we're part of the Forest Service. Correct the factual misunderstandings, but retain the NPS mystique. It can be an important ally and tool.

Third, reflect upon the advice of Mark Twain, who observed that, "What is a joke in Chicago is frequently regarded as a riddle in Paris." Search for common interests and common values. After figuring out where you share desires and concerns, it is much easier to beaver away at disagreements.

Fourth, never draw a line in the sand, wave a flag or make a promise which you are not prepared to completely defend or back up. Hollow threats or promises to developers don't work any better than they do with poachers.

Finally, remember that the "good guys" and the "bad guys" are difficult to identify. There are very few truly bad people and, except for you, there aren't many purely good people either.

All of this leads to a concluding story which encapsulates my experiences at Saguaro.

So there I was, standing before the assembled masses of "suits" and "bierkenstocks" of the Pima Association of Governments for the first time. I didn't have a clue as to who the pro-growthers were and who represented the NIMBY's (Not In My Back Yard) – and I really needed to know!

"It occurs to me that developers are an awful lot like wolves." I observed.

Frowns and smiles began to form as the audience sorted itself out.

"They tend to prey upon the financially exposed," I said. "They are impressively effective when they run in packs. They are terribly dangerous when cornered."

Beams of glee and ferocious scowls distinguished the self-proclaimed ideologically pure from the sullied.

"But it also occurs to me that we did a pretty effective job with the Sonoran gray wolf in this region," I continued. "We used steel-jawed leg-hold traps and cyanide bait. We offered bounties and endorsed aerial hunting. By the late 1940's we had totally eliminated the gray wolf from southern Arizona."

Looks of confusion began to wash across the group.

"Only recently have we come to understand the subtle yet important role these natural wolves played in the ecology of the Sonoran desert," I concluded. "I haven't been back in Tucson very long, but it looks to me like some folks are trying to do the same thing with these developer wolves. If they are successful we may find out that there will be an equally profound impact upon our socio-economic ecology."

The sight of scowls double clutching themselves into smiles and vice versa is painful to watch. And that's not foolin'.

Applying Park Protection Tools: Two Examples

Maureen Finnerty
Olympic

Olympic National Park has been immersed for years in two highly complex and controversial resource issues – restoration of the Elwha watershed and removal of exotic mountain goats. In each case, a variety of park protection strategies have been employed to reach the park's objective of ecosystem restoration.

Construction of the Glines Canyon and Elwha dams preceded establishment of the park in 1938. The Glines Canyon dam is located within the park; the Elwha dam is outside our boundaries. Neither dam was built with upstream or downstream fish passage facilities. The Federal Energy Regulatory Commission (FERC) license for the Glines dam expired in 1976; the Elwha dam has never been licensed. From 1976 to the present, FERC has issued annual licenses to the two dams while a laborious relicensing process was initiated and ground forward.

Numerous parties at all levels have vested interests in the outcome of the relicensing procedure. The company that owns the dams, James River II, would like them relicensed. The Daishowa paper mill in Port Angeles, which receives one third of its power from the projects and is the sole recipient of this power, is obviously concerned about retaining cheap power. The Department of the Interior (NPS, USFWS, and BIA) has taken the position that FERC has no authority to relicense a dam in a national park, and that full restoration of the Elwha watershed can occur only with dams removed. The Elwha tribe, whose reservation sits at the mouth of the river, has stated that their treaty rights to the fish have been violated for the 75 years that have passed since the construction of the Elwha dam. The Elwha project also inundates tribal ancestral sites. The National Marine Fisheries Service (NMFS) within the Department of Commerce strongly supports dam removal and fish restoration. The City of Port Angeles is concerned that dam removal will adversely affect their water supply from the Elwha River. The hydropower industry is nervous about the precedent that would be established if the dams are ultimately removed. And, of course, numerous conservation groups have joined the call for dam removal and ecosystem restoration.

What park protection strategies have been employed by the National Park Service to resolve this complex problem, and will they ensure that it is resolved to the Service's satisfaction? The NPS has, of course, relied on its own laws, regulations and policies, but it has also joined forces with other Interior bureaus (FWS and BIA) and Federal agencies (NMFS) in support of their legal authorities.



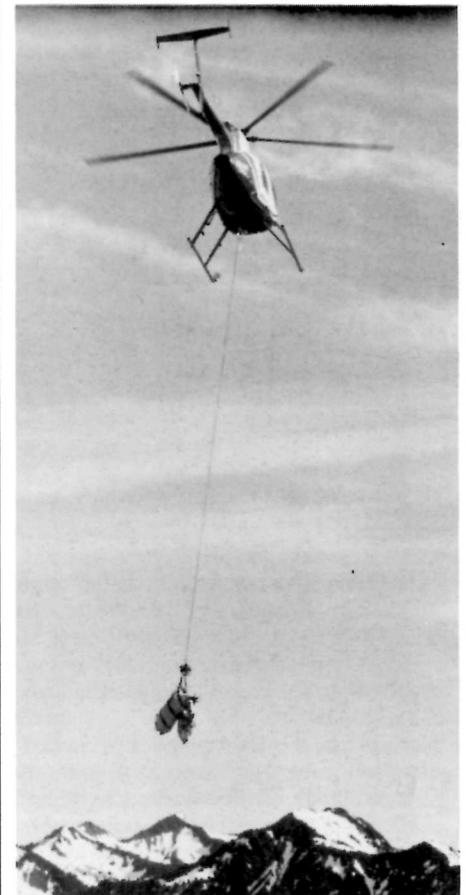
Removing live captured mountain goat from specially designed carrying sling (above) prior to relocation. Transporting goat to the staging area (below). Top photo by NPS; bottom photo by Richard W. Olson.

The Service has participated fully in the EIS on licensing the projects, providing FERC with volumes of information to support the Department's objective of ecosystem restoration. And the NPS has joined hands with the Elwha tribe in pursuit of their treaty rights.

Other strategies have been employed as well. The NPS, FWS, NMFS, and the Elwha tribe have prepared volumes of research which have been critical to this issue. The park has aggressively conveyed information on a regular basis to the media. Meetings with the regional office, and, when necessary, the Washington office and the Department, have been held. All parties supporting ecosystem restoration meet regularly to track all the components of this complex situation. And, of course, the congressional delegation is briefed continually.

It appears that the Service is employing all park protection strategies at its disposal to achieve its objective. How will it all come out? Time will tell. Legislation is now pending which deals with all the complex components. If passed, it will lay the groundwork for dam removal and ecosystem restoration.

Mountain goats were introduced to the Olympic peninsula in the 1920's, prior to establishment of the park. The small group of a dozen goats initially introduced to the area quickly exploded to an estimated population of 1,200 by the early 1970s. At about this time, the staff at the park became aware of the significant impacts these animals were having on native vegetation, and researchers began focusing on soils and vegetation. The peninsula is an ecological island, and as such, contains certain species of animals and plants which are found only here, and, in some cases, only within the park. This isola-



tion is also the reason that mountain goats, which are native in the Cascades, did not naturally migrate to the peninsula.

Research results showed that the exotic animals have detrimental effects on soil and vegetation. In the early 1980's the park prepared an environmental assessment examining a variety of techniques to remove and control the population, including numerous techniques for live capture and sterilization. In 1987, the park prepared another environmental assessment proposing a three year live capture program. By 1989, the second year of the live capture program, it became more difficult and hazardous to locate and remove goats.

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Park Protection: The Manager's Tools

Jake Hoogland
Environmental Quality, WASO

After a long day of contentious and now forgotten floor debate in the House of Representatives, Congressman Phil Burton is reported to have remarked to a fellow Congressman that parks are great – that, in the long run, many of the actions on the floor of the House don't matter, but that parks are "great because once you've created them, they're forever."

Increasingly, however, park professionals are coming to the realization that, while the creation of the areas may imply perpetual legislative existence, the viability of the park resources on the ground is increasingly threatened by a variety of problems.

The first haven sought in such cases is usually either the specific park enabling legislation or the broader legislation establishing a park system. However, the language of such legislation is often extremely general. In reality what does a phrase such as "preserve for the benefit, use, and inspiration of present and future generations certain majestic mountain scenery, snow fields, glaciers, alpine meadows, and other unique natural features" really mean?

Fortunately, a variety of other legal mandates can be used to defend park resources, ranging from general policy mandates to more resource-specific legislation.

The most far-ranging and fundamental policy statute that can be used both internally and externally as a tool to protect park resources is the National Environmental Policy Act (NEPA). The language of NEPA is reminiscent of the general legislation establishing the National Park Service. Its purpose, as stated in 42 U.S.C. 4330, is:

"To declare a national policy which will encourage productive and enjoyable harmony between man and his environment; to promote efforts which will prevent or eliminate damage to the environmental and biosphere and stimulate the health and welfare of man; to enrich the understanding of the ecological systems and natural resources important to the Nation..."

However general NEPA reads as a statute, it has been "fleshed-out" by implementing regulations and a line of court cases interpreting both its mandates and its execution. The result is a mechanism by which the NPS can effectively plan and analyze its own actions and participate in the actions of other federal agencies.

Combined plans and environmental impact statements provide open opportunities for the NPS to analyze impacts of different alternatives as well as for review of these alternative uses of public resources by the public. Importantly, the public comment and response section of a final environmental im-

pact statement allows the public to comment upon alternatives and their analysis as well as an opportunity for the agency to respond to those comments. The resultant public dialogue assists the NPS in establishing an open record concerning management actions. This also provides an accessible record for future managers attempting to understand why certain management directions were taken.

Just as provisions of NEPA apply to NPS actions, its provisions also require other federal agencies to analyze impacts of their activities. Through participation by the NPS in the development of environmental documents, park managers can play key roles in assisting in the definition of alternatives and in developing the methods used in determining impacts. This participation, however, is most effectively made at the earliest stages of project development and must continue throughout the development of the environmental document and its alternatives.

In the past there has been a tendency on the part of some park managers to engage in "grenade lobbing" or intentionally withholding of participation in environmental processes until formal comments are requested from the public on a draft document. Because of the institutional investment in the development of an agency's preferred alternative, this often is too late. The most effective time for participation is early in the process when alternatives can be shaped to provide for resource protection.

While NEPA applies to federal actions, several states have enacted "little NEPA" laws requiring much the same public participation, alternatives development and analysis as the federal statute. As a result, local land use zoning and planning changes in some states, are subject to state NEPA laws, providing an additional opportunity for resource managers to participate in decisions that may have an impact on park resources.

At the local level, there are a variety of opportunities for park managers to become involved in planning and zoning actions that may have an effect on park resources. With increasing urbanization of areas that were once considered isolated and therefore invulnerable to potential impacts from development, there is an increasing need for park managers to become familiar with these processes. The ability for park managers to become active and involved in these actions has been recognized formally in the management policies of the NPS.

Indeed, the policies place an affirmative duty on park superintendents to be aware of the uses planned for adjacent lands: "They will seek to encourage compatible adjacent uses and to mitigate potential adverse effects on park values by actively participating in planning and regulatory processes of neighboring jurisdictions."

While participation within the general context of planning at the local level is important, it is equally important for NPS managers to become involved with other adjacent

federal land managers in their planning processes. Both the National Forest Management Act (NFMA) and the Federal Land Policy and Management Act (FLPMA) provide opportunities to influence land use decisions for the benefit of park resources in, respectively, the Forest Service and the Bureau of Land Management planning processes. Indeed, some have suggested that a positive duty exists on BLM managers to consider their impacts on NPS resources.

Other, resource specific statutes, such as the Clean Air Act and the Endangered Species Act, also provide procedures that can be used to protect park resources. These acts both place affirmative duties on land managers. Under the Clean Air Act, the federal land manager has an affirmative duty to protect Class I air quality areas. Through the permitting process, potential new sources of pollution can be analyzed and their impacts to air quality-related values assessed. Under the Endangered Species Act, habitat impacts for such species can be regulated and transboundary resources preserved.

Legislative Actions *continued from page 5*

White House approval); a 1,200-acre expansion of Golden Gate National Recreation Area (awaits House-Senate conference); a bill to protect Yellowstone from geothermal drilling (passed House, awaits Senate action).

For information on these or other legislative issues, do not hesitate to contact me at: NPCA, 1776 Massachusetts Ave., N.W., Washington, D.C. 20036 (202/223-6722).

While other techniques (salt licks, foot snares, drop nets) worked initially, the park was increasingly forced to rely on hazardous helicopter operations to have any success at removal. These hazardous removal techniques contributed to increasing goat mortality – from 10% in 1988 to 19% in 1989. In 1990, the Office of Aircraft Services issued a directive prohibiting the types of helicopter maneuvers required to remove goats from the Olympic mountains, and the live capture program was shut down.

What options remained for the park? What park protection strategies had been employed, and which will continue to be employed to achieve the goal of restoration of native plants?

When the live capture program ended, several decisions were made. The first was to conduct another census to determine how many goats remained. That was completed in 1990, and the new count indicated approximately 400 goats remaining on the peninsula. The soil and vegetation research was completed and prepared for peer review and publication. And a decision was made to prepare

a full EIS assessing the remaining options.

Until this point, the National Park Service had been independently managing this issue, although goats also inhabited Olympic National Forest, which surrounds the park on three sides. Contact was made with the US Forest Service and the Washington Department of Wildlife (which manages wildlife on the forest) to assess their interest in jointly preparing a goat management plan for the entire peninsula. They agreed to a cooperative effort.

As with the issue of the Elwha dams, there has been much interest in mountain goat management on the peninsula. Conservation and animal rights groups have been particularly active, and media interest has been extremely high, to say the least. Briefings have routinely been conducted with the regional office and the congressional delegation.

Scoping meetings on the EIS have been held. The draft EIS is due out in the fall, with a final decision to be made next winter. It is likely that the preferred alternative for the NPS will be different from those for other agencies.

These two issues have taught us a great deal about the best approaches to take to maximize the probability of successfully resolving resource protection problems:

- Establish the broadest possible coalition with like-minded groups at all levels – federal, state, local communities, other interested groups. Get them involved early in the game. Coordinate efforts to reduce duplication of effort and assure that all players are working toward the same ends.
- Communicate with members of the coalition on a regular basis. Consider setting up a formal structure for communications, as we did; when issues are complex and many people are involved, its easy for things to fall through the cracks unless you pay close attention to keeping people informed.
- Get *your* facts and information out to the media before other groups put out *their* version of the story. By doing so, you avoid putting yourself in the situation of having to react to other peoples' statements and positions. If possible, designate one person as a full-time media contact and information coordinator.
- Get solicitors and attorneys involved as early as possible and get them in touch with each other. By doing so, you strengthen your team and help maximize the number of legal tools available to you at the outset.
- Become aware of the mandates of other federal and state agencies. Do so early so disagreements based on misunderstandings don't arise and become problems. Find common ground.



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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*, 640 North Harrison Street, Arlington, VA 22205. If you are moving and also changing your address, please include past and present addresses. These will be forwarded to the business manager, who maintains the list of current addresses.

Family Notes

Susan A. Bloomfield has been selected for the Service's natural resource management trainee program. She leaves her position as outdoor recreation planner in WASO for Great Falls Parks, George Washington Memorial Parkway. Her address in Falls Church, Virginia, will remain the same.

Gary Bremen (MACA, BISC, INDU) has left his seasonal interpretive position at Indiana Dunes to take a permanent position in interpretation at Roger Williams in Providence, RI. Gary can be reached at 420 Woodward Road, Apartment 14, North Providence, RI 02904. His phone number is 401/354-8368.

Jim Capra (BLCA '87-'89, INDE '89-'92) and his wife, **Rhonda R. Coston** (BLCA '88-'89), left Philadelphia in January for Dogpatch, Arkansas. Jim is now the GS-7 subdistrict ranger for the Erbie Subdistrict at Buffalo. Rhonda will be looking for seasonal and eventually permanent work with the NPS or the Forest Service in their area. Their address is HCR 73, Box 222, Dogpatch, AR 72648.

Dennis L. Carruth (SACN, CATO, CACA) writes that he is "giving up the warmth and sun of the Chihuahuan Desert (rescue management specialist at Carlsbad Caverns) and is moving to the balmy coastal megalopolis of Nome (chief ranger, Bering Land Bridge)." He adds that "condolences can be sent to the preserve" at P.O. Box 220, Nome, AK 99672.

Jerry Case (NOCA '81-'82, GLBA '87-'91, ISRO '87-'91) recently transferred from Isle Royale, where he was the district ranger in the East District, to Kaloko-Honokohau, where he's the chief ranger. Since he doesn't have a home yet, you can reach Jerry (and Shawn Wistrom) at his work address: Kaloko-Honokohau NHP, 73-4786 Kanalani Street #14, Kailua-Kona, HI 96740, or call him at 808/329-6881.

Dean and Sharon Clark (GRCA '86-'87, LAVO '87-'91, CHIR '91-present) are now in southeast Arizona. Dean left his position as fire management officer at Lassen to become the chief ranger at Chiricahua. Sharon, who was the secretary to the superintendent at Lassen, is now a park ranger (resource management), also at Chiricahua. Their address is: Dos Cabezas Route, Box 6500, Willcox, AZ 85643.

Skip Cole (CANY '77-'83, ALPO '83-'89, SAIR '89-'91) has transferred from Saugus Ironworks, where he was superintendent, to the Sandy Hook Unit of Gateway, where he holds the same position. Skip and his family can be reached at P.O. Box 504, Sandy Hook, NJ 07732-0504.

Kathryn L. Clark (ROMO '75-'79, GOGA '80-'92) has left Golden Gate, where she was the records/communications supervisor for the Park Police, and has transferred to Western Regional Office as a GS-7/9/11/12 NIBRS coordinator.

Donovan Dollar (MORU '76-'77, GRSA '77-'81, GRSM '81-'88) has transferred from California City, California, where he was the resident GS-9 ranger for BLM, to Burns, Oregon, where he's now a GS-11 district ranger for BLM.

Alexander Guier has transferred from his GS-5 position at the Statue of Liberty/Ellis Island to Hopewell Furnace, where he holds a position at the same grade.

Rebecca Harriett (CALO, KLGO, KLSE, GWCA) and **Rob Lamar** (GRSM, CALO, INDE, WICR) have moved from the Midwest to West Virginia. Rebecca is the supervisory park ranger at Friendship Hill. Rob "retired" from the NPS to become a part-time graduate student at West Virginia University and full-time dad to their 15-month-old son, Thad. They can be reached at 1228 Downwood Manor, Morgantown, WV 26505 (304/594-1001).

Reed and Marlene McCluskey (SAMO '80-'81, CHIS '81-'86, GRCA '86-'91) and family left Grand Canyon awhile back and moved to Albuquerque. Reed, who was the GS-9 subdistrict ranger at Desert View, is now the GS-11 chief ranger at Petroglyph. Marlene "is enjoying the fruits of 'big city' living (at least those that are affordable), and the kids are finally in school." They can be reached at home at 7405 Santa Fe Trail, NW, Albuquerque, NM 87120 (505/899-0940).

Sean and Dorothy (Bensusan) McGuinness have moved. Sean has gone from Carter Lake, where he was a GS-7 ranger, to Wrangell-St. Elias, where he is the GS-9/11 district ranger for the Nabesna District. Dorothy has transferred from her position as GS-11 district ranger for BLM's Lakeview District, to Wrangell-St. Elias, where she's the GS-11 district ranger for the Glenallen District. They can be reached at P.O. Box 256, Glenallen, AK 99588.

Bob Mackreth (CACO '83-'85, FIIS '85-'88, HAFE '88-'92) and **Susan Mackreth** (HAFE '89-'90, ANTI '90-'92) are moving to Apostle Islands, where Bob will take the job of West District Ranger.

Robert Piontek has moved from Buffalo National River, where he was a GS-7 subdistrict ranger, to Glen Canyon, where he is the GS-9 subdistrict ranger at Lee's Ferry.

Bob and Karen's new address is P.O. Box 102, Marble Canyon, AZ 86036.

Ed Rizotto, who was the management assistant and acting superintendent for Gateway's Staten Island Unit, is now that site's superintendent.

John Sacklin and **Mary Hektner** have transferred from Redwood to Yellowstone, where they have taken positions, respectively, as supervisory outdoor recreation planner and management biologist. Their address is P.O. Box 548, Mammoth, Yellowstone National Park, WY 82190-0548.

Hunter and Devi Sharp (BIBE, OLYM, EVER) have moved from Everglades to Yosemite. Hunter, who was the district ranger in Everglades' Flamingo District, is now the district ranger for the Mather District in Yosemite. Devi was the IPM and exotic plant control coordinator in Everglades and is now a wildlife biologist with the Stanislaus National Forest. Their new address is Hodgden Meadow Ranger Station, Groveland, CA 95321.

Charlie Strickfaden, who was a GS-5 ranger in resources management and visitor protection at Fort Necessity, is now a GS-7 ranger in the same fields in the Ocean District at Golden Gate.

Brian Suderman (APIS '85-'86, ORPI '90-'92) has taken a position as new GS-7 supervisory ranger in interpretation at Glacier Bay. Prior to his transfer, he was a GS-5 interpretive ranger at Organ Pipe, where his wife, **Jo**, was a seasonal fee collection ranger. They and their son, Aaron, can be reached at Box 171, Gustavus, AK 99826.

Cat Syrbe (PEFO, MIMA), formerly a GS-5 seasonal at Yellowstone, has taken a position as a permanent GS-5 ranger in visitor protection at Boston. Her new address: Building 109, Boston NHP, Charlestown Navy Yard, Boston, MA 02149.

Faye Walmsley (CHAM '85-'86, MORU '86-'92) has transferred from Mount Rushmore, where she was a GS-5 park ranger in interpretation, to Mammoth Cave, where she is now a GS-7 supervisory park ranger in interpretation. Since she is still "looking for a perfect home", she can be reached at her work address: Mammoth Cave National Park, Mammoth Cave, KY 42259.

Missing Members

If you know the correct address or whereabouts of these folks, please advise Debbie Gorman. The addresses below are the last ones on record.

Sue Pridemore	Scranton, PA
Jeff Collins	Lowell, MA
Brad Cella	Anchorage, AK
Theo Wilhelm	Fresno, CA
Mikel Hager	Baton Rouge, LA
Scott Carrigan	Yosemite Lodge, CA
Rick & Beth Martin	Sulphur, OK

Continued on page 28

Looking Back**The History of NPS Awards for Heroism**

Butch Farabee
Padres Island

[Editor's note: This is the second in a series of articles on valor awards. The first appeared in the summer, 1991, issue of RANGER.]

Despite ranger Charlie Browne's Departmental award for heroism, his appointment as a permanent ranger by President Hoover, and several subsequent references to a "roll of honor for special citations" by the Directorate, nothing further happened to formally establish valor awards until the search for Delmar Fadden on Mount Rainier in 1936 – an event which also initiated organized mountain rescue in this country.

The 23-year-old Fadden, an Eagle Scout and an accomplished outdoorsman and climber, wanted to be the first – ever – up Rainier in January. This would be his third try for the summit. On the night of January 13th, Fadden, loaded down with food and winter equipment, deliberately skied around the White River entrance to avoid detection and headed up the peak. When he was finally reported overdue, one of the most publicized mountain searches in this country's history was set in motion – and Bill Butler, one of the most heralded men in search and rescue, began a long and very distinguished career with the National Park Service.

For 14 days, over 15 volunteers and rangers, including Butler, endured awesome hardships on the frozen 14,410-foot peak:

"A bitter cold wind full of snow was blowing... Exposure along the wind swept ridge started hands and feet freezing and was very discouraging... Progress was slow searching our way over the heavily crevassed and broken surface of the glacier... We were caught by dark and fog on... the glacier. Headlights were useless and we cautiously found our way..."

On the ninth day, the solidly frozen Fadden was spotted from the air, sprawled near the top. A recovery party of five, including Butler and chief ranger John Davis, was formed and in less than ten hours climbed over 8,000 feet. Reaching the once spirited young man in "temperatures estimated from thirty to forty-below zero", they lashed him into a canvas tarp and started down:

"...we were standing on a terrifi- cally steep slope... my feet went out from under me and I (Davis) started down the mountain... I got to the end of the rope that Bill was tied to and of course yanked Bill off his feet, and Bill and I and the cadaver went free- wheeling down the mountainside with

very little chance to stop... But appar- ently through the grace of God – and I can't think of any other reason – the three of us did stop in a patch of corn snow..."

For their nationally-publicized efforts, the Delmar Fadden rescue team received a reso- lution from the Seattle Chamber of Com- merce which commended them "...for the high quality of character displayed by all of the rescuing party..." For his labors, William Butler was appointed a permanent park ranger by President Franklin Roosevelt. Along with fellow Mt. Rainier ranger Charlie Browne, he thus became the second – and last – ranger to ever receive this kind of pres- idential commission.

The first "routine" honors of any kind by the Department of Interior were bestowed on November 19, 1943, but it wasn't until April 28, 1948 that the DOI presented the first Dis- tinguished Service Award (DSA) – its high- est commendation – at the first honors con- vocation. Until 1955, the DSA and the Meri- torious Service Award would be the only two honors recognizing DOI valor. Bill Butler would receive the first NPS DSA, although not until October 4, 1948, for his efforts on another, even more famous search...

Six Marine Corps C-46 transports took off from San Diego for Seattle on December 10, 1946. As they crossed into Washington, they hit a storm front so severe – high winds at all elevations, heavy snow, and extreme icing conditions – that four of the large twin-en- gine planes were forced back to Portland.

The fifth limped into Seattle, but the remain- ing plane with 32 young Marines aboard dis- appeared. Officials, after calculating air speeds, factoring in ground reports, and al- lowing for reasonable discrepancies in the pilot's plotted course, grimly determined the plane could have struck Mt. Rainier without ever having seen it.

A ground and aerial search was launched, but was hampered by the storm for the next three days. Five feet of snow fell at levels correlating with the plane's estimated alti- tude. For at least a month, an intense search was conducted, but nothing was found.

By July, eight months after the 32 men disappeared, the peak's lower slopes and wa- tersheds had been thoroughly scoured. Early on the 21st, assistant chief ranger Butler drove his own car to Tahoma Creek camp- ground and started climbing upwards once again. Just as he had for months, both on government and his own time, he methodi- cally studied the whiteness with field glasses.

He labored to 9,500 feet, then again lifted his binoculars and began scanning South Tahoma Glacier. This time, however, shapes didn't fit, and colors seemed out of place. Moving to another vantage point, he could now make out chunks of twisted metal just beginning to work free of the melting ice.

The plane was scattered over 400 yards of mountain side, with much of last winter's snows still covering it. A serviceman's health record and uniform were found; insu- lation and tangled lengths of wire lay about. For days, the small team of rangers, moun-



Grant Pearson, Superintendent of Mt. McKinley (now Denali), receives U.S. Army Medal of Freedom.

tain guides and Army mountain troops dropped into crevasses and climbed frozen walls looking for the young men entombed below.

The searchers dodged a continual barrage from above – some chunks of rock and ice were described as being as big as rooms. Seasonal ranger K. Molenaar recalls “snuggling into the wreckage with the bodies to avoid the almost constant rock falls.” It was decided that it was too risky to evacuate the bodies that were entwined in the wreckage. The first of a now annual memorial service was held on August 24th, and a plaque commemorating the tragedy was placed on Round Pass.

For his persistent and untiring energies in this mission, Butler received the Navy’s highest civilian award, the Distinguished Public Service Certificate; the DOI’s Distinguished Service Award, the first such honor for an NPS employee; a pay increase of \$2.41 per week; and a \$5,000 check from grateful families. The check was returned to them unendorsed.

Butler, recognized as a “living legend” at Mt. Rainier, reaped award after award over his long career as a park ranger. Labeled as “Mr. Rescue” by the national press, none of his honors over the years was more unusual, however, than being the surprised subject of Ralph Edward’s TV show, *This Is Your Life*, on November 13, 1960.

Although Butler has always been a true symbol of what is best about National Park Service rescue, there were many others as well...

One of the most unusual, extensive – and needless – exploits in NPS rescue archives concerned another military plane wreck. On September 18, 1944, 19 soldiers aboard an Army C-47 were on a routine, two-hour flight from Anchorage to Fairbanks. When it crashed near the top of a remote peak 16 miles east of Mt. McKinley, the plane’s wings ripped off and the fuselage was torn into thirds as it tumbled 1,600 feet down a steep ice-wall.

It took three days before a reflected glint from the wreckage was seen by the discouraged searchers. It lay wildly scattered over the unmapped slopes of 12,000-foot high Mt. Deception. Over and over again, tired aircrews skimmed the ice and snow below, desperately seeking any signs of life. Nothing.

An Army general insisted that a recovery be launched, however – despite the lack of survivors, the logistical nightmare of moving 44 men for weeks over two dozen miles of broken glaciers, and, most importantly, the deadly perils of a rapidly approaching winter.

Brad Washburn, recognized as the world’s foremost authority on Mt. McKinley and also a member of that “C-47 Crash Expedition” (as the newspapers would call it), would later have this to say: “There is little doubt that a good dog team and three competent climbers sent out immediately after the accident could

have discovered twice as much in ten days as this behemoth of a party was to accomplish in five weeks and at incredible expense.”

Superintendent Grant Pearson, a successful early climber of McKinley, became technical advisor. He was told “...if you do not care to lead this detail as a civilian, we are quite prepared to see to it that you are immediately drafted into the armed forces and given the assignment as a direct order from your superiors.”

The Army provided trucks full of tents, stoves, food, ropes, ice axes and other climbing equipment. They had “portable” radios weighing 26 pounds, one caterpillar bulldozer, two personnel carriers and two 3,000-pound, over-snow jeeps. A sister plane to the one they were after would drop them supplies.

Although 44 men spent 43 days bridging wicked crevasse fields, climbing dangerous ice walls, crossing menacing avalanche-prone slopes, suffering sharp cold, short days and suppers of fried Spam, and dodging “showers of fresh fruit and gunny sacks full of rolls”, the “C-47 Crash Expedition” never found even a single body! In January of 1947, however, Pearson received the Army Medal of Freedom – its highest civilian award – for his untiring efforts on this very difficult search mission.

Three years later, a plane wreck on a cloud-shrouded peak in the Grand Tetons again lead to the garnering of much deserved honors...

When the right wing of *The Tribesman II* clipped a boulder 1,000 feet below the top of 12,549-foot high Mt. Moran, it was going 175 mph. Onboard the 76-foot long C-47 were 13 adults and 8 tiny children, two only six months of age.

The New Tribes Mission, a non-sectarian Protestant organization founded in 1943, consisted of 450 missionaries whose guiding principle was “reaching new tribes until we’ve reached the last tribe.” This particular group was en route to Montana for a Thanksgiving religious rally and then on to South America to work.

The previous June, 15 of their fellow missionaries had been killed in Venezuela on *The Tribesman I*. Within two weeks, sympathetic purses opened and \$28,000 was raised to buy another plane. Two WW-II veterans now flew for a different cause.

The plane’s brief, magnesium bomb-like fire roughly pinpointed the crash site. Despite a blizzard forecast for the next day, plunging temperatures and the fact that this mountain had never been climbed in the winter, chief ranger Paul Judge knew a rescue team would have to try to reach the accident.

Paul Petzoldt, co-owner of the local mountain guide service and an internationally recognized climber, was asked to lead the attempt up the rugged peak. With over 300 ascents in the area since 1924, the 43-year-old knew the peak and its moods better than anyone else. With three men from the Air Res-

cue Service to help with a radio-relay camp, Petzoldt and veteran Teton climbing ranger Blake VandeWater started up.

Late on the afternoon of the 23rd, a search plan spotted the wreckage a considerable distance from where it was first thought to be. After having climbed through waist-deep drifts all night, the new location was passed on to Petzoldt. Changing course now due to the confirmed sighting, Petzoldt and VandeWater made a difficult and dangerous traverse, eventually getting to within 300 yards of the wreckage before darkness again forced them to bivouac.

After hammering in pitons the next day in order to scale a particularly icy and treacherous set of cliffs, they reached the plane. As they feared – but suspected – there were no survivors, and they found only part of one charred body. After ninety minutes of notes and photos, they descended.

“Using my experience as a mountaineer as a background,” Petzoldt told the board of inquiry the next day, “I recommend to the National Park Service that any attempt to remove material from the wreckage or even to climb again to the wreckage this winter is taking an unjustifiable risk.”

It was decided that mountain climbing on the northeast ridge of Mount Moran would be prohibited until the board could make an on-site investigation. (It was actually closed for five years.)

Only 17 of the 21 victims were accounted for and the remains were laid to rest in a nearby crack that summer. A simple memorial service was conducted by a cleric who had lost his wife in the New Tribes’ first plane. Even today, a fitting memorial stands at the crash site. Still discernible on the plane’s tail section is the painted New Tribes Mission logo – a jungle native with bow drawn.

On December 2, 1950, Blake VandeWater, Paul Petzoldt and Paul Judge were entered into the *Denver Post*’s “Gallery of Fame”. Ranger VandeWater was given the DOI’s Distinguished Service Award on September 27, 1951. Paul Petzoldt, although “officially” earning \$1.50 per hour as a “laborer-foreman”, was not actually a government employee. He was granted, therefore, the DOI’s highest civilian honor, the Conservation Service Award, the following May.

The Professional Ranger

Resource Management

• "Target Parks" died last fall in the budget cutting process, but it has been resurrected this year. The new proposal promises the same \$10 million for resource management, but spreads it a little thinner. The ten parks that were to have been made "whole" have been joined by Acadia, and by "Great Lakes Group", consisting of Indiana Dunes, Apostle Islands, Pictured Rocks, Sleeping Bear Dunes, and possibly Voyageurs.

• I keep promising in this column a report on the findings of the National Academy of Sciences' Committee on Science in the National Parks. At one time, many of us thought this might be a watershed statement on where science and resource management need to go. Maybe it still will be, but it's a year overdue and hopes are fading along with the promise of its completion.

• Look for an interesting article by Rick Smith on the integration of natural and cultural resources in the spring issue of the *CRM Bulletin*. A Servicewide task force meeting on the same subject was held at Cape Cod in March; there may be an initiative or two coming in this direction. Over the last two years or so, the discussion about the need and sensibility of close ties between our various resource management programs has been increasing. Many if not most areas are already moving slowly in this direction. Nevertheless, the unconverted may benefit from this change in perspective.

• A question to you: Should we talk about RESOURCE management or RESOURCES management in the NPS? Why can't we standardize? Both are in use at all levels of the Service. The singular version implies that the parks are a multi-aspect, all-inclusive resource; the plural version of the word may require us to list all the resources individually upon demand – a difficult task at best and one which the Service may never be interested in pursuing. A few years back, the assistant secretary tried to make us enumerate which of our resources were primary and which were secondary, i.e. less worthy of our time and money. Whenever we get into that corner, we always focus on the big, sexy issues and the less glamorous but no less important ones get lost in the shuffle. It goes back to the dichotomies between managing for species vs. managing for processes, or building projects vs. building programs. Let's have a discussion of these terms.

Bob Krumenaker
Southwest Regional Office

Visitor & Resource Protection

• Bill Supernaugh wrote this column while he was the NPS agency representative and superintendent of the Service's Law Enforcement Employee Development Center (LEEDC) at FLETC. FLETC has long been a "clearing house" for both fact and rumor, so an attempt has been made to keep this section coming from lovely southeast Georgia. I have agreed to take on the project, at least temporarily, so will be making numerous phone calls and would appreciate hearing from anyone with information they would like to see in this column. (Telephone: after 4:30 p.m. and weekends: 912/264-4575; all other times: 912/267-3210 or FTS 230-3210.)

• Semi-Automatic Weapons Update – An additional evaluation of semi-automatic pistols is to be conducted at FLETC by the NPS-detailed firearms instructor Gary Rocklage and a cadre of NPS rangers brought to FLETC for that purpose. Specifications for the bidding process (for a double-action only or safe-action, 40 caliber semi-auto with night sights) have been submitted for publishing and interested manufacturers must respond before the testing can proceed. The money for the purchase of the semi-automatic pistols has been obligated for this fiscal year.

• Budget – The National Park Service Employee Development Centers are operating with FY '92 budgets that are reduced from previous years. This means there will be fewer training slots in the 9PT program filled by NPS basic trainees this fiscal year, and fewer advanced law enforcement training courses offered through the NPS LEEDC at FLETC. This is the first year we have had to reduce the number of training slots. In the 1980's the NPS LEEDC was able to fill all training slots allocated to the National Park Service by FLETC. We are expecting FY '93 to be 'brighter' for the training budget and, with continued support from Operations, it is expected that NPS will be able to fill all allotted 9PT training slots at FLETC and provide needed advanced law enforcement training. (It has been noted with appreciation that Ranger Activities in WASO contributed financially to the land management investigator training program held at FLETC during February and March). Unfortunately, the NPS LEEDC is not immune to the budget cuts that park units, Mather and the Horace Albright Employee Development Centers are subject to as well. (Regional support funds for training will remain at last year's level).

• Victim/Witness Program – NPS protection rangers are required by law (Victim and Witness Protection Act of 1982, P.L. 97-291 and Crime Control Act of 1990, P.L. 101-647) to meet certain responsibilities to victims and witnesses of crime in the federal system. It appears that we are not meeting these mandated requirements in many of our NPS areas due to a lack of knowledge or training, certainly not from a lack of caring or concern

for these persons who need our assistance.

Although victim/witness awareness training has been provided in several in-service training programs (more extensively in the Southeast Region) and all FLETC basic students receive two hours of training to comply with the requirements in P.L. 97-291 and P.L. 101-647, there are still many protection rangers who are not aware of their legal responsibilities. The new victims rights statutes contained in the Crime Control Act of 1990 and Victims of Child Abuse Act of 1990 provide for sanctions against federal law enforcement officers for failure to comply with certain of the mandated responsibilities.

To facilitate our compliance, brochures were prepared by the LEEDC a couple of years ago and sent out to regional offices. Copies of the brochure were sent to all regional law enforcement specialists and training officers again this February. These brochures can be reproduced (printed or photocopied) and given to victims and witnesses of crime in the National Park Service, thus meeting the minimum level of our mandated responsibilities as they are at present. However, we may be faced with additional training and reporting requirements under the Victims of Child Abuse Act of 1990. If we are identified as a "mandated reporter group", we will be required to have training in the identification of abused children and reporting procedures.

Tomie Patrick Lee
FLETC

All In The Family continued from 25

Stacy Skinner	Orr, MN
James Northup	Moose, WY
Marsha Karle	Yellowstone, WY
Kathryn Warner	Sacramento, CA
Craig Iverson	Salt Lake City, UT
Dave Ochsner	Johannesburg, MI
Clare Hydock	Laramie, WY
Kevin Landers	Laramie, WY
William Bailey	San Jose, CA
William Fors	Blacksburg, VA
Chris Merillat	Parker, FL
Julie Hannaford	St. Louis, MO
Paul Stevens	Killdevil Hills, NC
Jack Holmes	W Yellowstone, MT
Christine Langland	W. Yellowstone, MT

In Print

Regreening the National Parks, by Michael Frome. 1992. University of Arizona Press.

I've come to believe that one of the best indicators about how an organization is functioning is the stories told about it and in it. *Regreening the National Parks* is, for the most part, a book of such stories. Assembled from numerous interviews, personal correspondence and research, Michael Frome paints a picture of how the national parks and the National Park Service have developed over time. It's not a pretty one.

His second chapter, entitled "Heavy Clouds of Sleaze," gives an indication of things to come. Frome provides, through stories, a chronicle of events and people who have contributed to the national park idea and on how national parks are managed today. He starts with some of the more well-known Interior Secretaries, then takes on all of the NPS Directors, saving some of his harshest criticism for George Hartzog, thought by many to be one of our more "sacred" Directors. He follows with a discussion of the "perplexity of a Park Superintendent," then relates some of the more well-known stories about individuals in parks who have challenged the status quo. Finally, we take on the concessionaires (where he directs some of his most pointed comments about "sleaze") and even the conservation organizations.

The stories are not recalled and related just for entertainment (though you'll recognize some of your friends in them). There is a point to each of them. Collectively, the point made by Frome is that the ethic of those of us managing parks and working in them has gone appallingly downhill. It is a situation of politics and compromise transcending principle – time after time. For those higher up, Frome says, the "sleaze pressures are too powerful and, for some, too tempting. Sleaze is not even, or not always, a matter of money. It's a source of connections and influence, a part of the process of staying afloat and getting things done".

For rangers, the compromise has been different, according to Frome, but altogether as consequential. Today's ranger, relying heavily on technical equipment and ever-more specialized training (in other than resource-related topics) is not at all like his or her predecessors who *knew*, appreciated and could get around in their resources under all conditions. He characterizes the "typical ranger in the field [as one who] is passing *through* to the next assignment in a year or two, hopefully with promotion and raise."

Frome makes his points well, and there is a great deal to be learned from this book, if one takes the time to really absorb and think about what he is saying. He calls not only for a "regreening of the National Parks," but perhaps more importantly, for a "regreening" of

the blood of those of us who manage and work in them.

Among the many memorable quotes in the book is one by former Interior Secretary Drury, who said: "If we are going to succeed in preserving the greatness of the national parks, they must be held inviolate. They represent the last stands of primitive America. If we are going to whittle away at them we should recognize, at the very beginning, that all such whittlings are cumulative and that the end result will be mediocrity." The questions raised by Frome's book are: How much whittling has already taken place? And is it too late to turn the trend around and climb back out of mediocrity?

Regreening the National Parks helped renew my sense of purpose and repaint my picture of what is right. More of us need to spend more time focusing on these concepts if we're really serious about our jobs.

Bill Wade
Shenandoah

White Silk and Black Tar: A Journal of the Alaska Oil Spill, by Page Spencer. 1990. Bergamont Books, P.O. Box 7413, Minneapolis, MN 55407.

White Silk and Black Tar was published about the time I joined the staff at Kenai Fjords as an outer coast/oil spill ranger for the 1990 season after the *Exxon Valdez* oil spill of 1989. I first read the book as I patrolled the Nuka Bay District on oil documentation forays. The hardest hit areas of the park were in this district, and as I digested the book, I realized that what I was reading and what I was seeing were essentially one-in-the same. Once familiarized with local

place-names and the individual bays and coves, I could read of an area in the book and then go to that area and find the oil, nearly the same in distribution and appearance as it had been when described a year earlier. The accuracy of the images portrayed by narrative description here is impeccable.

By now the chain of events, as portrayed by the media blitz at the time, is well known. Though some personal tragedy stories were carried by the general media, few were as poignantly and personally stated as the story Page Spencer gives us in her "journal of the Alaska oil spill".

Three days after returning from their honeymoon, Spencer, a Ph.D. ecologist with the National Park Service, and husband Bud Rice, resource management specialist for Kenai Fjord, flew over the stranded tanker and its poisoning blanket of oil. From their observations during this flight, it became obvious that oil was likely to reach the park's coastline in a matter of days. On the drive back to park headquarters in Seward, they combined their wide array of knowledge and specialized experience with the Kenai coast to mastermind an evaluation and monitoring plan for the park's coastline. The plan was put to use immediately – coastal resources were surveyed before the oil hit the park and continued as the oil impacts grew through the season.

In her book, Spencer details a chronology of her experiences – from the very personal to the ecological – while on the surveys she masterminded. As indicated by the subtitle, this is a *journal*; a journal of the early months of the oil spill, rich in natural history notes and intertwined with the grief felt by the author: *Continued on page 38*

FREE BOOKS

How would you like to get a free copy of that recently published \$30 book you've had your eye on? You know, the one about the in-depth archeological dig just completed in your park, or that new controversial book on park management, the one that you could have written better?

The book review page is back on track, and we would like to get you involved!

As part of our book review process, we are soliciting publishers to send books concerning parks, park management, history, wilderness, and environmental policy. We need reviewers to complete short typed reviews of these books. Many of these reviews will then be published in *Ranger* magazine. As the reviewer, you get to keep the book.

Here's how it works. I will make lists of books we receive available to interested people who write me. If you agree to review one of the books, I will send it to you along with a description of what's needed

for the review. We would like to hear from reviewers at a park or those with interest or knowledge of the book's subject area.

If there is a particular book you would like to review, let me know and I will attempt to obtain a copy from the publisher. All requests to publishers should come through me.

Remember, we are not talking about just currently published books. There is a lot of good information out there in old books, too. So use your imagination. Personally, I would love to find an old book on the first ascent of Mt. St. Elias!

If you are interested in this program, please write me at Wrangell-St. Elias NP/P, Yakutat District, P.O. Box 137, Yakutat, AK 99689.

Rick Mossman Wrangell-St. Elias

The ANPR Bibliography Project: An Update

Hugh Dougher
Petrified Forest

Early in 1987, Maureen Finnerty proposed in *Ranger* magazine to compile a comprehensive bibliography of books about the National Park Service and the many professional specialties practiced by its employees. Reader response resulted in the listing of about 120 titles in the Fall, 1987, issue of the magazine.

In 1990 Maureen asked me to continue the project. I agreed, and, beginning in this issue, will share the results of my efforts.

Considering the sheer volume of material written on the national parks and their management, the compilation of a comprehensive bibliography of *all* books somehow related to the history, management, and protection of the national parks is quite an ambitious undertaking.

For example, a 1941 bibliography of books and articles related to the 50 or so parks and monuments then in existence west of the Mississippi River filled 1,095 pages! Today, half a century later, a similar bibliography expanded to cover all 350+ units *and* the many professions practiced by its employees would be encyclopedic in size.

In order to whittle down the scope of the project to a manageable size, but still remain true to Maureen's original vision, my efforts have been limited to titles that directly relate to some aspect of the evolution, history, or management of the national parks, and are also of broad interest to the ANPR membership. I've generally excluded fiction, trail guides, flora and fauna field guides, park specific histories and research, and photographic albums. Periodical articles have also been excluded.

Of course, the criteria can be expanded as the project evolves. The ultimate objectives are to:

1. Compile a list of standard works related to the history, care, and management of the national parks.
2. Provide a professional reference for ANPR members wishing to research some aspect of the evolution, history, or management of the national park system.
3. Support ANPR's "Towards 1993" thrust, specifically objective #4: "Support educational opportunities for members; develop standards of professionalism; foster communications on professional topics".

Format

Maureen originally envisioned the bibliography would be compiled in the form of a database, with retrieval by fields such as name, author, and subject. I've changed this to a narrative format in the belief that an an-

notated bibliography – one which includes a short description of the contents and availability of each title – would be of the most value to the ANPR membership. As the bibliography expands, author and title indexes can be added to facilitate title searches.

Organization

To date, just over 300 titles have been identified and organized under the following subject headings:

1. History and Management of the National Park Service
2. Land Management and the Conservation Movement
3. History and Establishment of Individual Units
4. The Rangers
5. Visitor Protection
6. Law Enforcement
7. Natural Resources Management
8. Cultural Resources Management
9. Interpretation and Environmental Education
10. Design, Construction and Landscaping
11. Administration, Management and Policy
12. Bibliographies

Those organized under the subject heading "History and Management of the National Park Service" are included in this issue. The remaining sections will be printed in future issues as space allows.

Annotation Information

Each complete entry includes name of author, title of book, notes on contents such as the presence of indexes and illustrations, city and name of publisher, date of publication, number of pages, purchasing information, and a short narrative description. Some entries are as yet incomplete.

The publisher and date of publication listed is generally that of the edition referenced. In instances where the hardbound and paperback versions have been published by different companies, the hardbound publisher is listed. For other than first editions, the date of original publication is also noted.

Abbreviations used in the listing include 'append.' for appendix or appendices; 'biblio.' for bibliography; 'illus.' for illustrations or photographs; and 'por.' for portraits; 'Textbook' identifies books intended for use in classroom instruction; 'In-print' indicates titles available for retail purchase. Both hardbound and paperback (paper) prices are quoted, as listed in the 1990-1991 edition of *Books in Print*. Actual availability and cost may differ.

Locating Titles

As the purpose of this bibliography is to provide a reference rather than serve as a catalog, retail availability has not been considered a criteria for selection. Because most publications remain in-print for only a few years, many of the published works (and of course all the unpublished manuscripts) will not be readily available through retail bookstores.

The cheapest and often easiest method of obtaining both in-print and out-of-print publications is through the local public library. Most libraries are members of the inter-library networks, and can successfully locate even rare out-of-print titles. For unpublished manuscripts, possible sources include the Department of the Interior library located in the Interior Building, Washington, D.C., the Harper's Ferry NPS library, and individual park libraries.

If you prefer to purchase, in-print books can of course be ordered through any neighborhood bookstore. For out-of-print titles, many used and antiquarian bookstores offer no-obligation book search services. The services are free, but the books purchased through them may be expensive due to necessary search costs.

Generally, used book prices depend upon condition, rarity, and demand. A common book in good condition may sell for half the original price, less if the dust jacket is missing. Rare and highly collectible editions can be quite expensive.

The Future of the ANPR Bibliography Project

The title list that has been compiled to date is a preliminary effort, with the long-term goal being to separately publish a greatly expanded inventory. But further progress needs input from all the professions represented in the agency. Everyone reading these preliminary lists can surely think of additional titles, or add information to help complete partial entries. So, please, take 30 minutes, browse through your personal or park library, and prepare one or several annotations. In addition to the topics already listed, consider books on park-related research, management theory (*In Search of Excellence* type books), maintenance, or any other topics you feel appropriate. Include author, title, date of publication (most recent if revised), publisher's city and name, number of pages, and indicate if the publication includes appendices, bibliographies, illustrations, photographs, or portraits. Also include a short narrative of the contents. In-print availability and price will be added at time of publication.

Mail your titles to Hugh Dougher, P.O. Box 2188, Petrified Forest, AZ 86028.

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Section I History and Management of the National Park Service

Albright, Horace M., as told to Robert Cahn. *The Birth of the National Park Service: The Founding Years, 1913-33*. (Illus., index). Salt Lake City; Howe Brothers, 1985. 340 pp. In print: \$19.95; paper \$10.95. The second Director recalls the establishment and early management of the National Park Service.

American Planning and Civic Association. *Portfolio on the National Park and Monument System*. (Illus.). Publisher and date of publication not listed. This packet of four booklets was published in the 1930's. The descriptive titles of the booklets are: "What are National Parks", "Conservation of Nature", "Preservation of History", and "Facilities and Services."

Bartlett, Richard A. *Yellowstone, A Wilderness Besieged*. (Biblio., illus., index, maps). Tucson: University of Arizona, 1985. 437 pp. In print: paper \$16.95. A history of the human activities influencing the management of Yellowstone National Park.

Bolin, Luis A. *The National Parks of the United States*. (Illus., index.) New York: Alfred Knopf, 1962. 105 pp. This overview of the National Park System of the 1960's is interesting in that it was written by a Spaniard for a Spanish audience.

Butcher, Devereux. *Exploring Our National Parks and Monuments*. (Biblio., illus.). New York: Oxford University Press, 1947. 160 pp. This guide was prepared under the auspices of the National Parks Association.

Cameron, J. *The National Park Service*. New York: D. Appleton, 1922.

Chase, Alston. *Playing God in Yellowstone: The Destruction of America's First National Park*. (Index, map, references). Boston: Atlantic Monthly Press, 1986. 446 pp. In print: paper \$13.95. A critical analysis presenting the hypothesis that NPS management policies have damaged the Yellowstone ecosystem.

Coffman, J.D. *John D. Coffman and His Contribution to Forestry in the National Park Service*. Washington: National Park Service, n.d.

Connally, Eugenia Horstman, ed. *National Parks in Crisis*. (Illus.). Washington: National Parks & Conservation Association, 1982. 220 pp. In print: \$13.95. A collection of papers, presentations, and recommendations generated by the National Parks & Conservation Association's 1981 "State of the National Parks: Planning for the Future Conference".

Cramtom, L.C. *Early History of Yellowstone National Park and its Relation to National Park Policies*. Washington: National Park Service, 1932.

Darling, F. Fraser, and Noel D. Eichhorn. *Man & Nature in the National Parks. Reflections on Policy*. (Illus.). Washington: The Conservation Foundation, 1967. 80 pp. A study of the social-political-ecological problems facing the national parks in the 1960's.

Dennis, Robert T., coordinator. *National Parks for the Future*. (Biblio.). Washington: The Conservation Foundation, 1972. 254 pp. The subtitle describes the contents as "An appraisal of the National Parks as they begin their second century in a changing America." The Conservation Foundation's *National Parks for a New Generation: Visions, Realities, Prospects*, edited by Robert J. McCoy, provides a more recent (1985) coverage of the same topic.

Drury, N. *The Dilemma of Our Parks*. Washington: National Park Service, 1949.

Everhart, William C. *The National Park Service*. (Append., biblio., illus., index). Boulder: Westview Press, 1983. 198 pp. In print: paper \$20.50. Revised and updated. This agency history was first printed in 1972 by Praeger Publishers, New York. Both editions are recommended reading.

Faris, John T. *Roaming the Rockies*. (Biblio., illus., index.). New York: Farrar & Rinehart, 1930. 333 pp. Descriptions and histories of the national parks and forests of the Rocky Mountains.

Foresta, Ronald A. *America's National Parks and Their Keepers*. (Append., biblio., index, notes). Washington: Resources for the Future, 1984. 398 pp. In print: \$45.00; paper \$14.95. To quote from the cover: "This is the first analytical study of the Park Service as a bureaucracy and of the System that it has created. It traces the evolution of the Service and the forces that have shaped it. In doing so, it illuminates a quandary that has existed for two decades: What is the function of the Park Service and the National Park System?"

Freemuth, John C. *Islands Under Siege: National Parks and the Politics of External Threats*. (Illus.). Covelo, CA: Island Press, 1991. 186 pp. Various strategies to address external threats are evaluated.

Gughemetti, Joseph and Eugene D. Wheeler. *The Taking*. (Append., illus., maps, refer.). San Mateo: Terra View Publications, 1982. 197 pp. Promotes the premise that excesses in environmental protection have caused unwarranted government interference of private land ownership. Numerous parks are presented as case studies.

Hampton, H. Duane. *How the U.S. Cavalry Saved Our National Parks*. (biblio., illus., index, notes). Bloomington: Indiana University Press, 1971. 242 pp. A somewhat misleading title. This book actually explores a broad range of influences on the early development of the national park idea.

Harmon, David, ed. *Mirror of America: Literary Encounters with the National Parks*. (Illus., sources). Boulder: Roberts Rinehart, 1989. 187 pp. In print: \$25.00; paper \$12.50. An anthology of 18 essays, poems and speeches related to the national parks by well-known writers such as John Muir and Abraham Lincoln. A publication of the National Park Foundation.

Hartzog, George B. *Battling for the National Parks: A Political & Personal Memoir*. (Index). Mt. Kisco, New York: Moyer Bell Limited, 1988. 288 pp. In print: \$14.95; paper \$10.95. A former director of the National Park Service (1964-1973) recounts his career. Introduction by Stewart L. Udall.

Howe, Barbara J. and Emory L. Kemp, ed. *Public History: An Introduction*. (Append., illus., index). Malabar, FL: Robert E. Krieger Publishing Co., 1986. 508 pp. This book studies applied history careers including those in NPS interpretation and cultural resource management, and at the Denver Service Center.

Hummel, Don. *Stealing the National Parks*. (Index). Arnold, Ron, ed. Bellevue, WA: Free Enterprise Press, 1987. 403 pp. In print: \$19.95. Hummel, a former NPS concessionaire, presents the point of view that NPS policies, as influenced by environmental organizations, unreasonably restrict private enterprise.

Isle, John. *Our National Park Policy: A Critical History*. (Index, maps). Bruchey, Stuart, ed. (Development of Public Land Law in the U.S. Series). Johns Hopkins Press, 1979. 701 pp. In print: \$48.50. First published in 1961, this comprehensive study of the evolution of national park policy has been described as the basic scholarly work on the National Park Service.

James, George Wharton. *Our American Wonderslands*. (Illus, index, map). Chicago: A.C. McClurg & Co., 1915. 297 pp. Natural and historical attractions are described as part of the "See America First" campaign.

James, Harlean. *Romance of the National Parks*. (Illus., index). Use & Abuse of America's Natural Resources Series. New York: Macmillan, 1939. 240 pp. 1972 edition in print. \$24.50. Chronicles the early history of the establishment of national parks and the national park system, and describes various parks.

Lee, R.F. *Family Tree of the National Park System*. (Chart, index). Philadelphia Eastern National Park and Monument Association, 1974. 93 pp. Subtitled "A Chart with Accompanying Text Designed to Illustrate the Growth of the National Park System 1872-1972".

Lee, R. *Public Use of the National Park System - 1872 - 2000*. Washington: National Park Service, 1968.

MacKintosh, Barry. *Interpretation in the National Park Service: A Historical Perspective*. (Illus.). Washington: National Park Service, 1986. 117 pp. GPO #1986 0-154-306: QL 3. A publication of the History Division of the National Park Service.

_____. *The National Parks: Shaping the System*. (Illus., index, por.). Washington: National Park Service, 1991. 127 pp. GPO #1991-281-952/20004. In print. Available at no cost from Public Inquiries, NPS, P.O. Box 37127, Washington, D.C., 20013-7127. The story of the evolution of the National Park System. This is the revised edition, the first edition was published in 1985.

_____. *The United States Park Police: A History*. (Illus., refer.). Washington: National Park Service, 1989. 72 pp. GPO #236-913/00331. Also published by the History Division of the National Park Service.

McCoy, Robert J., editor. *National Parks for a New Generation: Visions, Realities, Prospects*. (Illus., index, refer.). Washington: The Conservation Foundation, 1985. 407 pp. An analysis of the park system of the 1980's, with recommendations for the future. See *National Parks for the Future*, edited by Robert T. Dennis, for an earlier (1972) but similar report.

Merrill, P.H. *Roosevelt's Forest Army - A History of the Civilian Conservation Corps - 1933-1942*. Montpelier: Perry Merrill, 1981.

National Park Foundation Staff. *The Complete Guide to America's National Parks*. (Illus.). Old Tappan, NJ: Prentice Hall, 1988. 500 pp. In print: \$9.95.

National Parks & Conservation Association Staff. *Investing in Park Futures: A Blueprint for Tomorrow*. (Appen., biblio.). 10 vols. Washington: National Parks and Conservation Association, 1988. In print. Paper \$83.00. Detailed recommendations are presented for the future direction of the national park system. The ten volumes are organized by topic. Each volume can be purchased individually.

Nature Conservancy Staff. *Preserving Our Natural Heritage. Volume I: Federal Activities*. (Index). Washington: GPO, 1975. 323 pp., v. Discussion of federal efforts to protect areas of ecological value.

Olsen, Russ. *Administrative History: Organizational Structures of the National Park Service, 1917 to 1985*. (Charts, por.). Washington: National Park Service, 1985. 136 pp. Identifies the organization and key officials of each NPS Director.

Olson, Gordon Cooper. *A History of Natural Resource Management Within the National Park Service*. (Appen., refer.). M.S. Thesis. Slippery Rock, PA: Slipper Rock University, 1986. 300 pp. The author explores the development of natural resource management in the national parks from Yellowstone's 1872 establishment through 1984.

O'Shaughnessy, M.M. *Hetch Hetchy: Its Origin and History*. (Illus.). M.M. O'Shaughnessy, 1934. 134 pp. O'Shaughnessy supervised the construction of the controversial Hetch Hetchy reservoir in Yosemite National Parks.

Paige, John C. *The Civilian Conservation Corps and the National Park Service, 1933-1942*. Administrative History. (Appen., biblio., illus.). Washington: National Park Service, 1985. 249 pp. GPO #474-555-32081. Explores the relationship of these two agencies.

Reik, Henry Ottridge. *A Tour of America's National Parks*. (Illus.). New York: Dutton & Co., 1920. 209 pp. As part of the "See America First" campaign, nine western parks are presented as alternative vacations to the then popular "Grand Tour of Europe."

Rolfe, Mary A. *Our National Parks*. (Illus., index). Chicago: Sanborn & Co., 1927. Two vol. 695 pp., vii. A former government lecturer in geology for Yellowstone NP describe the parks through the experiences of two fictional families.

Runte, Alfred. *Yosemite, the Embattled Wilderness*. (Illus., index, notes). Lincoln: University of Nebraska Press, 1990. 271 pp. A study of the preservation vs use conflict which molded Yosemite, and has in turn influenced NPS management policies.

Runte, Alfred. *Trains of Discovery. Western Railroads and the National Parks*. (Illus., sources). Revised edition. Niwot, CO: Roberts Rinehart, 1990. 89 pp. In print: \$24.95. An extensively illustrated book tracing the significant involvement of the railroads in the establishment and development of the national parks. The first edition was printed in 1984.

Runte, Alfred. *National Parks: The American Experience*. 2nd ed. (Illus., index, maps, notes). Lincoln: University of Nebraska Press, 1987. 379 pp. In print: \$23.95; paper \$11.95 This comprehensive history of the national park idea was first published in 1979.

Sax, Joseph L. *Mountains without Handrails, Reflections on the National Parks*. (Appen., biblio, index, notes). Ann Arbor: University of Michigan Press, 1980. 160 pp. In print: \$17.95; paper \$9.95. An analysis of the purpose of the national parks.

Shankland, Robert. *Steve Mather of the National Parks*. (Appen., biblio., illu., index, map). New York: Alfred A. Knopf, 1951. 310 pp. A biography of the first director of the National Park Service.

Simon, David J., ed. *Our Common Lands. Defending the National Parks*. (Appen., index, refer.) Simon, David J., ed. Washington: Island Press, 1988. 575 pp. In print: \$45.00; paper \$24.95. The complexities of the environmental laws protecting the national parks are described and case studies presented. A publication of the National Parks & Conservation Association.

Stevens, Joseph. *America's National Battlefield Parks: A Guide*. (Illus.). Norman: University of Oklahoma, 1990. 337 pp. In print: \$29.95. Each of the 38 chapters describes a NPS administered battlefield park.

Swain, Donald C. *Wilderness Defender: Horace M. Albright and Conservation*. (Biblio., illus, index). Chicago: University of Chicago Press, 1970. 347 pp. In print: \$20.00. A biography of the professional career of the second director of the National Park Service.

Tilden, Freeman. *The National Parks*. (Illus., index). Third edition, revised by Paul Schullery. New York: Alfred A. Knopf, 1978. 608 pp. In print: \$16.95; paper \$25.00. Describes the various units of the National Park Service, with introductory chapters on the value and meaning of the parks. First published in 1951.

Trager, Martelle W. *National Parks of the Northwest*. (Illus., maps). New York: Dodd, Mead & Co., 1939. 216 pp. The author recounts her experiences touring parks as the wife of the Chief Naturalist of the National Park Service.

United States. Civilian Conservation Corps. *A Brief History of the National Park Service*. Washington: Department of the Interior, 1940.

United States. National Park Service. *Administrative Policies for Natural Areas of the National Park System*. (Appen.). Washington: Government Printing Office, 1970. 147 pp. Includes background and philosophical discussions of these policies.

_____. *Chief Rangers' and Interpreters' Conference, March 16-20, 1959*. Washington: National Park Service, 1959.

_____. *Glimpses of our National Monuments*. (Illus.). Washington: Government Printing Office, 1926. 72 pp. This pamphlet describes the 32 national monuments then administered by the NPS.

_____. *Glimpses of Our National Parks*. (Illus.). Washington: Government Printing Office, 1927. 62 pp. Nineteen national parks are described.

_____. *Historic Listing of National Park Service Officials*. (Index). Washington: National Park Service, 1991. 231 pp., iv. Initially compiled in 1964, this 4th revision was prepared for the 75th anniversary.

_____. *Parks for America: A Survey of Park and Related Resources in the Fifty States, and a Preliminary Plan*. Washington: Government Printing Office, 1964. (Illus., maps). 485 pp., xiv. This report, summarizing the experience, conclusions, and recommendations of the National Park Service on existing non-urban parks and related recreation areas, was published at a time when responsibility for broad, nationwide park planning was being transferred to the newly established Bureau of Outdoor Recreation.

_____. *Proceedings of the First Park Naturalists Training Conference*. Washington: National Park Service, 1929.

_____. *Proceedings of the Second Park Naturalists Conference*. Washington: National Park Service, 1940. 367 pp. The papers in this bound volume discuss interpretation activities in the National Park Service in 1940.

_____. *The National Parks: Index 1989*. Washington: Government Printing Office, 1990. 112 pp. GPO #1990-262-098/00001. Provides a short description of each NPS unit.

_____. *Wildlife Conditions in the National Parks, 1961-1962*. Washington: National Park Service, 1943.

_____. *Wildlife Management in the National Parks, 1961-1962*. Washington: National Park Service, 1962.

_____. *Wildlife Management in the National Parks, 1962-1963*. Washington: National Park Service, 1963.

Unrau, H.D. and C.F. Williss. *Administrative History: Expansion of the National Park Service in the 1930's*. Washington: National Park Service, 1983.

Warton, H.K. *A Brief History and Description of the National Park System*. Washington: National Park Service, 1966.

Watkins, T.H. *Righteous Pilgrim: The Life and Times of Harold L. Ickes*. (Illus.). Henry Holt, 1989. 800 pp. In print: \$29.95. Ickes was Secretary of the Interior for fourteen years under Franklin D. Roosevelt.

Wauer, R.H. *The Role of the National Park Service Natural Resources Manager*. Washington: NPS, 1980.

Wirth, Conrad L. *Parks, Politics and the People*. (Illus., index). Norman: University of Oklahoma Press, 1980. 397 pp. This autobiography of a former National Park Service director focuses on his career from 1933 to 1964.

Wright, George M., Joseph S. Dixon, and Ben H. Thompson. *Fauna of the National Parks of the United States. A Preliminary Survey of Faunal Relations in National Parks*. (Illus., index). Washington: GPO, 1933. 157 pp. The pioneering and the first officially sponsored, work on the principles of wildlife management in the parks.

Wright, George M. and Ben H. Thompson. *Fauna of the National Parks of the United States. Wildlife Management in the National Parks*. (Illus., index). Washington: GPO, 1935. 142 pp. This second bulletin in the FAUNA series explores the "perpetuation and utilization of primitive wildlife values". It also presents brief summaries of wildlife management programs then underway in various parks.

Subsequent bulletins are species specific. Volume 3, *Birds and Mammals of Mt. McKinley National Park* was written in 1938 by J.S. Dixon. Volume 4, *Ecology of the Coyote in the Yellowstone* (1939) and volume 5 *The Wolves of Mount McKinley* (1944) were written by Adolf Murie. Volume 6, *The Bighorn of Death Valley* was written in 1961 by R.E. Welles and F.B. Welles.

Yard, Robert Sterling. *The Book of the National Parks*. (Illus., maps). New York: Charles Scribner's Sons, 1919. 420 pp. The scenery, purpose, importance, and value of individual parks is described by the Chief of the Educational Division of the NPS.

Yard, Robert Sterling. *The Top of the Continent*. (Illus., index) New York: Scribner's, 1917. 244 pp. An early example of the National Park Service's efforts to promote parks, the park service, and conservation.

Yard, Robert Sterling. *National Parks Portfolio*. (Illus.). New York: Charles Scribner's Sons, 1916. Steven Mather convinced seventeen western railroads to finance the publication of the first edition, which he then distributed to community leaders across the country as part of a campaign to generate support for the establishment of the National Park Service. The first edition consisted of ten pamphlets contained in a paperboard folder describing eight existing national parks and one Forest Service administered monument (the future Grand Canyon National Park). Subsequent editions were published hardbound with government funding. These thin green books enjoyed wide distribution and today are common on used book store shelves.

Yard, Robert Sterling. *Glimpses of Our National Parks*. (Illus.). Washington: GPO, 1916. 48 pp. This pamphlet is a short version of *National Parks Portfolio*.

Yeagher, Dorr. *Your Western National Parks*. (Biblio., illus., index). New York: Dodd, Mead & Company, 1947. 275 pp. Forty parks and monuments are described by a then NPS Regional Naturalist.

Zaslowsky, Dyna. *These American Lands*. (Append., biblio., illus., index). New York: Henry Holt and Company, 1986. 404 pp. In print: \$19.95. An overview of the history and purpose of the NPS, USFS, and BLM. The National Wildlife Refuge System, National Wilderness Preservation System, Alaska lands, and wild and scenic rivers and national trails are also described.

Environmental Leadership

continued from page 18

At Olympic, Saguaro, Manassas, Acadia, Denali, Yellowstone, Grand Canyon and other areas, NPS personnel are waging similar battles to protect parks from rapidly changing external influences. Most of these efforts require long-term strategic planning and organizational persistence over extended periods of time. Asserting leadership in these arenas requires different skills and a broader perspective than managing within our own boundaries. We have leaders who are out there on the edge right now. They are being successful. They are providing us with examples of how environmental leadership needs to be practiced today. But there must be many more of these success stories if our parks are to survive into the future.

Of the four main discussion topics at the 75th Anniversary Symposium – environmental leadership, resource stewardship, organizational renewal, and park use and enjoyment – environmental leadership is, by far, the most critical and fundamental to our mission because it provides the underpinning for progress in the other areas of concern. When faced with the changes in our organization that are sure to come, we need to keep constantly in mind the fact that progress can not occur without change.

We all have the opportunity to become environmental leaders. Regardless of our positions in the organization, we can all contribute to the changes necessary to overcome organizational inertia and to reaffirm the position of the National Park Service as a world class environmental organization.

ANPR Reports

Board, committee and staff activity summaries now appear in the following consolidated format. Completed reports appear separately, as noted. A directory of ANPR addresses and home phone numbers appears on the inside back cover of this magazine.

Board Members

The new board is now in place and working to implement the "just do it" mandate voiced at the Rendezvous last fall.

North Atlantic Rep Jim McKay reports that responses to the ANPR directory questionnaire he sent out in March are being compiled on a database by Bill Merrill in Lowell. Once the directory database is completed, the text will be printed and distributed to each regional member and superintendent, probably by August of this year. Those interested in assisting him are asked to call either Jim or Bill.

Jim's also encouraging members to begin thinking about the Rendezvous in Spokane now, even though it's a few months away, and asks that regional members contribute items to be raffled off there. Laurie Parker of Blackstone River contributed a handcrafted stained glass design which was raffled off at Myrtle Beach, and Jim would like others with similar talents to contribute.

Regional members who are photographers are asked to contribute black and white photos of park resources and rangers on the job to *Ranger* magazine, which has a continuing need for file photos to illustrate articles. Anyone interested in taking a crack at this should send photos to him.

National Capital Rep Will Morris has been busy recruiting Association members at training courses. Regional members who are interested in spreading the word on ANPR are asked to call him; he'll be happy to send you copies of *Ranger* and ANPR brochures.

Rocky Mountain Rep Dan Moses continues to produce and distribute the *Rocky Mountain Regional News Flash*, a newsletter for members throughout the region. Although he's received a lot of positive comments about the publication, he still hasn't received much input on items members would like to see in it. Dan believes it fills a much-needed gap in communications between issues of *Ranger*, and would like your ideas.

Dan's been asked to serve as the ANPR representative on the human resources development team on the regional director's "Five Year Vision" task force. Among other things, the task force will look at regional commitments in implementing some of the 75th Anniversary Symposium recommendations pertaining to employee development. ANPR was asked to contribute on issues pertaining to employee needs and development since much of our emphasis as an association over past years has been in these areas. As Don

notes, the invitation "once again shows that ANPR is becoming a significant contributor in NPS future planning processes."

Southwest Rep Cindy Ott-Jones spent the spring in scenic Glynco, Georgia, at CI school. She extends her thanks to region members for voting her back in for another term. She's sent letters to each ANPR board member asking them how many copies of the alternate training sources catalogue they need in their areas, and will be sending them along for distribution shortly. She writes that "Southwest Region will continue to produce this catalogue until the support for the project dies." Additions to and comments on the catalogue are welcome.

Alaska Rep Rick Mossman has been in the same FLETC course as Cindy, but he managed to hold a "spirited" regional gathering in Anchorage in December before shipping out for points south. The two dozen members who attended agreed to work jointly on a "Toward 1993" goal. A rough draft outline for a seasonal booklet describing working in Alaska was developed; it will be reviewed by members, then sent to each park rep for review and completion. The booklet will be a useful recruiting tool and will serve as a vehicle for providing information to seasonals on working in Alaska before they arrive.

Members there are also working on a questionnaire to send to past, non-returning seasonals which will focus on why the seasonal didn't return and thereby suggest some answers on how to better retain seasonals in the region. The group also endorsed the idea of having a seasonal workshop and recruiting table at this year's Rendezvous to recruit both seasonal and permanent employees to work in Alaska. Group members agreed to help PNR members with the Rendezvous in Spokane.

A second ANPR meeting was held in conjunction with the annual law enforcement refresher in February to further discuss these plans and ideas.

Committee Chairs

Dual Career Committee Co-Chair Rick Jones writes that responses to requests for information for the dual career database are "slowly trickling in" and that the committee has extended its network with the addition of a couple of new park dual career contact persons. Rick asks that you forward questions and suggestions to him; if he can't answer them, he'll put you in touch with someone in the network who can help. Anyone wanting a copy of the database can get one by sending him a stamped, self-addressed envelope, as the entire list still fits on just one page (see the inside back page for his address).

Rick cites NPS Personnel Notes #8 from 1987 as illustrative of the need for all dual career couples to work together cooperatively. Those notes said the following:

"It is the Service's policy to provide assistance to the spouse of any transfer-

ring employee. Managers, supervisors and personnelists are to make a concerted effort to assist these employees with their placement needs; however, the responsibility for securing employment rests with the employee."

The brochure goes on to emphasize the need for action on the part of managers, supervisors, personnelists and dual career couples and lists ways to implement the problem. Rick would like anyone with a copy of a more current policy statement to send it to him for further distribution.

Twenty-Year Retirement Committee Chair Mark Harvey reports that there have been few developments in the review of twenty-year retirement claims. Only two responses were sent in response to his request for information for a database on claimants which could be used for appeals and other purposes.

Seasonal Committee Chair Bill Dwyer has submitted the committee's report on ANPR's pilot program for providing feedback to supervisors (see page 36). Committee member **Barb Maynes** has mailed the fall issue of *Ranger* to every administrative officer in the NPS. That issue contains the Association's annual summer seasonal hiring survey, and Barb's accompanying letter urged each AO to participate in future surveys. She is also making arrangements to conduct next year's survey in conjunction with the Association of National Park Maintenance Employees; that survey will add further questions on maintenance seasonal hirings in each park.

Association Staff

Among other activities, **Business Manager Debbie Gorman** has been working on the medical insurance program for temporary and seasonal NPS employees. As Debbie notes, ANPR attacked the seasonal health care problem head-on long before it became a political issue and was therefore able to provide the only group health insurance plan available to NPS seasonal employees. Information displays on our medical plan were sent to the parks this spring.

The temporary medical plan is designed with flexibility in mind. While there are exclusions to the coverage, it should generally suit the needs of most seasonals. The plan is non-renewable, but there are provisions for subsequent benefit periods.

Please contact either Debbie or your park administrative officer for further information on the plan, then contact Seabury & Smith for details. Remember: Membership in ANPR is required for enrollment in all group plans.

Rendezvous XVI

The Pacific Northwest will be host to Rendezvous XVI, which will be held between Saturday, October 31st, and Friday, November 6th, at the Sheraton-Spokane Hotel. The Rendezvous site coordinator is Kathy Jope from Pacific Northwest Regional Office; the program chair is Maureen Finnerty of Olympic.

The Sheraton is saving us a block of 300 rooms. The room rate will be \$52 per night plus tax (10%), single or double occupancy. Advanced registration, which requires one night's deposit, can be made by calling the Sheraton at 1-800-325-3535. There will also be a registration form and more information in the special Rendezvous mailing this summer.

Spokane is the largest city between Seattle and Minneapolis and the second largest city in Washington State. It was a favorite fishing ground of the Spokan-ee Indians. There are two meanings to the name Spokan (the original spelling did not contain an "e"): one is "the men who live in the country which grows the wheat"; the other is the more commonly accepted "Children of the Sun."

The first settlers came to the area between 1807 and 1810. Fur trappers and traders established a fur trading center, the Spokan House, along the banks of the Spokan River. Missionaries arrived to educate the Indians, but in the years that followed, there were wars with the Indian tribes in the area. Chief Joseph, one of the most famous Indian leaders involved in those conflicts, is buried at Nespelem on the Colville Indian Reservation (about 102 miles northwest).

In 1872, the first white settlement was established in Spokan, consisting of a population of nine. When the Northern Pacific Railway came in 1881, the town of Spokan Falls had a population of less than 500. On August 4, 1889, the city's downtown was wiped out by "the Great Fire." In 1891, the city's name was changed to Spokane.

Spokane is approximately 289 miles from Seattle and 437 miles from Yellowstone. Principle roads to the city are Interstate 90, US 195, US 2, and US 395. Spokane International Airport is located 15 minutes from the Sheraton. Airline service is offered through Alaska, Continental, Delta, Horizon Air, Northwest Orient, United, and United Express airlines. A shuttle bus to the Sheraton is available. Allstar, Budget, National, Thrifty, and U-Save car rental companies all have outlets at the airport. Amtrak and Greyhound service is available. Spokane Transit, taxis, and limousine services are available to get you around town. Gray Line and KariVan provide sightseeing tours.

The recreational opportunities in the city include a dozen golf courses, snow skiing, snowmobiling, tennis, horse rentals, white-water rafting, trout and bass fishing, and



Two of Spokane's landmarks – the Clock Tower and Pavilion in River Front Park.

Photo by Spokane Convention and Visitors Bureau.

boating (there are 76 freshwater lakes within a 50 mile radius).

Riverfront Park, the site of the 1974 World's Fair, replaced an old saw mill, skid-row, and a jumble of railroad tracks and depots. It has 100 acres of gently rolling hills, lush lawns and greenery, footpaths, natural amphitheaters, a flowing river and a cascading waterfall.

One event scheduled for Spokane during our stay is the Mt. Spokane Ski Patrol Ski Swap, which will be held on October 31st. The weekends usually offer a ballet, symphony, theatre, or a Broadway show at the Metropolitan Performing Arts Center (509/747-ARTS). Four area wineries offer some of Washington's best wines. Evening entertainment includes comedy shows and fine dining and dancing.

The closest NPS units to Spokane are Coulee Dam National Recreation Area (about 85 miles west), Whitman Mission National Historic Site (about 179 miles south), and Nez Pierce National Historical Park (about 107 miles southeast).

We will again overlap with the annual meeting of the Association of National Park Maintenance Employees. Maureen is still looking for workshop topics and keynote speakers for this year's Rendezvous. You can write her with your suggestions at Olympic National Park, 600 East Park Ave., Port Angeles, WA, 98362, or give her a call at 206/452-4501.

Kathy is looking for anyone with an idea for the official Rendezvous T-shirt and for those interested in continuing the fellowship pistol match, golf tournament, or any other

organized activities. Kathy can be reached at 206/553-5670 or by writing Pacific Northwest Regional Office, 83 South King Street, Suite 212, Seattle, WA 98104.

Keep your eyes open for raffle prizes while you're vacationing this summer. The raffle is a major source of revenue for ANPR. It will only work if you make it work!

Program, pre-registration, and reservation information will be sent out in the special Rendezvous mailing. If you would like to see specific information about the area which I haven't included, please let me know.

Jeff Ohlfs
Joshua Tree

Providing Feedback to Supervisors: Results from ANPR's 1991 Pilot Program

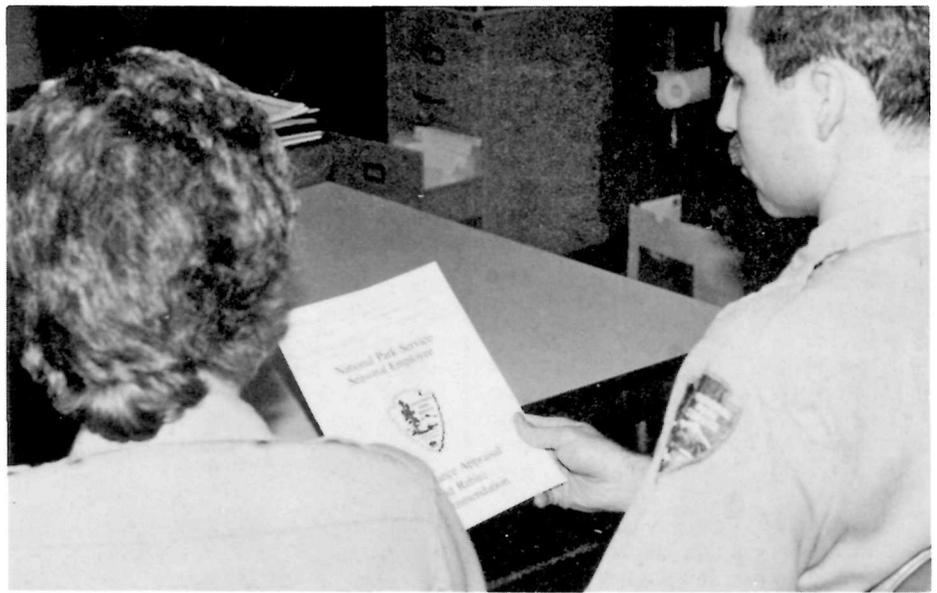
William O. Dwyer
and
John F. Lisco
Memphis State University

At the seasonal concerns committee meeting held during the 1988 Rendezvous, considerable time was devoted to the problems seasonal often face with supervision. There was a general agreement that a large part of the difficulty arose from the lack of effective supervision of the supervisors themselves. The general question was addressed as to how supervisors could be provided effective feedback so they could make mid-course corrections in their approaches and techniques for supervision when the need for improvement was indicated. One partial solution to this problem is to establish a system through which supervisors are provided feedback, not by their own supervisors, but rather by their supervisees – the people who work for them.

Such an evaluation approach is not new; it has been the subject of much research in personnel literature and has, in fact, been used by a few selected NPS supervisors for years. Although it meets with some criticism (i.e., won't supervisees be afraid of negative repercussions for low evaluations, won't supervisors become intimidated by them, might they not be used to "get back at" a demanding supervisor, etc.), there is good evidence that they can be a valuable source of data for supervisors who want to refine their people-management skills.

As a result of this discussion at the Rendezvous, a prototype rating form for seasonal supervisors was constructed. It took the form of a 5-point behaviorally-anchored graphic rating scale, a design that minimizes some problems of rater bias that appear in other types of scales. Although the nine dimensions comprising the scale and their anchors were not developed as part of a thorough job analysis (that takes lots of money), a good deal of content expertise was applied to its construction. The job dimensions covered by the scale include: job knowledge, interpersonal ability, knowledge of supervisee's performance, providing feedback, fostering employee growth, communications with peers and supervisors, attention to details, ability to seek feedback, and professional/technical skills development. There is also space provided for the supervisor to write in an additional dimension with behavioral anchors if a particular situation warrants it. In addition to the numerical rating judgments, the rating scale provides an opportunity for users to insert narrative statements into their evaluations.

At the 1990 Rendezvous, the prototype scale was presented and discussed at the seasonal concerns committee meeting. Later, in



Supervisory evaluations should accompany seasonal appraisals at season's end.

the general business meeting, the decision was made to field test it during the summer of 1991. To accomplish this testing, Rick Gale wrote to the regional representatives, asking them to distribute the prototype forms to supervisors in a few selected parks where the regional reps felt the scale might get fairly implemented and evaluated. He asked that users provide the authors with feedback on the scale, its usefulness, any problems, suggestions for improvement, etc.

We do not know how many supervisors actually gave copies of the scale to their seasonals, but during the late summer and fall we received responses from ten supervisors in the following park areas: Sequoia and King's Canyon, Padre Island, Delaware Water Gap, Channel Islands, Cape Cod, Casa Grande Ruins, and Acadia. As is true with most requests for written feedback, we assume that the scale probably got tested by many more people than the ten who took the time to write us. A synopsis of their comments follows:

General Comments

In general, the feedback was very positive. Many comments were made to the effect that this type of instrument is long overdue and is truly needed in the Park Service. The respondents generally agreed that the instrument should be used by parks to evaluate supervisors. They saw the evaluation system as a vehicle for enabling the supervisors to receive feedback which is necessary to make mid-course corrections, thus strengthening their overall supervisory effectiveness. One respondent from Channel Islands made this observation: "Overall, I thought that the evaluation was well put together. I believe that it fills a valid need for some upward evaluation and will serve the Park Service well."

While such supervision assessments do not provide a total encompassing view of a

supervisor, they may give him or her some valuable suggestions for improvement. A ranger from Delaware Water Gap commented, "I know that there are too many variables for these rating numbers to be actually used to assess the supervisor who him/herself has had varying degrees of experience, etc., but it's information for all to use for being better at what we do." A Channel Islands ranger observed that, "As a conceptual tool, this opportunity for employees to give meaningful feedback to the supervisor is long overdue. I believe that providing a form which is user-friendly is essential to this system."

Concerns

There were a few concerns that warrant discussion. Probably the biggest concern dealt with how the evaluation would be used. There were conflicting opinions with respect to the proposed use of this evaluation. While some felt that the scale should be used on a voluntary basis, others felt that a low level of response would be encouraged if it was not made mandatory. A Cape Cod ranger made this observation on voluntary usage: "As a voluntary system, our biggest concern is that those supervisors who most need feedback won't participate." He also noted that mandatory implementation raises numerous questions including which supervisors from which divisions would be required to participate, whether there would be resentment exhibited by supervisors, and whether the seasonal employees, themselves, would be required to submit the ratings.

The question of which type of park areas would be most receptive and capable of performing non-biased evaluations was also discussed. There may be a difference between parks with large seasonal staffing and those with small seasonal staffing. A ranger from Padre Island observed, "The only major concern voiced was that in an area with a minimal number of seasonal employees, if some-

thing critical or sensitive was said about a supervisor, it would be terribly easy to figure out who said it." While this is a valid concern, there are methods that may be used to evaluate without the worry of supervisor retaliation. Appropriate use of the supervisor rating system may actually encourage seasonal employees' suggestions. Perhaps the employees could go over the blank form with their supervisors during the mid-season evaluation. The employee could be instructed on the importance of the evaluation and could be reassured that the feedback would be accepted in good faith and without fear of "retaliation" (i.e., without impacting rehiring decisions for the next season). This method may be particularly helpful in parks that typically have few seasonals.

Some of the respondents suggested distributing the scale at the beginning of the season. The Delaware Water Gap ranger suggested, "The act of handing the evaluation to the seasonal during the official period of evaluation (usually at the end of the season) is probably uncomfortable for this person." Other respondents supported his comments. Some thought that seasonals would say what they thought their supervisors would like to hear, because they felt that their own evaluations would be in jeopardy. As was pointed out earlier, a supervisor at a small park with few seasonals may know quite well who wrote the evaluation because of handwriting, key phrases, etc.

The issue of good faith on the part of the supervisors is certainly a concern. If handled correctly by upper park management, however, a good percentage of supervisors will be able to receive direction and reinforcement from the evaluations. As a ranger from Casa Grande Ruins National Monument put it: "I think that some supervisors will feel that the form is 'threatening,' but most will want the type of feedback that this will provide."

Specific Suggestions

The general consensus on the form's layout and descriptors was also positive. There were a few corrections suggested; most of them had to do with minor phrasing or word descriptions in the evaluation scale.

In the professional/technical skill development dimension there were some description corrections requested. A few of the respondents were concerned with the phrasing of "physical condition." The highest rating showed the supervisor in good physical condition, whereas the lowest rating presented the supervisor as lacking the motivation to stay in good physical condition. While the dimension is intended to gauge professional and technical skill development, it led some to believe that a supervisor with a low level of motivation to increase skills is also not motivated to stay in good physical condition. The advice is well taken and a change in this dimension's anchors has been made.

Solutions

There are a number of ways in which many of the concerns regarding potential abuse could be dealt with. For example, in small parks with few seasonals, the evaluations could be turned in to a neutral party for review and possibly for typing. In this manner, the review would be unidentifiable and potential fears would be reduced.

Seasonals could put the completed forms in an envelope in some neutral (personnel?) office, and after the last seasonal has left, the envelope would be made available to the supervisor.

On the other hand, some parks may adopt a completely "open" philosophy, through which the instrument could be used as part of a face-to-face meeting between the supervisor and the seasonal. This would afford the opportunity to discuss mid-course corrections in a personal manner that would allow the possibility for additional information flow.

The performance assessment process has long been a problematic element in the work place. There are no "cut and dried" rules on assessment that can be followed to ensure complete success and satisfaction. Supervisors, like all people, tend to succumb to the "fundamental attribution error", a term given to the predisposition to attribute positive personal outcomes to one's own disposition, abilities, and character, and attribute negative outcomes to other people or outside forces. In baseball, when I drop the ball it's because "the sun got in my eyes"; when you drop the ball it's because you have "butter fingers". When I was in school, "I got an 'A'" whereas "the teacher gave me a 'D'".

Unfortunately, the fundamental attribution error also plays a central role in supervision. Supervisors tend to attribute employee problems to the employees. However, an evaluation form such as this piloted prototype can certainly help correct this tendency. We greatly appreciated the respondents' comments and suggestions; we found them very helpful and many of the corrections and alterations have been made in the current version of the scale, which will be available for the summer 1992 season.



ANPR's Second Century Club

An idea to increase life membership support was recently made by Phil Ward, an early life member. Phil suggested that ANPR make available a secondary level of life membership for those who paid the original life membership fee of \$125. E&AA has used similar levels to rally financial support from their life members. Using Phil's zeal and E&AA's example, the Second Century Club was formed.

To date, the Second Century Club has 21 members. Realizing life membership in ANPR is still a bargain at any price, each member paid an additional \$125, matching their original life membership fee. The additional contribution will expand the principal of the life account, thereby producing increased investment potential.

Membership in the Second Century Club is available to all original life members. If you are eligible to join, ANPR encourages your support to help stem the escalating costs of providing life member benefits. To join, simply send a check for \$125 to Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831. As always, payment schedules may be arranged.

Second Century Club Members

Phil Ward	Andy Ferguson
Paul Broyles	Cliff Chetwin
Bill Wade	Rick Smith
Bill Carrol	Ron Konklin
Dan Moses	Wendy Lauritzen
Pat Buccello	Mark Tanaka-Sanders
Bryan Swift	Jeff Karraker
Dave Bucello	Janice Wobbenhorst
Charles Farabee	Mary Kimmit Laxton
Pat Tolle	Bruce McKeeman
Glen Bean	

Association Actions *continued from page 15*

proved and published and will identify one or more specific action(s) that it can undertake, as an Association, to assure that the intended results are accomplished. We stand ready to assist in any way we can.

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The above comments were also accompanied by copies of the several resolutions passed at the Rendezvous which pertained to the 75th symposium recommendations (see the last issue). Those were transmitted to the Director, and on January 22nd he wrote to ANPR and thanked the Association for the resolutions, which he said looked good. He also said that he would be integrating the resolutions into the strategic planning program which was being developed.

On March 6th, President Gale wrote to Gerald Patten, chief of the Office of Strategic Planning, emphasizing the importance of formulating a "vision statement" based on the Organic Act, clearly articulating the agency's objectives, and developing a plan to achieve those objectives.

"Without this sharp focus and explicit priorities," Gale wrote, "it will be far too easy to continue business as usual, resulting in inconsistencies in policy, inefficiency in operations, and inability to achieve our goals."

The letter also emphasized the critical importance of the Office of Strategic Planning in implementing the recommended changes, and offered the Association's assistance in "whatever manner you deem appropriate to help ensure that the momentum generated at Vail continues."

On March 18th, Patten wrote back. He thanked the Association for its letter, enclosed a draft of a document prepared for the regional directors "aimed at forging consensus on the Service's initial strategic planning efforts", and asked the Association to review and comment on the document. He also added this comment: "As I envision the process, ANPR would be involved as a cooperator and thus a major player in shaping the future of the Service."

In Print *continued from page 29*

"April 30: I am in shock, and suddenly unutterably weary as I continue down the beach. The oiled cobbles and dripping kelp lines extend in front of me, a mile or more, until the beach terminates at the fjord cliff walls. The bear tracks continue before me, weaving between sand patch and cobbles, always along the oily kelp. I am alert to rustles in the beach rye grass above the beach and smells brought to me by the sea breeze, in case the sow decides to check the beach again. I walk over a half mile, shambling between tide lines. The sun slips below the mountain ridge across the arm, and I have seen all I can for one day."

The book is a diary, an intensely personal review of emotions and activities during a crisis, as well as a loving and lovely portrayal of the coastal environment and its inhabitants. It is also a documentary of the oil spill and the associated ineptitude which served to heighten both the harm to the land and subsequent pain of the disaster for those of us with more than monetary attachments to the land.

Spencer's story comes from the perspective of a native who grew up loving this land, and the book is worth buying for a glimpse at this perspective as well as a magnificent look at the land itself, her brood, and their relationships.

By the end of 1989, with the Exxon Valdez having long since pulled out of the muddied waters, a still pained but healing Spencer concluded there were some things left to be done by all affected in this tragedy. As I finish this review in early 1992, I find her message as applicable now as then:

"December 27: The oil spill work and impacts are far from over. But the land is gathering her energy to herself, hurling huge waves at the rocky headlands and exposed beaches. We cannot 'clean' or 'treat' or even 'stabilize' oiled lands [as the oil industry tried to have us believe]. At best we can sop up the dripping excess and become aware of our choices..."

Of the various books written on the Alaskan oil spill of 1989, this is the one I would most recommend.

David Wolfe
Kenai Fjords



**Ranger Museum
Seeks Volunteers**

Do you know retired National Park Service employees who would enjoy volunteering at the Museum of the National Park Ranger? We are seeking ex-NPS employees to volunteer a bit of their time to share their experiences with today's park visitors. As visitors enjoy the museum, we'd like ex-employees to be available to share their park experiences and to answer questions about life in the NPS.

The museum is located in Norris Campground in Yellowstone National Park. It has a small reception area and a spacious front porch with rocking chairs overlooking the nearby Gibbon River. Housing will be provided free of charge in exchange for at least 32 hours a week of volunteer time. Two- to three-week stays are recommended, but we can be very flexible. The season is mid-May through September. Representatives from all divisions and park units are welcome.

Interested parties should contact:

Sandra Snell
Division of Interpretation
P.O. Box 168
Yellowstone National Park, WY 82190
307/344-7381 ext. 2357

We'd like to have scheduling done by May first for each summer season. Calls should be made as soon as possible for the summer of 1992.

Directory of ANPR Board Members, Committee Chairs & Staff

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Vice President, Communications/Representation

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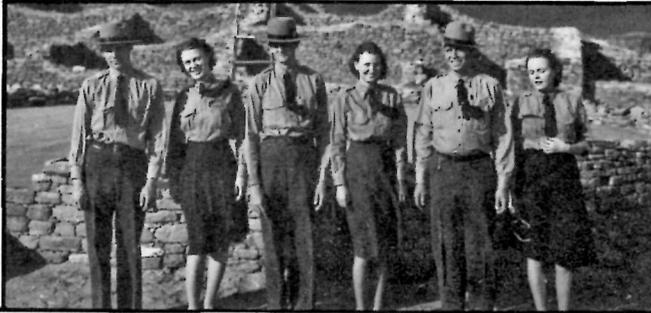
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