

WASO SOCIAL SCIENCE PROGRAM

8/21/91

#48

ITEMS OF INTEREST IX

Inholders vs.
'The Park'

Parks
behind
the times

Need to keep pace
with visitor demand

Big Apple's big news is
flood of Ellis Island visitors

Tons of trampling tourists

Shenandoah's neighbors getting edgy
as big park looks at expansion needs

Lake Clark flap
pits park officials
against residents

Dunes expansion
bill fires emotions

Sierra Club
asks Yosemite
vehicle limits

Provincetown & Seashore Agree
On Dump... And May Be Partners

Tempers rising as park
studies expansion needs

Reformed Spenders: Personal Savings Rates Increase
As an Aging Population Worries About the Future



United States Department of the Interior

RECEIVED

NATIONAL PARK SERVICE
P.O. BOX 37127
WASHINGTON, D.C. 20013-7127



IN REPLY REFER TO:

AUG 23 1991

August 21, 1991

Memorandum

To: Park Superintendents
From: Assistant to the Director for Science and Technology
Subject: **ITEMS OF INTEREST IX**

CULTURAL DIVERSITY. We often read about the importance of "biological diversity". But rarely do we find people talking about "cultural diversity", although it is equally significant. In that context, I thought that perhaps it would be useful to reprint a couple of paragraphs taken from an article by Rick Smith, SWRO, that was published in the latest issue of FORUM:

DIVERSITY: THE NEW REALITY. Dealing with the variety of interest groups will require another skill from our folks, that of recognizing, valuing, and dealing with cultural diversity. The racial, cultural, and ethnic makeup of the users of public lands is rapidly changing. No longer can we assume that these users will primarily be white and come to areas in traditional nuclear families. Not only will the users represent the diverse mix of American society, but also they will come in single-parent or extended families. More of them will be older and will arrive in non-traditional forms of transportation. Many more will not speak English as their first or second languages. Disabled people will represent a larger percentage of users. All this means that our employees will have to be more sensitive to this kind of diversity.

This sensitivity, of course, will have to be applied to our work force also. Eighty percent of the entries into the labor pool in the next ten years will be women, minorities, or immigrants. Our work force will surely reflect this fact. This means that our current crop of front-line supervisors will face managing a work force that will be fundamentally different than it now is. They will have to be much more sophisticated in dealing with cultural, racial, and gender differences. They are going to have to push our agencies into adopting flexible programs that will allow us to retain these new employees after we have made the substantial training investment that we make in our employees' first few years of service. This is going to mean the implementation of programs such as job sharing, dual careers, language training, child care, flex-time scheduling,

cross-cultural training, and a host of innovative other ways of scheduling and accomplishing work. Our employees are our most visible symbol of our agencies' commitment to equality of opportunity for our employees and to equal provision of services to our user groups.

FOREST SERVICE INITIATIVES. Dale Robertson, Chief of the Forest Service was a participant in a recent Senior Executive Association workshop. Robertson discussed some fundamental structural and operational changes that he currently is implementing in the Forest Service. He described, for example, a new people-oriented management philosophy that was adopted by the Forest Service last year. He also reviewed the Forest Service's National Recreation Strategy and a rather comprehensive March, 1991, report dealing with steps the Forest Service is taking to build a multi-cultural work force. There is much here that is directly applicable to the NPS. Attachment #1 is a reprint of the Forest Service's Management Philosophy document. Attachment #2 contains excerpts from the Forest Service's National Recreation Strategy. The report on developing work force diversity is titled, "Toward a Multicultural Organization, Report on the USDA Forest Service Task Force on Work Force Diversity," March 1991. Those who are interested can request copies from USDA, Washington Headquarters.



Richard H. Briceland

Attachments



*Chartering a
Management Philosophy
for the
Forest Service*



Transition: From Pilot Test to Management Philosophy

In 1985, with the launching of the National Pilot Test, the Forest Service set out to explore ways to loosen up the constraints on our people and to overcome stifling bureaucratic forces, with the aim of improving customer service and enhancing quality and productivity. From this five year experiment a revitalized spirit and a new "people-oriented" philosophy have emerged. We've learned that tapping the full strengths and talents of the workforce is brought about by loosening controls, reducing red tape, and providing people with more freedom and authority at all levels of the organization. More recently, many organizations in the Forest Service have begun to move in this same direction, initiating special programs to promote teamwork, creativity, innovation, closer ties to our customers, and more creative approaches to our problems.

Results from the National Pilot Test and from these local efforts clearly indicate that this philosophy works and that it is now time to move this "new thinking" and new approach to management from Pilot Test experimentation to center stage—to institutionalize this philosophy Servicewide.

From Principles to Practice—A Working Philosophy

Traditionally, employees refer to management direction to determine limits, to inhibit action, protect turf, or measure deficiencies. This "people-oriented" philosophy reverses this thinking; the tone of this direction is to expand our possibilities. This charter for managing the Forest Service will be a day-to-day guide for new behavior and more effective management. Over time, every directive, program and activity will be reconciled to this philosophy. This philosophy will be the "litmus test" for new initiatives and problem solving.

Adopting this philosophy Servicewide is a challenging and long-term effort. Change is always difficult: Cultural change even more so. The struggle to embrace this philosophy and to truly set it to work will take place in the trenches of the workplace: by the district clerk reducing the red tape for local publics; by the field staff specialist assuming the new roles of "barrier basher" and "innovator"; and by firstline supervisors taking risks and making the leap to empower his or her workforce.

Once we began our journey toward this philosophy, the course was irreversible. But there is no hard and fast timeline for adopting this new approach. Each manager (and organization) has the discretion to establish the pace and style of implementation. How fast we solidify our commitment to these new ideas and principles will depend upon how many champions rise up "to make it happen". Fortunately, the Forest Service has never had any shortage of champions.

CHARTER

Preamble

Over the past 80 plus years the Forest Service has been one of the most responsive and effective organizations in government. Our reputation for “excellence” is one to be proud of, but continued success depends not on holding the status quo, but on our ability to adapt to changing times. Our job has become far more complex and challenging than at anytime in our past. Demands on our time and dollar resources are increasing; issues are vastly more complex; and our external environment is becoming far more turbulent. We simply must find ways to expand beyond current limitations and ways of doing business if we are to continue to manage the National Forest lands and carry out our Research and State and Private Forestry Missions effectively.

We can meet this challenge by departing from the traditional ways we do business, by refusing to accept mediocrity and to be overwhelmed and stymied by the “bureaucracy,” and by adopting the philosophy that has evolved from the Pilot Test. In the framework of this approach, the spectrum of what is possible—the “field of play”—is redefined. The field becomes larger and boundary markers fewer and farther apart. Our opportunities and possibilities for meeting today’s demands and challenges are greatly enhanced.

This philosophy is people oriented. Simply put, it means that we stake our future on our people: the workforce is the key to sustaining and improving the qualities of excellence that have long characterized the Forest Service. Our approach to management comes now from a different perspective. Rather than directing people to manage in accordance with established rules and procedures, we define our objectives and focus on creating an environment that will allow our people to apply their full resources to the accomplishment of the job.

Key Principles of Management

The following principles are set out to guide our people in adopting this philosophy and making the transition to a new culture in the workplace:

The Forest Service is a workplace where—

- All directions, procedures, and operations begin with a focus on the needs of our customers.
- Quality results count; process is secondary.
- People are important, trusted, and empowered by being given the fullest authority and responsibility consistent with their capabilities.
- People have the opportunity and operating flexibility to exercise independent judgment.
- Individual skills and cultural diversity are valued and sought out as important assets of the organization and key resources for solving problems.
- Managers provide a climate where responsible risk-taking is encouraged and rewarded, and failures are acceptable learning experiences.

- Creativity, innovation, and entrepreneurship are viewed as critical to our success and fostered at every level of the organization. Pilot testing new ideas on the cutting edge is a traditional mode for remaining competitive.
- The manager's role (both line and staff) in the organization is one of guiding, educating, advising, and encouraging rather than regulating and controlling. The tone of direction is shifted from "limits and controls" to one of "promoting people's full potential—expanding and encouraging ideas and skills."
- Nonconformists, risk-takers, and innovators are encouraged and are key to meeting the challenges of a changing future.

Guidelines and Limits

Operating freedom and flexibility, new ideas, creativity, risk-taking and experimentation do not preclude sound control, accountability, and an absolute bias for integrity. The Forest Service clearly has a stated mission, strategies, central thrust, and priorities that dictate what work will be done. Likewise, there are laws and rules for every organization that define the boundaries of operations and are basically outside the arena of innovation and experimentation. The following policies provide guidance to managers for operating under this new philosophy:

Legality. Innovations, risk-taking, and experimentation must be conducted within legal bounds. If it's not legal, we don't do it.

Basic Policy. Policies that set the major courses of action for the Forest Service must not be compromised as we explore creative and innovative ways to get the job done.

Budget Integrity. At all levels of the organization, work is accomplished within the limits of the funds allocated.

Targets are important. Goals, priorities and targets set by Congress and the Administration are important and we will do our best to achieve them.

Philosophy

Our basic approach to managing our people can best be summed up as follows:

We have dedicated and hardworking people who want to do a quality job. We trust them. In caring for the land and serving people, our people should use common sense and their best judgment, and then go ahead.



F. Dale Robertson, Chief
December 19, 1989



THE NATIONAL FORESTS

America's

Great

Outdoors

NATIONAL
RECREATION
STRATEGY

PREFACE

A LARGER VIEW

The National Forests are truly America's Great Outdoors! They are the prime outdoor recreation lands in the United States, making up about 8½ percent of this country. Already, more people recreate on the National Forests than anywhere else. Yet, the National Forests have not reached their full potential in meeting the growing outdoor recreation needs of the American people.

In developing the plans for managing the National Forests over the next 10 to 15 years, the Forest Service conducted the most comprehensive citizen participation effort ever attempted by a Federal agency. The American people sent a loud and clear message to the Forest Service:

Outdoor recreation is really important to us. We want more and better opportunities to enjoy the National Forests.

The challenge is to get the American people and their lands together in a way that best meets their growing and ever-changing outdoor recreation needs. We can anticipate a continuing tight budget situation over the next several years. But, we should not let that be an excuse for continuing the status quo—we can do better! With that in mind, how can we capitalize on the tremendous public interest and support for outdoor recreation as well as our own strong desire to be responsive to the people? It will require new and different thinking on the part of the Forest Service—and a lot of help from the outdoor recreation community, private sector, State and local government, and the people!

AN EXTRAORDINARY STEP

In the fall of 1987, 45 Forest Service men and women in 6 Commissions—Customers, Marketing, Partnerships, Recreation Setting, Services, and Technology—helped develop a new strategy for managing recreation on National Forests within the context of multiple-use management.

As part of the National Recreation Strategy Project, the Commissioners networked with hundreds of people inside and outside the Forest Service, wrote their reports, and capped their efforts with a public review of their work at the National Recreation Symposium at Lake Geneva, Wisconsin, in November 1987.

The participants—representing the Forest Service and the outdoor recreation community—gave us some extraordinarily good advice.

They said, "The public's changing. Find out what the customer wants. Do what you know best, take care of what you have. Build on past good work." They said, "Get on with the job!"

CREATING CUSTOMER SATISFACTION

In all our actions, customer satisfaction will be a prime goal. It will receive attention equal to that given to good land stewardship.

- Listen to our customers and partners and communicate with them. Seek out their ideas and thoughts on how we could do a better job together.
- Provide interpretation, information, and environmental education as an important part

of outdoor recreation. Promote a better understanding of the long-term compatibility of people living in harmony with nature.

- Promote an outdoor ethic among all users.
- Provide outdoor recreation opportunities to all the people, strengthening our service to urban residents, ethnic minorities, the disabled and disadvantaged, and the elderly and the young.
- Promote tourism and recreational activities that will help build strong, diversified rural economies and improve the quality of life in rural communities.
- Identify human resource development needs, and match them with recreation resource management opportunities.

FORGING PARTNERSHIPS

Partnerships will be the preferred way by which we provide better customer service and expand the recreational opportunities on the National Forests.

- Through partnership arrangements, encourage, establish, and sustain a diverse and balanced range of recreational services and facilities on the National Forests.
- Seek partnerships with outdoor recreation and user groups to help develop or maintain recreation facilities for their use.
- Seek partnerships with other recreation providers—Federal, State, local, and private sector—to define complementary roles that best serve the customer.
- Seek partnerships with groups representing ethnic minorities, the elderly, the disabled, the economically disadvantaged, and youth.
- Test innovative ideas through partnership demonstration projects.
- Build upon the diversity and experience of our existing permit partners as a basis for innovation and change. Adopt mutual coopera-

tion, respect, and collaboration as our standard for partnership relations.

- Give each other and our partners the encouragement, flexibility, and incentive they need to unleash their creative energy to provide quality recreation on the National Forests.
- Leverage limited Federal dollars by attracting outside funding and support from potential partners to get the total recreation job done. Build upon successful experiences with the Challenge Cost-Share Program.

The Wildlife and Fish Challenge Cost-Share Program set off a "prairie fire of local action" when it leaped from 75 initial partnerships in 1986 to over 200 by the end of 1987, more than doubling Federal dollars for habitat improvement. This success ignited national attention and support!

In 1988, Congress appropriated \$500,000 for a Challenge Cost-Share pilot for recreation projects, earmarking \$100,000 for the Tonto National Forest and designating \$400,000 for the best proposals submitted by the National Forests and partners. Thirty high-priority rec-

reation projects were selected from over 120 proposals.

The contribution from the partners to the 1988 Recreation Challenge Cost-Share Pilot is \$908,000, nearly two matching dollars for every Federal dollar, boosting the total value of the proposals to \$1,408,000. Outstanding results!

The Forest Service joins an excellent mix of partners. They are local, county, State and Federal government, private interest groups, senior citizens, disabled youth, correction facility inmates, high schools, colleges, universities, utility companies, recreation industry, timber operators, interpretive associations, and private businesses.

The projects will provide barrier-free access to recreation facilities, improved hiking trails, rehabilitated and modernized campgrounds, interpretive signing, summer youth employment in recreation site operation and maintenance, vegetation management for scenic resources, renovation of historical buildings for interpretation, and the production of a video on river safety.

Based on this success, the President's 1989 budget proposes to direct \$3,000,000 to Challenge Cost-Share projects—a bold initiative to invite even more partners to join us!

PURSuing EXCELLENCE

We will be intensely committed in our pursuit of excellence in outdoor recreation. While cooperating with everyone, we will be the best we can be. Quality stewardship and customer service will be our measure of performance. We will reward excellence.

- Be creative in attracting new sources of financing for recreation investments. We want investors to seek us out as attractive opportunities to provide quality public service while realizing a reasonable return.
- Expand research to determine the needs and preferences of forest recreation visitors.
- Take advantage of new technology to meet customer preferences, provide services, and manage recreation resources.

- Plan and manage our roads to enhance recreation values, and propose a system of National Forest scenic byways.
- Feature National Forest trails in our recreation program. The system will offer the full range of opportunities: primitive, mechanized, all-season, barrier-free, short and extended, interpretive, historical, and more.
- Recognize the value of special areas for their unique and extraordinary National Forest features and settings such as National Recreation Areas, Wilderness, and Wild and Scenic Rivers.
- Cooperate with State and local government and other landowners in the management of river and travel corridors heavily used for outdoor recreation.
- Work with universities and the U.S. Office of Personnel Management to establish professional standards and challenging career paths for recreation professionals.

THE ROAD AHEAD

A CHALLENGE TO EACH AND EVERY ONE OF US

As we said in the beginning, the Recreation Strategy is a powerful concept. It is a framework for finding imaginative ways to take advantage of outdoor recreation opportunities on the National Forests by working with people.

It sets the stage for Forest Service field people to join with local people and achieve mutually agreed-upon goals.

It does not look for "one big answer," but rather for the thousands of little answers that you develop with local people, using grass-roots commonsense wisdom.

Those are the answers that will make this Strategy a success!

How will you use the volunteer spirit and willingness of the outdoor recreation community to nurture National Forest recreation?

- I challenge you to pursue projects to success. And when things are not quite fitting together, do whatever is necessary to round out the proposal and make it a "go" project. Learn by trying, and be willing to adjust or start over

again to achieve your goals.

- I challenge you to take this Strategy and make it work for you and your projects, right where you are.

Get together with others to talk about your ideas and experiences—even create a little healthy competition with your colleagues on other units. This will help start momentum that will increase our opportunities for success.

If it's to be, it's up to us—the men and women of the Forest Service. Start your own challenge! Trust in your power and capability! You can play a big part in making the National Forests America's Great Outdoors!