

AH, WILDERNESS!



Black Forest - Petrified Forest National Park

"The richest values of wilderness lie not in the days of Daniel Boone, nor even in the present, but rather in the future."

Aldo Leopold

By Ron Greenberg

They're not all naturalists (in fact, there aren't any). And their suite of offices isn't strewn with the accouterments of strenuous outdoor activity.

The Branch of Wilderness Studies is a group of people with a variety of backgrounds. They are, nevertheless, nature oriented and highly sensitive to the needs of wilderness.

Jim Howe is a landscape architect, Bob Kasperek and Vince Hefti are park rangers, Jim Husted is a park planner, and Branch Chief Courtland Reid, a geologist and geographer by education, is a former superintendent of Chalmette and Guilford Courthouse.

Vince came to Washington from Sequoia and Kings Canyon while Bob came from Hot Springs.

They Stay in WASO

"This is essentially a field program," says Court Reid. "We stay in Washington and leave the on-site work to the Service Center, Regional, and Park personnel."

The Branch gives overall direction and coordination to the wilderness program including the preparation of policy and procedural guidelines. "We all try to get involved in each wilderness report that comes into the office," says Court.

The Branch expedites the Washington Office review of the pre-

See WILDERNESS p. 4

REACHING

By Ray Nelson

Five more have joined our staff—Susan Owen, Jim Pepper, Vance Walker, Lillian Sober, and Bill Wilkinson. They're all young-uns, so no one can accuse us of being totally has-beens. And, now that we've got a big crew, we'd better get some work done!

The editors of this rag insist that we get our writing to them two weeks in advance, so there'll be a little lag in reporting. Right now, 1,605 returns have come in from the "Dear Colleague" letter, and we're struggling to get a pattern from them. By next printing, we'll have something on goals to tell you.

There's a difference in returns. The Western Service Center leads the pack with an 18.5% return, and National Capital Parks is at the bottom with 3.2%. Harpers Ferry Center - 16%, WASO - 13.8%, Eastern Service Center - 13.7%, Western Region - 11.7%, Pacific Northwest - 11.6%, Southwest - 9.6%, Northeast - 8.4%, Southeast - 5.8%, Midwest - 4.8%.

Seasonal input lags behind permanent input, except in the Pacific Northwest, where the seasonals are running ahead of the permanents.

It puzzles us that over half of the returns have nothing to say—they just fill in the information sheet and make no comment. Why?

On January 15, Kap and I visited the New York City Group to develop a model for the REACH program. They're a turned-on group, and we're looking forward to some great developments. Kap and Don flew to Anchorage to meet with the Alaska group on the 28th to start another model; and on February 4, we meet with the National Capital Parks to begin a third.

A model will develop local goals and programs in relation to the REACH objectives, and "PERT" the programs. Who wants to become a model REACH park? Those who start early will be the guiding lights of the Service.



Under our hat

ZERO IN ON FEDERAL SAFETY is the title of President Nixon's new 2-year safety program. He states that "Each Federal agency must find ways to locate the specific work hazards which injure its employees—and remove them. For example, handling materials causes over one-quarter of our job injuries, slips and falls over one-fifth."

As an adjunct to the program, Director Hartzog has included visitor, concessioner and contractor safety in the NPS program.

STUDENT PROGRAM: The Student Conservation Program will offer over 250 positions this summer for high school, college, and graduate men and women to work in National Park and Forest Service areas. Information and applications are available from The Student Conservation Association, Inc., Olympic View Dr., Route 1, Box 573A, Vashon, Wash. 98070.

JOB OPPORTUNITIES: Three agencies are now recruiting for high level positions. 1) Bureau of Outdoor Recreation—Environmental Specialist, GS-14, Sacramento, Calif. 2) Bureau of Land Management—Supervisory Natural Resource Specialist, GS-14, Alaska State Office, Anchorage: 3) U.S. Geological Survey—Staff Assistant, GS-15, Conservation Division, Washington, D.C.

Anyone interested contact Jim Workman, Office of Personnel, WASO (202) 343-8891. Announcements close Feb. 15.

NEW MOVIE: A 6-1/2 minute sound/color movie on the firing of the Napoleon, a commonly used Civil War era cannon, is available to NPS areas for use in campfire programs or off-site talks. Cost per print is \$28. For further details, contact the Division of Audiovisual Arts, Harpers Ferry Center, Harpers Ferry, West Va. 25425.

APPEALS BOOKLET: The Civil Service Commission has printed a booklet, "Appeals and Grievances," which answers questions about the new regulations affecting Federal employees and agencies. Copies are available from your personnel office or from the Employee Relations Officer, WASO.

CONGRATULATIONS: To Harthorn ("Spud") Bill, deputy director for operations, for being awarded the 1970 Gold Pugsley Medal from the American Scenic and Historic Preservation Society.

Also to Bill Whalen, Chief, Division of Urban and Environmental Activities who won the Arthur S. Flemming Award from the Downtown Jaycees of Washington, D.C. for his work with the Summer In The Parks program.

TO SEE ON TV: A new feature on Everglades NP will be shown on NBC on Feb. 16 at 7:30 pm (EST). Narrated by Hugh Downs, the program will include an interview with former Interior Secretary Walter Hickel.

Wilderness

A New Label

By Jim Howe

Branch of Wilderness Studies

Some of our parklands have been given a new label. Portions of Craters of the Moon National Monument and Petrified Forest National Park have been designated by Congress as wilderness in accordance with the Wilderness Act. Fifty-eight other units of the Park System are subject to review to determine their suitability for wilderness designation.

What does designation of wilderness mean to park managers?

The fact that our basic philosophy of the National Park management has from the beginning embraced "wilderness management" is undeniable. It is also undeniable that, in recent years, the people of the United States have evinced an ever widening understanding and appreciation of wilderness values. This is coupled with the realization of a mounting threat to these values from man's activities on surrounding lands and from his use of the wilderness itself.

Creative Management

In response to this new awareness, management practices are being given greater attention by Congress and the managing agencies. NPS administrative policy statements translate broad, general policies into many specific management guidelines.

Although wilderness designation does not change the basic philosophy for our management of these lands, it certainly challenges us to seek a new excellence of unimpaired wilderness preservation, and to think creatively about the task that lies ahead.

Park managers are challenged more than ever to obtain hard, scientific facts concerning the natural processes which are taking place in their particular park and to base management of the park on this scientific knowledge. One of the most

difficult challenges will be to exercise all possible restraint on man's influence upon the wilderness resource; to essentially let nature manage.

But determining when and to what degree to apply manipulative techniques will require a most sophisticated type of resource management. An equally sophisticated type of management will be needed to provide outstanding opportunities for solitude and a primitive and unconfined type of recreation as are mentioned in the wilderness definition.

Facilities and structures are diametrically opposed to wilderness,



North Cascades

and we may provide only those which are essential to the management and preservation of wilderness values or for the safety of visitors. None will be provided primarily for the comfort and convenience of visitors.

Wilderness is recognized as a limited human use situation. Excessive numbers of users can destroy the very values that wilderness is meant to provide. The carrying capacity concept is basic to all wilderness management.

Magic Label

What will the new label of "wilderness" mean to park visitors?

This question does not apply so much to the highly dedicated group of "wilderness buffs" for they are

at home with the word. They will be pleased with the designation and just anxious to be out on the trail and to put the first ridge behind them.

The question primarily concerns the larger number of visitors having a lesser understanding of the natural world, its values, and the recreation it affords. When they enter a visitor center and see the word "wilderness" on the park map behind the information desk, what will it mean to them?

I think we will find that the label "wilderness" has some magic in it. It has mystery to it and lends to an area a special quality. It can stimulate feelings of wonder, serenity, joy, love of nature, or apprehension and fear. We can be sure it will stimulate thought and curiosity.

And, this is just what our interpreters have been waiting for. What an opportunity to answer the questions which may be raised: Why is it being preserved as wilderness? What is its value if left just undeveloped and in a wild condition? How can I see it and enjoy it?

What an opportunity this will be to explain the value of undisturbed natural processes, to discuss the basic relationship of man to wilderness, and the role of wilderness in our history and culture, to talk of wilderness recreation, and to lead them to their first experience in the backcountry.

Challenge to Managers

The challenge to us as park managers is manifest. At this point we might ask ourselves these questions:

Should present management practices be altered? What is our plan for wilderness use and management? Is the present pattern of use destructive of natural values? Do we have a plan which provides for optimum wilderness use, based upon carrying capacity, and the least possible impairment of wilderness values?

What should we be doing now to prepare interpretive media, and to prepare ourselves to answer the questions the visitors may have?

What new or expanded programs may be needed in response to the increased attention and use which may well be focused upon these parklands as a result of wilderness designation?

(Continued from page 1)

liminary and final reports. This includes review by the Director and the Assistant Secretary for Fish and Wildlife and Parks.

The staff also assembles exhibits and other support material for use at Congressional hearings.

"Since last spring the field has been personally involved in the Washington end of the process," notes Court.

Branch now function only as technical advisors to the Director."

The Process

Wilderness studies are integral parts of the Master Plan study for a Park. After the basic data on an area is collected a Master Plan study team is formed.

The Preliminary Wilderness Suit-

ability report, incorporating modifications coming out of the hearing, is cleared by the Region and approved by the Director.

Upon approval by the Department it is sent to the White House. The President then presents his recommendations to Congress.

Of the 60 NPS areas included in the wilderness study program, only five recommendations have thus far gone through all the steps and made it to Congress. Two of them have been signed into law by the President (Craters of the Moon and Petrified Forest).

As of this writing, a total of 25 have been the subject of public hearings on preliminary proposals and 35 were in various stages of study.



Bob Kasparek



Jim Husted



Vince Hefti

"The Wilderness Branch used to make the formal presentation of the reports to the Director without someone from the field and Region on hand. This didn't work too well. We didn't have all the answers and the field people felt let down.

"The best way is to have the Director of the Region make the presentation of the proposal and he can bring along any expert he considers necessary. The members of the

ability Study Report, drafted in one of the Service Centers, is presented to the Director of the Region for clearance.

After a series of reviews the report goes to the Director, then on to the Assistant Secretary for Fish and Wildlife and Parks. If cleared by him it goes to public hearing, usually a day after the public meeting on the Master Plan.

The final Wilderness Recommen-

Links with the Field

"More than half the 10-year period specified by Congress for completion of the program has passed," notes Court. "It will take a concerted effort by everyone involved to complete the Wilderness Study program on time.

"We now have a wilderness coordinator in each of the Regional Offices and Service Centers. They are our link with the Service Centers and the field, keeping the complex wilderness program on track and moving."

In the Regions are Dave Kimball, Northeast; Joe Cullen, Southeast; Frank Hjort, Western; Jim Rouse, Pacific Northwest; Stan Joseph and Stan Broman, Southwest; and Dan Davis, Midwest.

Drew Chick is at the Eastern Service Center and John Henneber-

ger is at the Western Service Center.

Why Legislation?

"Wilderness means different things to different people," says Mike Griswold, Chief of the Division of Wilderness and New Areas of which Wilderness is a branch.

"To the local businessman it means no concessioner; to the visitor who's been seeing natural areas through his windshield for years it means getting out of the car."

The Wilderness Act has given the term a legal definition (see box).

DEFINITION OF WILDERNESS (from the Wilderness Act)

A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

Until passage of the Act, wilderness areas within the National Park System were protected only by being in a National Park or Monument.

"The Act provides added protection," explains Mike. "Congress now provides a preservation-type protection, going beyond the administrative protection an area receives as part of the National Park System."

The Act restricts use patterns and calls on management to make important administrative decisions regarding wilderness areas.

"It has helped get park people

An Example

North Cascades National Park in Washington is an example. The 505,000 acres within the park comprise a remote and wild alpine area of sharply eroded mountains, holding one-third of all glaciers in the 48 contiguous states.

The Park is flanked by Ross Lake and Lake Chelan National Recreation Areas, all located within a half-day's drive of over four million people.

Plans call for trams to transport people out of the recreation



Jim Howe

Court Reid

thinking about the whole management of wilderness," says Jim Howe.

"Planning for use and management of wilderness must be closely correlated with the planning of other uses of the Park so that a balanced plan exists and offers opportunities responsive to the differing interests, abilities, and needs of visitors. Plans for use can be conceived which will provide for optimum use based on carrying capacity with the least impairment of wilderness values."

areas and up to the ridge tops, thus minimizing intrusion into the back country yet promoting "public access, use and enjoyment..."

This will enable the majority of visitors to at least see the Park, while a small percent will go beyond the tramway and hike into the mountains.

"Wilderness designation, as prescribed by the Wilderness Act of 1964, assures for the American people of present and future generations the benefits of an enduring resource of wilderness," concludes Jim Howe.

EEO AND THE FEDERAL MANAGER

"I'm highly optimistic about the EEO Conference," says Jeanne Randall, WASO's new chief of the Division of Recruitment and Employee Evaluation.

"Many positive action plans to implement equal employment throughout the Service resulted from this Conference. I share Director Hartzog's hope that EEO will be recognized as a part of our existing operations rather than an add-on feature of existing programs."

Prior to her appointment as college relations and recruiting officer last July, Jeanne held positions in the Civil Service Commission and HUD. She has a bachelor's degree in business and has

Jeanne Randall



done graduate work in law enforcement.

Bill Ellis



"I am the link between promises and results," explains Bill Ellis, the new EEO officer for NPS. A graduate of South Carolina State, he comes from the Bureau of Commerce, and previously had been with the Manpower Planning Office of HEW.

Bill's responsibility is to see that the NPS thrust towards equal opportunity gains momentum and reaches the actual job applicant.

"Anyone personally seeking EEO, or those with suggestions, are welcome to call me at 202--343-5432," he adds.



"Our problems are a little different from the Park Service's, so our solutions will be different too," reported park concessioners Tom Murray (left), Al Donau (middle) and Trevor Povah (right). Tom is general manager of Utah Parks Company; Al is general manager of Glacier Park Inc.; and Trev is

president of Hamilton Stores at Yellowstone.

"The strictures we've had were mostly dictated by physical limitations and the remoteness of areas," they continued. "It's been de facto discrimination, not policy. But we have a great opportunity to work together and solve these problems—and that's what we're here to do."

Remarks by NICHOLAS J. OGANOVIC, Executive Director, U.S. Civil Service Commission, at the NPS training conference on equal employment opportunity, January 18, 1971.

We want to set the record straight about the direction of our EEO Program, and give you a progress report to back up what we say.

No more important task faces you as managers and personnel officials than the assurance of true equal employment opportunity—not just something called an EEO program, but achieving equal employment opportunity in every aspect of personnel management for all persons regardless of race, color, religion, sex, or national origin.

We can't give lip service. We have to give real service.

We can't deep down think that the problems of minority employment are not due to discrimination but rather to something lacking on the part of the Blacks, or the Mexican Americans, or the Indians, or that women really belong in the kitchen or at best behind a typewriter.

And, moreover, we can't condone racism and discrimination through silence and non-action on our part.

What do we expect of you as agency officials, and what can you expect of us in our EEO Program stewardship role?

Let me start first with us. You are going to find total commitment from the commissioners, from the executive director, the EEO staff and the entire CSC staff—commitment to real action on equal employment opportunity.

The President has given us the tools to do the job. We have the strongest and best and most explicit Executive Order ever issued by a President on Equal Employment Opportunity.

We have the total backing of the White House. Now the job is ours and we won't be able to complain

that we didn't have resources, that we didn't have backing, or that the people in authority really didn't mean it. They do.

What CSC Is Doing

Based on the President's approval of the Commission's recommendations, we authorized agencies to maintain statistics on minority employment on ADP Equipment.

This will permit each agency to develop effective systems to keep current on the status of minority employment without resorting to large scale periodic surveys, the results of which are very quickly outdated.

We now collect Governmentwide minority employment data semi-annually, and are presently consolidating agency reports on the November 30, 1970, Census of minority employment.

Shortly after the President signed the Executive Order, we directed agencies to include in the rating of supervisors an evaluation of their performance in the area of equal employment opportunity.

We have issued guidance for developing incentive programs to stimulate and reward managers and others for exceptional performance in achieving equal employment opportunity.

New training programs are being aimed at Federal managers on their EEO responsibilities, and as an assist to this effort we are producing two training films which will be made available to agencies shortly.

We directed agencies to develop action plans, specific in detail, to carry out the new directions in equal employment opportunity at headquarters and in the field.

Through the plans, the agencies outline the steps they will take to assure equal opportunity progress. The plans also give us a basis for evaluating agency progress.

We have assigned responsibility for direction of the Federal Women's Program to the director of equal employment opportunity in each agency. This raises the attention

level of the program and assures that actions on equal opportunity will thus relate to all employees, including women.

Upward Mobility

Another important step underway is advice to agencies on upward mobility for employees. Almost 20% of the Federal work force is minority group. However, most of these employees are concentrated in the lower grade levels and we must provide opportunities for necessary training so that they will have an opportunity to move to higher grade levels.

The Public Service Careers Program established the machinery and provided support—spaces and money—to improve employment opportunities for the disadvantaged, improve upgrading opportunities for lower-level employees.

In November, the White House announced a 16-Point CSC Program to improve Federal employment opportunities for Mexican Americans, Puerto Ricans, and other Spanish-surnamed Americans.

We have a number of other actions coming down the pike. New self-evaluation guidelines on Equal Employment Opportunity will permit agencies to evaluate their own EEO progress. This effort will be supplemented by a strengthened inspection activity on our part.

Agencies Must Help

From the items I've mentioned, I believe you can see yourselves as key men and women in making EEO activities a success.

We must now commit ourselves wholeheartedly to the proposition that our performance in Equal Employment Opportunity must match the promises we have been making through Executive Order after Executive Order. These orders won't mean a thing unless those of us right in this room today give them real meaning by putting our minds and our hearts into the effort.



Nicholas Oganovic

"We can't give lip service," said Nicholas Oganovic, executive director of the Civil Service Commission. He gave the keynote speech at the NPS training conference on equal employment opportunity held Jan. 17-21 in Washington, D.C.

He was joined by Ed Shelton, director of Interior's Office of Equal Opportunity, and Newell B. Terry, director of Interior's Office of Personnel.

Attending the conference were the WASO Directorate, Field Directors and regional personnel officers, Grade 15 superintendents and their personnel officers, and representatives of Park concessioners.

Director Hartzog strongly endorsed the efforts of the conference. "Most important is that by our own daily personal example we implement EEO as our way of doing business," he asserted. "Our conscious desire for equality must become unconscious action on the part of all employees."

Newsletter on the



Move

In a December 17 memorandum on Information Standards, Director Hartzog stated that the NPS NEWSLETTER is to be the only in-Service newsletter.

Material previously included in the INTERPRETERS' NEWSLETTER and similar letters issued by the Washington Office, Regional Office and Service Centers will be included in the NPS NEWSLETTER or in other publications produced by the Division of Park Practice.

"These standards do not affect mimeographed 'in-park newsletters' or the publications of the National Park Ladies Association," the Director said.

Expanded Role

This means that the scope (but not the size) of the NPS NEWSLETTER is expanding.

Based on the Director's memorandum, the following will be included in future issues of the NPS NEWSLETTER (but not in every issue):

1) News items on all aspects of Service operations; external affairs affecting parks (legislation, cooperative activities, etc.) and park personnel (Civil Service announcements, etc.); and subjects of more specialized interest but of Service-wide importance.

2) Feature stories analyzing NPS programs and policies, both in Washington and the Field.

3) Feedback, including letters and questions to management (with their replies) on park and personnel matters.

4) Special profiles on people who make unique, inspiring or otherwise noteworthy contributions to NPS.

5) People on the Move.

Our staff is small so we do need help—particularly from the field. May we hear from you?

The training schedule printed in our last issue contained several errors. The corrected version below shows some different dates. Four courses have been eliminated.

Revised Training Schedule for Balance of FY 1971

MATHER TRAINING ACADEMY (Phone: 304/535--6371 Ext. 215)

Dates	Course	FY71 Trng.	
		Booklet- Page No.	Program Code
Feb. 7 - 11	Managerial Grid, Phase I, Eastern U.S.	11	13203
Feb. 22 - 26	Introduction to Supervision	New	13303
Mar. 1 - 5	Administration for Line Managers	11	13204
Mar. 8 - 19	Communications: WRITING	22	14303
Mar. 21 - 26	Managerial Grid, Phase I	11	13203
Mar. 22 - 26	Ecological Factors in Park Management	5	11201
Mar. 29 - 31	Environmental Management Seminar	12	13205
Mar. 29 - Apr. 9	Park Management	13	13209
Apr. 26 - 30	Communications: VISUAL AIDS	22	14301
May 3 - 14	Military Arts Course	New	12001
May 17 - 28	Communications: SPEAKING	22	14303
May 17 - 21	Fundamentals of Training (for Trainers of Seasonals)	8	11701
June 7 - 19	Law Enforcement Training (Seasonals)	New	11550

ALBRIGHT TRAINING ACADEMY (Phone: 602/638-2416-17-18)

Dates	Course		
Feb. 1 - 5	Narcotics Workshop	6	11501
Feb. 17 - 19	Environmental Management Seminar	12	13205
Mar. 1 - 5	Resource Maintenance Seminar (Revised)	13	13207
Mar. 15 - 26	Seminar for Law Enforcement Managers	New	11502
Mar. 29 - Apr. 2	Introduction to Park Planning	6	11401
Apr. 5 - June 4	Introduction to Park Operations	16	14103
Apr. 19 - 30	Administrative Workshop	13	13208
May 10 - 14	Fundamentals of Training (for Trainers of Seasonals)	8	11701
June 7 - 19	Law Enforcement Training (Seasonals)	New	11550



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