

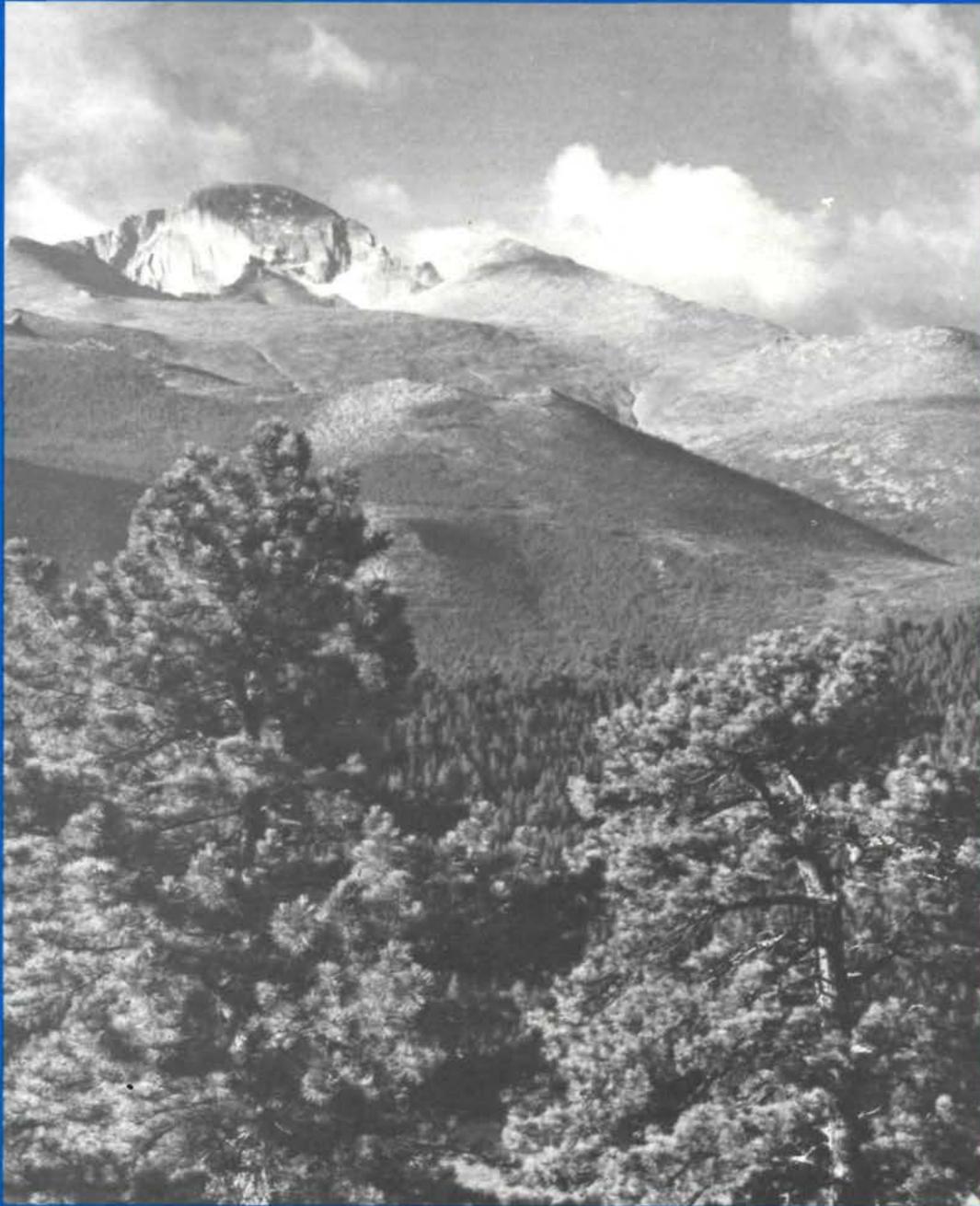
# RANGER

The Journal of the Association of National Park Rangers

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Vol. X, No. 3

Summer 1994



**Compelling Stories: Compellingly Told**

# Letters

**Editor:**

I was interested in your article in the Spring 1994 issue of *Ranger*.

Times have changed, re: "The Top 10 List: Reasons Why You Can't Do That," (By Bill Gabbert, Indiana Dunes).

Back in the good old days when I first entered the NPS, and for years later, when one wanted to do something different, especially when he could see a need for a change, the expression repeated by so many was "that isn't the way we did it at Yellowstone."

I have not heard that in years. Thank God, times have changed. The old Yellowstone clique does not have that much influence anymore.

I hope to see more articles like yours in future issues. Best wishes.

— George W. Fry  
Retired Deputy Director  
Southeast Region

**Editor:**

I wish to thank Bill Wade for his letter to Bill Schenk concerning human resources that appeared in the latest issue of *Ranger*. I appreciated that you took the time to provide such a thoughtful, yet concise, statement of the challenge the NPS faces to correct deficiencies in supervision.

For all our concern for the "family atmosphere" of our organization, I have frequently been appalled by the skill level of many NPS supervisors. Even though we need to place greater emphasis on quality training in supervision, you "hit the nail on the head" with your analysis that the problem represents a failure in line management. As generations of "poor supervisors" rise in the ranks to become managers, the problem compounds and multiplies. The para-military traditions of the National Park Service contribute additional obstacles to positive working environments.

So often front-line employees with legitimate concerns over the quality of the supervision they receive become the "villains" in the organization if they express their concern. We should strive to use that concern via focus groups or some other method for developing positive changes to the work environment.

As a member of the region's Interpretive Skills Training Team, I agree that a similar effort in supervisory training would prove beneficial. Any such effort

should strive to incorporate the best ideas available from the private sector in creating and maintaining positive work environments. Too often we suffer from a myopic view of problems without benefiting from the vision of others outside our organization.

I recently pointed out to Bill that the excellent "Interpretive Operations for First-Line Supervisors" training course at Mather has become a benefiting account course. I realize that Mather has to stretch its training dollars, but that course seemed an unfortunate target.

In addition to addressing the problem with innovative supervisory training opportunities (including excellent private-sector courses), formal development programs, and mentoring, the managers of our organization should be held accountable for ensuring high standards of quality in the supervision provided front-line staff. They need to accept their responsibility for leading the way toward excellence in supervision.

Sorry to get so long-winded, since your letter to Bill provided him such an excellent basis for action. Your comments hit home, since I have experienced less than desirable work atmospheres at times in my career caused by people who lacked a basic aptitude and the skills for supervision.

Thanks again for expressing what I feel is a commonly held view within the National Park Service.

— Tom Richter  
Interpretive Planner  
Midwest Region

**Editor:**

I like the new format of *Ranger*. Keep up the great work.

— Nancy Wizner  
Capulin Volcano



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# RANGER

The Journal of the Association of National Park Rangers

Vol. X, No. 3 Summer 1994

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

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

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

## Submissions

Prospective authors should contact the editor or editorial adviser before submitting articles. Editor, Teresa Ford, 26 S. Mt. Vernon Club Road, Golden, CO 80401, (303) 526-1380. Editorial adviser, Bill Halainen, 640 N. Harrison St., Arlington, VA 22205, (703) 522-4756.

## Deadlines

Fall issue ..... Aug. 1  
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Submit copy to editor on computer diskette in WordPerfect or Microsoft Word format.

## Change of Address

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

## Advertising

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

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Cover: Longs Peak towers above Rocky Mountain National Park. NPS photo. See page 8.

## President's Message

Many times in the past few years, this column has discussed the increasing respect with which the Association of National Park Rangers is viewed. This respect was once again demonstrated during my recent visit to Washington to meet with some of our cooperators, as well as to present testimony on two pieces of legislation dealing with various aspects of national significance for additions to the National Park System.

This Association is increasingly sought for its views and opinions on a wide variety of issues facing both the National Park System and the National Park Service. Perhaps the best measure of the respect given to us is the ever increasing requests for our participation, involvement and advice in park and employee issues.

There are two notable organizations where this occurs. First is the Congress of the United States. Congressional staff members are very interested in our ideas and comments on a wide variety of issues, whether in informal discussions or for actual testimony. And, Congressional members themselves pay attention to our comments.

The second group with whom ANPR is increasingly involved is the conservation community. There are many joint discussions regarding System and Service issues between ANPR and the conservation community. Several of these have led to joint activities between us. These will only continue to increase and expand.

With this increasing respect and acknowledgment comes the price of being truly professional in our external activities and comments.

To date, we have an exemplary track record. However, all of us must be constantly aware of and alert to avoid any evidence of partisanship, of presenting less than the professional image in both our deeds and our words. Vigilance in this is the key to the Association continuing to be highly regarded by those with whom we are involved.

There is a second item I want to discuss in this issue of *Ranger*. You will note elsewhere in this journal a fairly long and detailed description of our comments and actions in the section entitled "Association Actions."

Recently, several people have suggested that the section is too long, that we could paraphrase and synthesize our formal comments and testimony. I disagree with this notion for two reasons. First, *Ranger*, the Journal of the Association of National Park Rangers, is

our public record. This is where we formally record and document our activities and actions.

More importantly, I believe running the full text of what we say and do is of critical importance for all our members. We are a diverse and widely scattered group.

There is no easy way to directly communicate with all our members but in this journal. I think we would be doing our membership a disservice by not publishing the complete text of our comments.

ANPR members need the opportunity to read and review for themselves what is being said and done on their behalf. □

*"To date, we have an exemplary track record."*



## Association Actions

### Downsizing

ANPR President Rick Gale sent the following letter March 30 to Secretary Babbitt regarding growing field concerns about FTE constraints:

"The Association of National Park Rangers believes the current situation regarding the downsizing of the federal work force through the use of FTE reductions needs your immediate attention, particularly as it relates to the National Park Service.

"Many of us in the field are receiving mixed signals as to the intent of the current streamlining and downsizing efforts. On the one hand, Assistant Secretary Frampton and Director Kennedy have stated that the parks will be strengthened as a result of streamlining central office functions and that the NPS may, in fact, be spared significant FTE reductions. On the other hand, the Department's Policy, Management and Budget office has mandated significant FTE reductions over the next three years beginning with the current fiscal year. Needless to say, this has caused considerable confusion and anxiety throughout the agency.

"The impact of using FTEs to reduce the size of Interior's work force will be twofold. First, in order to cover existing FTE shortages in central offices, FTEs will inevitably be taken from the parks. This is especially disconcerting to field personnel as most parks are currently hiring seasonal staff for the upcoming visitor season. Secondly, parks may find themselves in the position of having the money to fund positions, but not the FTEs. Worse, some regions have now mandated a hiring freeze even for seasonal positions. It is certainly ironic, given this Administration's support for increased operational funding of parks in the fiscal year 1994 budget, that positions for which funding is available cannot be filled.

"The other issue is the likelihood that, as central office positions are reduced, many incumbents of those positions will be transferred to field operations. While these individuals are honorable and dedicated employees, many simply do not possess the skills and competencies necessary for field operations. We have, once before, seen the results of the mass movement of central office personnel into the

field; by and large the result was extra layers of management assistants, deputies and sundry other managerial positions, few of which really contributed to assisting the on-the-ground protectors, interpreters and maintainers.

"The Association of National Park Rangers is on record as supporting the restructuring of the National Park Service. The current efforts to 'streamline' the agency are long overdue; however, we caution that this must be done surgically, not with a meat cleaver. We also heartily agree with the National Performance Report that the use of FTEs to manage the federal work force is one of the most counterproductive procedures in the government.

"We appreciate your support of the National Park Service and its programs and people. We also appreciate the fact that the reduction of FTEs is a easily understandable way for the media and the American public to 'keep count' of the reduction of 252,000 jobs in government. However, we believe that simply relying on an FTE cut is, once again, the meat cleaver approach that, in the case of the National Park System, will do more harm than good. We urge you to personally review this process to ensure that your goals for the National Park System are not being subverted by an arcane procedure which should be reinvented out of existence."

### Enhanced Annuity Retirement

President Gale wrote to OPM Assistant Director for Retirement and Insurance Policy Reginald M. Jones Feb. 4 regarding the interim rulemaking on 6(c) retirement. Here is his letter:

"The Association of National Park Rangers urges the Office of Personnel Management to reconsider its interim rulemaking regarding CSRS Retirement System for Law Enforcement Officers and Firefighters published in the Federal Register on Dec. 7, 1993. This Association believes that, since it is the intent for OPM to delegate authority to agency heads to determine what CSRS employees and service qualify for special retirement benefits as a law enforcement officer or firefighter, the agency head should also be delegated the authority to promulgate such regulations as he or she deems necessary under the provisions of Title 5,

United States Code, section 8331(c) to make these determinations.

"The National Performance Review has urged federal agencies to eliminate unnecessary regulatory oversight. We think that the Office of Personnel Management should be in the forefront of that effort. Delegation of full authority for 6(c) determinations to the agency head would be in concert with the mandates of the National Performance Review."

### National Performance Review

Some time ago, ANPR President Gale wrote to Vice President Gore about several changes which should be considered as part of the National Performance Review. On Jan. 31, Gale received the following letter from Elaine Kamarck, senior policy adviser to Vice President Gore:

"Thank you for your letter to Vice President Gore about reinventing government. He has shared your letter with the National Performance Review staff. We appreciate the benefit of your views and suggestions about the National Park Service, how it can be improved, and the model its emergency response capabilities can provide for other federal disaster response activities.

"The ideas in your letter were quite pertinent to the work of NPS and coincide with several of our recommendations to the Department of the Interior. Two NPR recommendations dealt with improving administrative support within the Department by consolidating administrative and programmatic functions and by streamlining management support systems. We have also recommended improving the Department's land acquisition policies by modifying the process for determining land acquisition priorities and procedures. The National Park Service is an integral part of the Department's implementation activities for these recommendations. In addition, the NPS recommended that the National Park Service be allowed to raise additional revenues and to use a portion for investment in park infrastructure. The NPS also made recommendations to improve Federal Emergency Management Agency (FEMA) disaster response activities, several of which have already been incorporated into the agency's operating guidelines.

"As I am sure you are aware, Secretary Babbitt is dedicated to making the De-

partment of Interior 'work better and cost less' and to working with employees in a successful partnership to achieve reinvention goals. I hope you will continue to take an active role in the Departmental and National Park Service reinvention efforts by sharing your insights with others who are actively engaged in the process there. Again, thank you for your recommendations."

### Paleontological Resources

President Gale sent the following letter Feb. 12 to Senators Jeff Bingaman, D-N.M.; Dennis DeConcini, D-Ariz.; Hank Brown, R-Colo.; Ben Nighthorse Campbell, D-Colo.; Harry Reid, D-Nev.; Diane Feinstein, D-Calif.; Byron Dorgan, D-N.D.; and Nancy Kassebaum, R-Kan.:

"The Association of National Park Rangers is comprised of 1,700 members who are entrusted with and committed to the care, study and protection of the natural and cultural resources contained in the National Park System. A major concern of the Association is the protection of these resources from commercial or private exploitation on all public lands.

"Therefore, we respectfully urge you to join with Senator Max Baucus in his efforts to introduce and enact strong legislation to protect from exploitation vertebrate paleontological resources and sites on this nation's public lands. Senator Baucus' proposed legislation will ensure that significant vertebrate paleontological resources will be held in trust for the people of the United States.

"There is effective federal law protecting cultural and archeological resources. In particular, the Archeological Resources Protection Act of 1979 (Public Law 96-95) and its recent amendments, provide reasonable and sound protection of these important public resources. Unfortunately, there is no adequate federal protection against exploitation of economically lucrative vertebrate paleontological resources. These resources, obviously, are not renewable resources. Once they are gone, they are gone forever. Vertebrate paleontological resources, belonging to all the American people, are increasingly being illegally collected in parks and on public lands."

*Members in the states listed above are strongly encouraged to write their respective Senators and ask them to sup-*

*port Senator Baucus' legislation.*

ANPR has shared this letter with the National Park Ranger Resource Protection Fund, and, through the fund, to the Fraternal Order of Police. Their members will also write letters. This is an important piece of legislation and your help is needed to round up co-sponsors.

### FY 95 Budget Request Testimony

Outgoing ANPR Vice President Karen Wade appeared before the House Subcommittee on National Parks, Forests and Public Lands on March 1 to testify on the Service's FY 95 budget request. That testimony was based on contributions from several members; it was also read by a half dozen people, none of whom saw anything amiss with any of the facts or comments contained therein.

One comment, however, served to set off a tempest in Alaska. Her observation that rangers there sometimes have to deal with "locals with frontier mentalities who scoff at rules and regulations" raised the ire of some of the more sensitive locals and led to a column or two in the *Anchorage Daily News*. It also led to a supportive and on-the-money reply from Chip Dennerlein, NPCA's Alaska regional director. The brouhaha has since subsided.

Here is the complete text of Wade's testimony:

"Mr. Chairman, thank you for the opportunity to testify in front of your subcommittee on the National Park Service's fiscal 1995 budget request. Neither Rick Gale, the president of our Association, nor Bill Wade, Rick's vice president and a frequent witness before this subcommittee, could be here today and extend their regrets.

"I am Karen Wade, the 'other' Wade and 'other' vice president of the Association, and am here on annual leave from my current position as acting deputy director for the Service's Mid-Atlantic Region.

"Although our organization has appeared before you many times, I would like to begin by briefly restating who we are and what our relationship is to the National Park Service. ANPR, which was formed in 1977, is a professional organization comprised of over 1,700 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 support the National Park Service and National Park System.

"Mr. Chairman, although we have many concerns and comments about the proposed 1995 budget for the National Park Service, we will be focusing today on three areas of particular concern to us — employee benefits, resource protection and park operations — and will defer to our very good friends in the National Parks and Conservation Association, who will be addressing other budgetary issues.

"I would like to begin by presenting a field perspective on the Service's budgetary problems, particularly as they pertain to the issues that we will be concentrating on today. In my 'normal' life, I am superintendent of Wrangell-St. Elias National Park and Preserve in Alaska, which, at 13 million acres, is the nation's largest park. Since it is the park I know best, I will use it as an example of the impacts that are being felt in parks throughout the National Park System.

"In this great northern kingdom, our ranger work force of seven deals with threats to park resource values generated by one million acres of dispersed inholdings upon which timbering, hunting, mining and commercial activities of all kinds take place. The nation's largest wilderness is also riddled with potential RS-2477 rights-of-way claims. That means that — in addition to a gun, a fixed-wing pilot's license and a smile — each of our rangers carries with him a huge roll of land status maps, a copy of ANILCA, and several sections of the Code of Federal Regulations.

"Mr. Chairman, we have one ranger for each of three four million-acre districts; these rangers are the sole trained law enforcement officers in their areas, the eyes and ears of park protection, and the only individuals with regular contact with hunters, guides, wilderness recreationists and resident communities.

"In order to protect park resources, these rangers need trained backups to ride shotgun while they patrol for poachers and contact locals with frontier mentalities who scoff at rules and regulations; they need other rangers who'll take their places when they need weekends off to buy gro-

ceries 200 miles away in Anchorage or take vacations; they need seasonal rangers to help them attend to many other duties that go begging for lack of sufficient hands; they need modern equipment and resources to help them do their work; they need quality housing and pay and benefits commensurate with their skills, training and incredible dedication. We must have a budget that will permit us to do all these things.

"I would be both remiss and unjust if I did not first extend a strong 'thank you' to the current administration for its concerted efforts to remedy many of these problems, particularly in view of the current fiscal climate. They have displayed a level of concern with and commitment to resolution of these persistent problems that we have not seen in quite some time. They have worked hard to maintain open channels between employees and management. We have had the opportunity to meet with them on a number of issues, and have been pleased with their response to our concerns.

**Operational Funding** — "The 1995 budget request contains an additional \$32 million for operations. About \$12 million of that will be used to provide a two percent, across-the-board increase to parks; the balance will go to programs at specific parks.

"While we certainly appreciate the increase, which will help patch the roof, it will not repair the foundation upon which the System must stand. It will not make parks whole. We are not, of course, alone in our budgetary dilemma, and do understand that we must shoulder the same burden as other agencies. Still, there are ways to improve the situation. Increased revenues are a possibility; Director Kennedy is working hard on partnership initiatives, and there's also the possibility of additional funding from entrance fees and concession operations. NPCA will be talking about some of these prospects. But there's another alternative, one which we've been arguing for some time — that is, getting 'back to basics.'

"We need to determine and focus on our true priorities; at present, there's no coherent, Servicewide system for rank order allocation of appropriations. It is, for example, a clear and unacceptable imbalance when the 50 percent of the land

base in the System located in Alaska, receives only three percent of the NPS operating budget. Many areas, both old and new, still lack very basic infrastructure to manage the resources. The medical term 'triage' comes to mind. The dictionary definition is almost perfectly applicable: 'The sorting of and allocation of treatments . . . according to a system of priorities designed to maximize the number of survivors.' Systemwide, we continue to undertake a lot of 'nice to do' projects, while 'must do' matters such as resource protection, research, adequate pay, and infrastructure repair in parks remain underfunded.

"Part of this process of triage includes strong controls on admission of new units to the National Park System. Under present budget and FTE caps, the integrity of the National Park System, the world's premier park system, is being compromised with the addition of every 'park barrel' site, every thinly-disguised urban renewal project, every local booster's pet park proposal. Funding and staff must be culled from elsewhere to manage them, thereby further stressing parks with true national significance. Congress must pass legislation, such as your National Park System New Area Study Reform Act and elements of Mr. Hefley's NPS reform bill, which will establish legal requirements for park studies prior to authorizations. The Service must revise its current thematic study to dramatically limit the number and type of areas which we deem appropriate for inclusion in the System. Alternative mechanisms at the state and local levels must be found to protect some of these areas, which are important but not of national significance. We can assist, but we cannot assume responsibility in perpetuity.

"We also need to focus on the nuts and bolts of operating parks, including basic facilities for all of them. While we'd love to see every park have modern, state-of-the-art buildings, we are also realistic. We need to protect the parks, serve the visitors, and take care of the caretakers before we start talking about multi-million dollar visitor facilities in only a few parks at the expense of others.

"We support construction and land acquisition that is essential to resource protection and visitor service at a level where

operational funding can be maintained. It's important to remember where the money to fund add-ons for new facilities comes from under the current budget cap — that is, from elsewhere in the NPS budget, often from operations. Every dollar that is added to the construction budget reduces operational funding for the parks. This means fewer seasonal rangers and maintenance workers, which means fewer patrols, fewer interpretive programs, and less basic maintenance of the parks. Once a new facility is opened, moreover, we have to provide staff and operational funds from existing resources — new facilities don't come with new money or new positions.

"Finally, a word or two about the current 'streamlining' of the agency, which is being done largely for budgetary reasons. We all know that the NPS has grown disproportionately at the central office level, but we also believe that extreme care must be exercised in restructuring and funding these offices. In the past, large central office staff reductions often resulted in the wrong positions, and certainly the wrong people, being sent out to the field. We certainly don't mean to imply that central office staffers lack competency or ability, but few have had any park experience and many have very little desire to work in parks.

"Moreover, dramatic reductions in some regions will have their greatest impacts on the smaller park areas, where current budgets consisting of up to 95 percent personal services already. Any additional demands on these areas without increased operational support will be devastating. These kinds of areas *must* be supported by expertise located where service can be easily delivered. It would be ironic indeed if our efforts to help the parks instead presented them with additional burdens.

**Employee Grades, Pay and Professionalism** — "In 1989, this Association conducted a study of the status of ranger pay and benefits Servicewide and produced a report on our findings. That report, which came to be known as the 'endangered ranger' study, led in part to hearings of the same name before your subcommittee in the summer of 1990, and has since led to a number of very significant developments within the National Park Service.

Before addressing those developments and their associated funding needs, we would like to express our very sincere thanks for your strong and continued support of fair pay and benefits and strong professional standards for National Park Service rangers, resource managers and other field employees.

"Serious undergrading has been a major problem in the ranks of rangers — the Service's largest profession — for many years. Ranger Futures, a major initiative to remedy this problem, has been approved by the Department, and the requisite funding — the amount in the budget request, \$18 million, is a conservative, low-end estimate — has been approved by both the Department and OMB. Ranger Futures is scheduled to go into effect on June 1. It is absolutely imperative that we receive the full \$18 million if we are to succeed in our prolonged and concerted efforts to 'fix' the ranger profession without taxing the parks well beyond their ability to pay for the needed changes. We will, in fact, need additional funds, as the sum contained in the budget does not cover upgrades for seasonal employees. We ask that you do what you can to help ensure that this amount is appropriated in full, and that it is managed to assure that it goes directly to the field, not chewed up bit by bit to fund other projects and offices — a not infrequent fate of line appropriations.

"One 'real world' note might be in order here. We understand and can appreciate the reasons why congressmen and women are interested in projects that affect parks in their districts. It might be worth noting, therefore, that Ranger Futures will benefit rangers in every district with a park nationwide.

"Similarly, we need to assure funding for the resource management professionalization initiative, which is designed to increase the number and expertise of natural and cultural resource professionals in the field areas of the System. As you know, many reports and studies have indicated that the NPS sorely lacks the expertise necessary to protect and manage our resources, and we agree. This initiative will help put those specialists on the ground, which is even more critical now than before due to the loss of much natural resource management expertise — in the form of NPS scientists —

to the National Biological Survey. The funds actually received in the FY 94 budget were substantially less than those requested and needed; we sought \$14 million and 200 FTEs, but received just under \$8 million and 125 FTEs. The FY 95 request is for just over \$4 million and 71 FTEs. While we appreciate the increases, preliminary estimates are that we may need at least 1,200 professional and support FTEs for resource management to work effectively at the park level.

"If we are to truly professionalize the resource management and resource stewardship function of the NPS, we need the funding to hire the best people to do the jobs, and we need to put people in the field. The recently-completed Natural Resources Professional Development Program outlines a strategy for organization, career ladders, recruitment, training, and professional development of resource professionals, but it is only a 'paper' plan unless we have the funding to make it a reality. The resource professionals hired under this initiative will complement park rangers, who will be receiving additional resource orientation and training under the Ranger Futures program. Rangers will continue to provide resource protection as a primary function, and will also serve as the eyes and ears of the specialists. The specialists will develop and direct the technical aspects of the inventory, monitoring and mitigation programs needed to understand our resources, restore them when disturbed, and reduce additional degradation. But we will not be able to accomplish these ends without adequate funding!

"We also endorse FY 95 allocations for housing, and appreciate the efforts of the Department, headed by Chief of Staff Tom Collier, to improve housing Servicewide. Such appropriations must continue. The Service and the Department are also looking at additional sources of funding for housing, and will be proposing legislation to provide them with the necessary authorities. Legislation to provide rental relief to employees in high cost-of-living areas and grant land management agencies the authority to use new and creative ways to support housing has been introduced in the Senate; as you know, we strongly support this bill, and hope that some version of it will pass this Congress.

"The FY 95 request also contains \$6

million to begin converting NPS temporary employees to permanent status, a move allowing them to qualify for federal health and life insurance benefits. We have long proposed legislation to provide such benefits to temporaries, and support the agency's efforts to do right by its seasonals.

**Resource Protection** — "The final area we will address today concerns resource protection. The 1995 budget request does not contain adequate amounts to fund our growing battle to protect America's natural and cultural resource heritage.

"Market hunting and collecting are making serious inroads on park flora and fauna and show no sign of abating. Organized rings are poaching, among many other things, trophy animals (particularly large mammals), bears (for their allegedly medicinal parts), ginseng, mushrooms, mussels, fish, insects and palmetto fruit. Many of these species are rare, threatened or endangered. Some are found only within park boundaries. Their rarity unfortunately raises their value on the commercial and black markets. According to a study conducted by the NPS, over 100 different species of wildlife are being illegally taken from 153 different units of the System. These illegal takings are believed to be a factor in the decline of 29 species, 19 of which will likely disappear from their host parks if these poaching trends continue. The study also showed that about 90 species of plants were being poached, and that 20 of them are federal and/or state listed endangered, threatened or candidate species.

"There are similar rings dealing in archeological and historical artifacts and paleontological resources. The traffic in artifacts is growing with the depletion of other private and public lands. Once these resources are lost, they are gone forever. Although nationwide figures are not available, archeologists in the Four Corners area report that about one in every four sites in that area — approximately 4,500 out of 21,400 — has been looted. Many of these sites are on NPS lands. In just one arrest last month, our Archeological Resource Protection Unit in Santa Fe seized over 600 pots, almost all from parks and other federal lands, and found evidence of hundreds of other thefts.

*(continued on page 26)*

# Compelling Stories . . . Compellingly Told

## Focused Interpretation in the Rocky Mountain Region

By **Connie Rudd**  
Rocky Mountain Regional Office

**F**ormer National Park Service Director Newton B. Drury once observed that national parks are established not solely to preserve scenic landscapes and historic places, but also to provide a greater dividend because of their unique value in “ministering to the human mind and spirit.”

Freeman Tilden writes, “The more you come to know the national parks, the more the hidden assets begin to appear. They are seldom the things the eye sees first; they are nearly never the things awedly sought.”

Department of Interior Secretary Bruce Babbitt, in a recent interview, stated:

“The other significant thing about parks is they are doorways to learning. The concept of living in an ecosystem is not something that’s been a part of our culture or education system. We have to introduce people to this reality, and the easiest way to do that is through a national park. Why? Because they are the most spectacular. It just jumps out at you.

“Nobody can go to Yosemite or Yellowstone or the Grand Canyon and come away untouched. Once you’ve seen it writ large, you ought to be able to read the fine print in your own neighborhood.”

Anatole France said, “Do not try to satisfy your vanity by teaching a great many things. Awaken people’s curiosity. It is enough to open minds; do not overload them. Put there just a spark. If there is some good flammable stuff, it will catch fire.”

Former NPS director George Hartzog observed, “We consider interpretation to be one of the most important single activities of the National Park Service.”

And current NPS Director Roger Kennedy says:

“Parks are special places for study and scientific inquiry, for education and demonstration. They contain lessons of constructive relevance about the web of life sustaining the planet and about our history as a people. We have been, and are today, motivated by grand ideals and nurtured by high hopes. The national park idea inspires the public . . . and we have an



Among the interpretive programs offered at Valley Forge National Historical Park are those especially for children. Here a park interpreter demonstrates the firing of an 18th century musket.

opportunity to make a larger impact.”

Each of these observations about our essential mission as interpreters in the National Park System begins to define the compelling stories we have to share with the world.

So then, what are these “compelling stories”? The logical extension of thematic interpretation is to focus our messages on the essential, most relevant stories each park has to tell and where they fit in a larger scientific, social or economic context.

*“The care of rivers is not a question of rivers, but of the human heart.”*  
— Tanaka Shozo

Compelling stories will challenge the audience to re-examine their own values relative to the significant resources of a particular park. Universal truths will emerge along with a greater sense of understanding *why* these resources and stories are important.

Webster defines “compelling” in two different arenas:

- ▶ forcing or driving a course of action, and
- ▶ having a powerful and irresistible effect.

Each definition is a subtle variation of the other. Perhaps the defined, essential, compelling story for each park has elements of both in the sense that a story, well told, has the potential for driving its listener to a course of action. And that same story will have a powerful, irresistible, emotional effect on the listener — something remembered for a lifetime, because the story has relevance and is told in a compelling manner.

If the message is compelling, the story relevant and the listener motivated to a course of action, it may, in fact, have a long-reaching impact that grows in significance for the listener through time, actually becoming something beyond the intended message.

This is Tilden applied, of course. Restated principles of interpretation as envisioned by Freeman Tilden in 1957 might go like this:



Acadia National Park

- ▶ The compelling story must relate to something within the personality or experience of the visitor.
- ▶ The compelling story is *not* information alone. The interpretation of the story is revelation based upon information.
- ▶ The telling of the story is an art, which combines many arts.
- ▶ The chief aim of the story and its compelling interpretation is *not* instruction, but provocation.
- ▶ The compelling story should aim to present the whole, rather than a part, placing it in a broader context of significance and relevance.
- ▶ A compelling story interpreted for a

child should follow a fundamentally different approach. And the children's "version" may be even more compelling than the original "adult" version. Compelling stories can reveal the universal. Compelling stories define the diversity of the American character. Compelling stories will touch the soul. Tilden suggests a number of universal, essential and compelling directions for focused interpretation:

- ▶ The park visitor's sensuous contact with scenic or landscape beauty — with "wildness" and its ultimate effect on human behavior.
- ▶ The adventure of the mind: the revelation of the Order of Nature.

- ▶ The human aspiration to create beautiful things, especially as represented in the artifact.
- ▶ Human conduct, or behavior, which encompasses a full range, with lessons of consequence of action or inaction.

Bruce Babbitt suggests that virtually every unit of the National Park System has a story to tell of our place in an ecosystem, with emphasis on the social aspects of an integrated environment.

And Roger Kennedy suggests the most compelling stories will encourage each park visitor to re-examine his or her own set of values relative to the resources of that park.

There are several "storylines" that could be developed within each of these areas, touching on themes of wildness, the order of nature, artifacts as representative of the human condition, human conduct, and its consequences, in a natural world.

*"There are few places left where we can come to reaffirm our part in the natural order. Rocky Mountain National Park is such a place . . . This is a place where we can rediscover our sense of wonder and awe: that which makes us human. Here we can develop a new perspective, a way of seeing things freshly, perhaps even find, by comparison, that which we have lost. This Park can become the touchstone for rekindling our relationship with the earth . . ."*

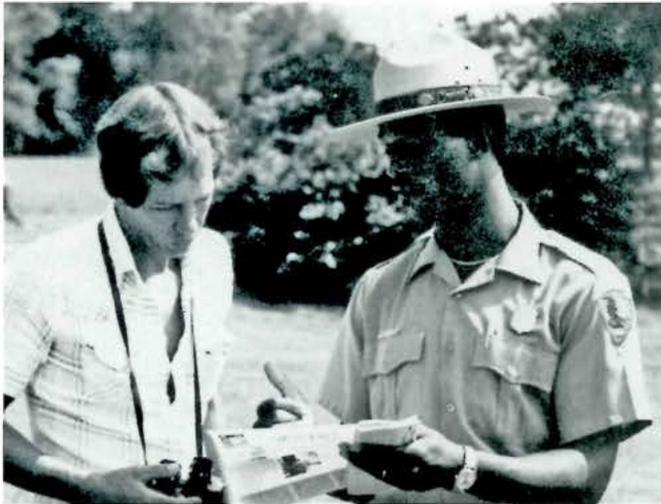
— author unknown

As story lines are developed, each should include three elements:

- This story occurs in a national park — a special place with unique values to be shared and learned.
- This story is part of a larger story. Its context is America's diverse heritage.
- This story is brought to you by the National Park Service, an agency committed to the preservation of ideas, resources and processes.

The compelling story has the potential to change a perception, a behavior, a life. It is relevant, it is significant.

How is a compelling story different from your park themes or significance statements? It may not be different. More likely, it springs *from* your park themes. Is there some idea, philosophy or concept that connects your interpretive themes? Are they related to each other? That relationship should be at the heart of the compelling story.



NPS photo

A ranger helps a park visitor.

those who serve the public and protect those resources, thereby building understanding of why it is important to preserve the tangible and intangible elements of our national parks.

Involve visitors in the process of identifying the important messages. Visitor's impressions are the core of their experience and perhaps are closer to the essential, compelling story. Ask them

• Examine the documents and extract key words and phrases. Then, look beyond the concrete definitions and interpret concepts, ideas, sincere meanings.

• Then develop a list of significant natural, cultural and human resources in the park. Compare the list of significant resources to the key words and phrases and your interpretation of the concepts and ideas. What emerges?

• As a group, develop a simple statement of park purpose(s). Park purpose is defined as the reason or reasons for which the park was established. Achieve consensus among the participants. You may be surprised at the variety of opinions voiced in this exercise.

• Develop a series of statements that summarize the park's significance. These statements should capture the essence of the area's importance to our natural and/or cultural heritage. Significance is usually related to the park's purpose, but is sometimes totally different. Significance statements usually address the "oldest, tallest, longest, only, first, last" elements of specific resources. Use the list of significant resources to help craft statements of significance.

• When purpose and significance statements satisfy every one, put them to the acid test. Ask: "So What?"

Example of Significance Statement: "The greatest density of arches in the world occur within Arches National Park." So what? Why is that important? How does that significant fact relate to a larger context? What does it tell us about the Order of Nature, human behavior, or our place in an ecosystem?

• Lastly, compare the purpose and significance statements with the park's stated Interpretive Themes. Do the themes support those two statements? Does a "compelling story" begin to take shape? □

Think of the compelling story as the song, with the interpretive themes as the verses. Each verse develops the song until it is whole, each verse is a part of a memorable melody.

Far from limiting your creative endeavors or the rich diversity of your interpretive programs, the compelling story be-

for their insights.

And our critics may intuitively understand our essence in a surprising fashion. Their criticism may be based more on "how" we administer parks, and less on a lack of love or understanding of their significance. Ask them, too.

#### Where to Begin —

The following are activities which should help identify the compelling stories.

#### The "Documents" Group Exercise:

Clues to identifying the compelling story for each park unit can be found in a number of documents. These include:

- enabling legislation and any subsequent legislation
- statement for management
- statement for interpretation and interpretive prospectus
- general management plan
- development concept plans
- resource management plan

The word "clue" is the operative word here. Rarely do these documents have a clear vision of the park's essential purpose and significance, and if the notion is there, it sometimes is not well stated.

Recent documents that represent a more enlightened approach to planning, often based on visitor experience, may have a clear statement of park purpose and significance. Those parks in the region that have benefited from the "Management Assessment" process and have developed management objectives have the fortune of clear purpose and significance statements.

Using these documents, try the following:

## Tips for Identifying Compelling Stories

### Who to Involve —

Defining the compelling story for each park cannot be a process conducted alone at a computer. The park staff must be involved in the identification, and this should include the entire staff — not just interpretation.

*"Here is calm so deep,  
grasses cease waving . . .  
wonderful how completely everything in  
wild nature fits into us,  
as if truly part and parent of us.  
The sun shines not on us, but in us.  
The rivers flow not past,  
but through us, thrilling, tingling,  
vibrating every fiber and cell of the  
substance of our bodies,  
making them glide and sing."*

— John Muir

Begin with the full interpretive staff, and then include other divisions, cooperating association employees, concessioners and partners. Identifying the essential park messages must be a process which involves many. A clear understanding of what the relevance of park resources are forms a bond among

For the complete "white paper" on Compelling Stories, contact Connie Rudd, chief of interpretation, Rocky Mountain Regional Office, 12795 W. Alameda Parkway, P.O. Box 25287, Denver, CO 80225-0287, (303) 969-2630.



Glacier National Park

## Compelling Story: The Glacier National Park Model

**Purpose**—To preserve and protect natural and cultural resources unimpaired for present and future generations

- To provide opportunities to experience, understand and enjoy Glacier National Park

- To continually commemorate peace, friendship and goodwill between Canada and the United States recognizing the need for cooperation in a world of shared resources.

**Significance** — (partial list only)

- The park encompasses a remarkable combination of accessible and visible geomorphological features and stromatolites.

- The park is the world's first international peace park.

- Glacier is a model for ecological and environmental management in the immediate region and throughout the world.

- The park is a vital link in a much larger international eco-region, which is critical to preserving biological diversity.

- The park contains outstanding examples of glaciation and active glaciers.

- Glacier contains significant Native

American contemporary and traditional use sites.

- The park contains unique ethnographic resources and research opportunities.

- Glacier provides sanctuary for a diversity of species, including threatened and endangered species: grizzly bears, wolves, bald eagles and peregrine falcons.

**Interpretive Themes**

1) Glacier National Park, surrounding federal, state and private land, and, in Canada, Waterton Lakes National Park and lands in British Columbia comprise the Crown of the Continent Ecosystem, one of the world's most intact natural areas. The conservation of these areas is a complex task requiring an informed public and interagency/private landowner cooperation through regional ecosystem management.

2) Past human activities have played a significant role in shaping the character of Glacier National Park and surrounding areas. In Glacier, prehistoric habitation is represented by archeological sites dating from 5000 B.C. Cultural resources include Native American ethnographic

values, historic lodges, chalets, mine and oil wells sites, NPS administrative buildings, the Going-to-the-Sun Road, and an extensive trail system.

**The Compelling Story (an excerpt)**

In a State of Nature . . .

Waterton Lakes National Park and Glacier National Park lie immediately north and south of the world's longest undefended border. They form what park advocate George Grinnell called the "Crown of the Continent." That open border has increasing significance as the world grows smaller and as the preservation of naturally functioning ecosystems grows more complex.

Our open international border is also open eco-culturally. The two parks share a cultural heritage of native America dating from the end of the Ice Age. The national park idea incorporates the sometimes contradictory goals of both preservation and use.

Conflicts and controversy must yield to cooperation in order to preserve this unique North American experience for the enjoyment of future generations of people from all nations.

## Vail And Resources Stewardship: A Fresh Start

By Rick Smith  
Southwest Regional Office



NPS photo

Mesa Verde National Park's ruins show the effects of natural processes on cultural resources, an argument for further integration of natural and cultural resources management.

Well in advance of the Vice President's National Performance Review, the National Park Service decided to take a hard look at what it was doing and how well it was doing it.

The result of this self-examination — the 1991 Vail symposium — produced recommendations related to resources stewardship, environmental leadership, park use and enjoyment, and organizational renewal.

During the two and one-half years since the symposium, the members of the ANPR have focused their attention on the implementation of the recommendations that came from the organizational renewal work group, an effort now known as the Career Futures initiative.

Thanks to the hard work of people such as Walt Dabney, Jim Brady, Maria Burks, Deke Cripe, Joe Gorrell and others, it ap-

pears the ranger profession will undergo rapid transformation, beginning this year, and continuing on into FY 1995.

Our colleagues in maintenance, administration and resources management have begun the same process. It is an exciting time.

What may not be as well known to our membership is that the Service is about to begin a new look at our resources stewardship responsibilities. Similar efforts are under way in partnerships and education, also.

Depending on the recommendations that these groups make to the directorate, the results may be as sweeping as the changes that we will undergo because of the Career Futures work.

I know the editor plans to ask Sandy Walter, the chair of the partnership effort, and Corky Mayo, heading the education

examination, to write articles regarding their activities. I will confine the remainder of my comments to what we are up to in resources stewardship.

On Jan. 26, the regional directors and the Washington directorate approved additional analysis of our resources stewardship issues. Work groups are looking at the following questions:

► What changes do we need to make to assure that resources stewardship is the core responsibility for every NPS employee, not just the resources specialists? This group is chaired by Jon Jarvis, superintendent of Craters of the Moon.

► How can we better integrate natural and cultural resources management? Director Kennedy's recent reorganization for the Washington office shows an associate

director for resources stewardship, not one for cultural and one for natural resources. Melody Webb, assistant superintendent at the Tetons, chairs this group.

► What kinds of strategic planning make sense for cultural resources? Can the principles of R-MAP be applied to cultural resources? Stephanie Toothman, chief of cultural resources in the Pacific Northwest, heads this group.

► How will the NPS adapt to ecosystem management? How do we make sure that our historical and cultural areas don't get lost in ecoregion management? Bob McIntosh, the associate regional director for resources in North Atlantic, chairs this group.

► Does it make sense for the NPS to take public positions on major environmental issues such as range reform, reauthoriza-

tion of the Endangered Species Act, or reserved water rights for wilderness areas? If so, what should those positions be? Bill Supernauth, assistant superintendent at Indiana Dunes, coordinates this group.

► As we move into increasing cooperation, not only among ourselves, but also with other federal, state, local and public sector agencies, how can we address our data compatibility problems? This will be crucial in ecoregion management. This group is chaired by Pam West, chief curator for the National Capital Region.

► How can we keep all this in synch with the other initiatives that Director Kennedy has launched? There are task forces working on wilderness, humanities in the parks, and who knows how many others. John Gingles, chief of the Federal Lands Highway Program in the Washington Office of Engineering, helps us keep track of all the other initiatives.

I hope you can sense that what may come out of these groups is something remarkably different than what we have today. As always, the challenge will be to keep doing the things we do well while completely changing the things that no longer serve the public policy interests of the Service. One way to doom the effort to failure is to restrict participation in the thinking process to a very small number of people.

If you have any ideas on these issues, send me a cc:mail message. (I'm listed as Rick B. Smith in the Southwest Region. If you send it to just Rick Smith, my poor colleague in the Western Region will probably get the message. He's suffered enough in his career from that name without inflicting further punishment on him.)

I can't promise you that every idea will be used; I can, however, promise that I will read every message and forward it to the appropriate chair person.

As I said at the Rendezvous, this is the best chance that I can remember to do something useful about our resources stewardship programs. I'm not very patient with people who sit around and complain about resources management. Here's a chance to make a positive contribution.

I hope I can count on you to do what ANPR members have always done. Let's roll up our sleeves and get to work. □

*Rick Smith is associate regional director, resources management, in the Southwest Regional Office in Santa Fe, N.M.*

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## Who Will Speak for Small Parks?

By Mary "Jeff" Karraker  
Capulin Volcano



This view of Capulin Volcano National Monument shows one of two cinder mining pits at the base.

Recent streamlining and professionalization processes have created questions about how the National Park Service will operate in the future. Many of the institutions we know, and know our way around will change or cease to exist.

Among those who share the challenge of working in small parks, there is a growing concern for the ability and desire of the National Park Service to fund and support the areas. In the past, smaller areas that lack the staff or expertise to deal with the myriad issues and responsibilities of modern park management have looked to regional and service center offices to provide personal assistance, extra funding and guidance. In the wake of change, uncertainty has become the companion for many small parks.

Although many of the smaller parks in the system pre-date the more dazzling "jewels," they have operated more or less on the fringe or in some cases behind the scene entirely. For so long, whether by volition or circumstance, many smaller areas have been managed for the recreation and enjoyment of the public.

This is not a new perception. Seventy-five years ago, Robert Sterling Yard commented on the idea that many of our na-

tional parks were looked upon as recreational areas, but he took exception to that:

"... the national parks are far more than recreational areas. They are the supreme examples. They are the gallery of masterpieces. Here the visitor enters in a holier spirit. Here is inspiration. They are the museums of the ages. Here nature is still creating the earth upon a scale so vast and so plain that even the dull and the frivolous cannot fail to see and comprehend."

Indeed, this relates to the mission of most areas and the dedicated longings of many employees. We have perhaps done a disservice to the visiting public by supplanting the place of local and regional parks in their concept of parks. We wonder why visitors do not know if they are in a state, local or national park. We are further confounded when they do not know that our rules are somehow different.

There has been a move of late to do more educationally, culturally and scientifically in most of the parks, a new renewal to mission, but in the new Service will the small parks be able to thrive? With uncertain support and limited funding will they continue to exist?

Through recent conversations and a mail

poll with field and regional office staff, it became apparent that the small parks are very much on people's minds. Twelve park superintendents were among those contacted for an opinion. Both natural and cultural parks in remote locations were contacted.

The expressions of deepest concern were for resources management, planning and engineering. These are fields that are so important in retaining the integrity and fabric of parks.

Complex parks have some share of expertise and experience on staff and may have the capacity to deal with new challenges that lie ahead. Smaller areas working without current inventories, plans or facilities will be hard pressed to stay afloat. Will there be a new "revised mission" for areas with less than a \$1 million budget? Will the grounds and restrooms that our visitors praise become the reason for a visit? As one maintenance employee so aptly stated with a grimace, "a flush and brush park."

### State of the Parks

Are there solutions? Managers can continue to be inventive, but the wound can sustain only a limited number of Band-Aids. This was very evident in the answers received on the poll.

Responses were received from eight of those contacted. All but one was a first-time superintendent. More than half had heard their park referred to as a training park or the more despised "dumping ground," but the prevalent mood indicated a great pride in the gains their parks had made.

Half of the areas were primarily visitor directed, but were working to put the resource first. When questioned about personnel, budget, visitation and new thrusts, parks that were barely maintaining or losing ground outnumbered the "growth" parks by a margin of two to one.

The hierarchy of needs repeatedly mentioned operational increases and staffing, and included a wish list for research, adequate visitor center facilities, full park development. Only two respondents felt their priorities were fully attainable.

Two of the parks in the poll had current general management plans, dating 1985 and 1992. The others had obsolete master plans, the oldest dating back to 1959 and these replies accentuated with bold pen

strokes, underlining and exclamation points, fairly leapt from the pages. The evidence of frustration was difficult to overlook.

### Morale

Staff morale scored a "good" and a "medium high;" other comments included "fair," "guarded," "low" and "poor." The higher morale was attributed to team work, involvement, fun, job satisfaction, good supervisory relations and attitude.

Lower morale hinged upon anxieties about reinventing government, streamlining, Ranger Futures, frustration with the continued use of FTEs as the "yardstick" for how to operate, frequent turnover of superintendents, past patterns of "regional indifference," staff apathy toward the Service, personality conflicts, and the repeatedly mentioned lack of funding and workload.

There was major concern over possible future hiring authorities and the loss of flexibility to deal with individual park needs.

### The Future

The five- and 10-year predictions for the two areas with current planning documents indicated that positive gains would be made in development, staffing and land acquisition. The other parks held a shallow optimism.

The crystal ball revolved around balanced budgets, agency direction, regional priorities, funding, redirection of park staff priorities and a complete overhaul of the National Park System. Without changes in these areas, the future was one of five-day operational schedules, custodial states, mothballing and . . . "second-class park in fact, not just thought."

One question asked whether there should be tiers of parks, doing only what the Service could afford for them to do. Most agreed that there should be "no hierarchy." "All parks should receive the dignity and consideration due an area of the National Park System."

Not all felt that each area should be managed in the same manner and that there was a need to focus on the enabling legislation. There was emphasized concern about the types of areas that have been added to the System, especially high-ticket areas for which funding magically appears.

### Solutions

The final question was a free-for-all—tell it like it is. Here are notable quotes:

► "We can't do more, anymore and we are doing the best we can, given the circumstances."

► "If the country doesn't turn around, it will be bankrupt and the Service will be low priority."

► "...steal from the military. We should be the cultural, ecological and historical equivalent of the Special Forces."

► "... the concept of 'core park' could go a long way to helping the smaller areas meet their specialized needs."

► "A few thousand (dollars) can mean a significant change, but are insignificant to large parks."

► "I am not about to argue the merits of the Presidio as a resource, just the fact that when all our Servicewide needs are laid out and prioritized, how can we agree to apply limited resources to that facility? I believe we are talking about a figure more than twice the current operational budget for Yellowstone."

► make "a couple of parks whole each year." These would be parks, where a \$100,000 or \$200,000 base increase and some FTEs would make them "well."

### Conclusion

Although this was a small poll, the replies mirrored the concern that is being heard in the work place. If there is a recent plan for the future and attention has been given to a park's basic needs, the picture is much brighter.

Still no one seemed ready to throw in the towel. There was a strong feeling of



Maintenance workers Dale Mark (left) and Phil Abeyta remove porch damaged by subsidence at Capulin Volcano. "Mission 66" houses were built on the unstable flank of the volcano.

Veronica Crane/SCA

commitment and compassion in the letters. The time may be ripe for a Small Parks Summit, though few could afford to travel to it. Shared ideas and solutions could lift morale and lessen the concern.

If nothing more, perhaps this article will bring about a dialogue. The questions remain. Is there a future for small parks? Will we fund the "look" or the substance?

In 1919, Robert Sterling Yard, in "The Book of National Parks," wrote: "The realization that parks must be developed at public expense sharpened Congressional judgment as to what areas should and should not become national parks."

It would appear that it is time to sharpen that judgment, look at and understand the enabling legislation and get on with nurturing the work force, which still must carry the responsibility for all the great and little "jewels." □

Jeff Karraker has been superintendent at Capulin Volcano in northern New Mexico for the past three years. Her staff numbers 12.

## Urban Parks: Let's Work Out the Problems

By Steve Clark  
Delaware Water Gap

It sure does seem strange that no matter where I go in the National Park Service, whether it be training, a social event, or a special event, I consistently hear rangers complaining about working in their particular urban area, and how much they just can't wait to get the hell out.

I think it's about time to look at this situation and try to come up with a good solution.

When rangers first come into the NPS, they are full of excitement and enthusiasm, and possess a strong eagerness to learn. This is the time when minds and attitudes are molded into what a National Park Ranger should stand for, if, and the word is *if*, they have a supervisor who is competent, fair and understands what a ranger stands for.

What I mean by "stands for" is that they understand the mission of the NPS, and possess sound leadership skills and abilities. All too often, supervisors and park management seem to bleed green and grey at the expense of their employees.

Sure, the U. S. National Park Service is important and should be respected, but when rangers are miserable and despise the thought of going to work, there is a real problem.

The perfect case in point is stated by a well-recognized name with the NPS, Bill Wade, superintendent of Shenandoah National Park, and winner of the 1993 Mather Award.

Last fall, the Association of National Park Rangers (ANPR) was asked to comment on a task directive regarding human resources out of the Vail agenda. ANPR's president, Rick Gale, asked Wade to reply. The following are two excerpts:

► The "single biggest problem we have in the NPS . . . is poor supervision, especially at the first and second levels . . . (W)hen people aren't being treated well and fairly by their bosses, they tend to express their dissatisfaction about many other conditions that wouldn't be seen as so significant to them if they felt they were being treated appropriately."

► A primary problem is that "we don't give people the KSAs to perform effectively as supervisors in the NPS. Then we compound the problem. We *require* people to become supervisors to get ahead. Those who are master-performers in some skill (e.g. interpretation, investigation), and who would just as soon continue to do that kind of work if they could continue to earn and increasing income, are forced to look at supervisory positions as the way to increase their salaries. This is the 'double whammy.' We lose a master-skilled employee and gain a piss-poor supervisor."

The ironic thing is that it truly does not have to be that way. If management handled park rangers working in the urban environment in a fair and equitable way, the morale of the ranger work force in those areas would change 180 degrees.

Protecting the greatest American treasures would be a job most any park ranger would want and be honored to have. The Liberty Bell, Ellis Island, Statue of Liberty, the St. Louis Arch, and other urban treasures are places where America's freedom was won and where most of our ancestors once walked.

If management would treat these rang-



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ers with fairness, allow them to attend training and listen to the problems they are facing, rangers working in these areas would be a lot happier and visitors would enjoy a more pleasurable experience.

Most national park rangers don't join the NPS to work their entire careers at an urban park. But, if supervised and managed properly, they can transfer to another park after a few years and look back on the urban park experience as one of enjoyment, mentoring and positive career development.

Allow me to express a few intricacies of what urban national park rangers have to endure if they decide to accept a chance at a permanent position, a chance we all realize is very difficult to attain. If opportunity knocks, some have no other choice, and are so dedicated to the NPS they accept the position.

**Housing:** I know rangers who are paying over \$600 a month for rent and are GS-5s. The funny thing is that the landlord is the U.S. government, which argues that it has to charge that price to stay in tune with the local economy. If that's true, pay the ranger what the local economy earns, or lower the cost of the rent.

Remember those days in college when you shared a house or apartment with five other people? Well, grown men and women in their 20s, 30s, and even 40s are sharing houses and apartments working as rangers because they don't make a fair wage to rent alone.

Some are still living with their parents. Why do they subject themselves to this? Because they are devoted to the ranger profession and to the NPS.

**Schools:** Some of the neighborhoods in urban areas are crime-infested and the schools are not as safe as they could be. We read in the papers every day about kids killing other kids. I would think long and hard about subjecting my children to an environment as violent and as dangerous as some of those surrounding our urban national park areas.

**Pay:** Recently I saw a vacancy announcement in New York City for a park ranger position with law enforcement duties, advertised as a GS-5. Is this park serious? This is 1994. I would be embarrassed to announce such a position at such a low

pay. Even a hamburger flipper at Burger King makes as much, if not more. When is this going to stop?

In a recent FLETC class, there was a ranger being paid a GS-4. Yes, a 4! What kind of message are we sending to other agencies about our commitment to excellence and our professionalism if we are still paying our protection rangers \$7 an hour?

**Commute:** In some cases rangers commute more than 200 miles to and from work. Some then have to ride a ferry. They have to do it again later in the day and then eight more times that week. I again would think twice, no 10 times, before I subjected myself to that torture.

Why not go to a three-day work week and only have to commute three times a week instead of five? That translates into 104 times a year that a ranger doesn't have to make that dreaded commute.

The 40-hour work week could be worked out, if only given a chance.

**Special Assistance:** I know of many cases where rangers and their families are on food stamps and WIC because they are not able to make a fair and equitable salary. This has to change. Most national park rangers have college degrees, have college loans to pay off, and families to raise. They certainly did not choose a career in the NPS to live on food stamps and receive free milk and cheese every two weeks.

There are other reasons why, but I think you get the picture. Why should we take such an interest in the urban park ranger? After all, I work at Delaware Water Gap NRA.

The reason is that I care about the ranger profession and the image we portray. I would like to do my small part in seeing to it that rangers are treated fairly and once again look forward to getting up and going to work.

Let's take one park at a time and develop a better way to manage its human resources. I guarantee that the cultural and historic resources will be better for it . . . and so will the men and women devoted to protecting them. □

*Steve Clark is a protection ranger at Delaware Water Gap.*



## ROAD MAP

*for my heirs  
upon  
my death*

A **new** ANPR publication

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

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## An Interview With Assistant Secretary George Frampton

Assistant Secretary of Interior George Frampton, who oversees the National Park Service and the Fish and Wildlife Service, recently was interviewed by *Ranger*. Frampton was asked a number of questions on issues of consequence to the membership of ANPR. Those questions and his replies follow.



Rosa Wilson

**Q:** This has been a year of remarkable change within the Department of Interior. We have been pleased and gratified by your attention to serious issues facing both the National Park Service and its employees, and thank you for your efforts on our behalf.

One question that persists within the ranks, however, concerns the relationship between your office and Director Kennedy's. Could you clarify that relationship and explain how the decision-making process works on key issues?

**A:** Roger and I have a good partnership. My conception of the Assistant Secretary's role is to not try to manage the bureaus, but to try to make sure that policy is going in the right direction and that the bureau directors and management have the necessary political interference run for them to get the things that we — the Secretary, the NPS Directorate and I — want to get done.

In the case of streamlining, for example, which grew out of conversations that began last September among myself, Tom Collier, Roger, John Reynolds and other top NPS officials, we are taking another look at the relationship between the streamlining agenda and Department-wide FTE reductions. The Secretary has basically directed that I supervise and approve streamlining plans for both the NPS and Fish and Wildlife Service. These are going to have to be integrated with what the Department does, as a whole, on FTE reductions.

Fish and Wildlife and NPS are two agencies which have increasing budgets in FY 94 and possibly in FY 95. They will there-

fore have additional allocations of FTEs, particularly in resource and cultural management, yet will be subject to FTE reductions as well. So what the NPS does has to fit with what the Department does as a whole, and I'm going to become more deeply involved in that process.

Some issues, such as housing, are really issues that I've not been involved in, whereas I've been personally involved with issues such as Everglades restoration and transportation planning.

What I have tried to do in the past nine months is to be involved in things where I think I personally can make a big difference, where my time can make a difference, and where issues are of importance to the Department as a whole and to the Administration. That's why I've been personally involved in south Florida, California desert, the ancient forests, park fee issues, streamlining, and, to a certain extent, the Presidio, as well as Alaska and park overflight issues.

In 1994, the Secretary anticipates making the national parks initiative one of his top one or two issues, and I expect that I'll be much more involved in different areas of the NPS than I was in 1993. We are likely to do a number of new things under the general heading of trying to establish the highest level of resource protection in the parks. Personally, I'm also very interested in a regional transportation initia-

tive, which will probably cover Yosemite, Grand Canyon, Zion, and possibly Denali and the Presidio.

We are looking at trying to identify five or six spotlight parks where we can demonstrate across the board Park Service leadership in things ranging from transportation to education, recycling, sustainable design, sustainable practices, and good maintenance practices.

I'll also be involved in California desert legislation, which is a big issue for the Administration, and in the streamlining process.

**Q:** Without doubt the issue of most concern to the NPS these days is "streamlining." We have two concerns — that staff cut from central offices will be sent to field areas irrespective of qualifications, as was done in 1982, and that some necessary park support functions will be cut. Can you speak to these two concerns?

**A:** I think it's important to make it clear that the rationale for streamlining is completely separate and apart from FTE cuts required by various Presidential directives. As I see it, the rationale for streamlining is, first, to try to make the National Park Service into a more efficient organization; second, to position the Service to meet the challenge of ecosystem management more effectively in the late 1990s and the 21st century; and, third, in the spirit of reinventing government, to attempt to try to get some of the delivery of services a little closer to the ground and to the customer.

Now, having said that, obviously what we're looking at by transferring functions and people from Washington, the regions, and the service centers to the parks is not a mashing down of everything by 15 percent or 25 percent. We're going to look at these functions individually. Some functions ought to stay centralized or be even more centralized.

Resource management, for example, is going to increase in the FY 94 budget and probably in the FY 95 budget. Some of those FTEs are slated for the parks, but it certainly makes sense for some of the specialized offices to remain centralized, to become more centralized, or to be

moved to a different centralized location. One of the reasons for that is that they provide support for the entire Service.

I think you've got to realize that when you move services closer to "the customer," the parks are not our only customers. Future generations are also our customers. How do you better protect resources for future generations? You don't necessarily deliver those services closer to "the customer" by putting people in the parks.

The trend is going to be toward decentralization, but we're determined to do this by looking at individual functions intelligently, not arbitrarily. Having said that, though, the fact is that the Secretary and I and the Director are all convinced that some major changes are necessary if we're going to meet the challenges of the late 1990s. The Secretary has also made it clear that the extent to which these goals can be achieved will be tied to the ability of the NPS to withstand its share of FTE cuts. If we can deliver on streamlining, we will not suffer as many FTE cuts.

**Q:** We continue to be concerned about our ability as an agency to protect natural and cultural resources. Our members continue to report that depredations to both are continuing, even accelerating — whether it's archeological thefts in the Southwest, poaching big game in Alaska, or ginseng and mushroom picking in Great Smokies and Crater Lake. Diminishing budgets and staff freezes will only exacerbate our ability to check this trend. Can you address this concern?

**Q:** I think the highest priority of the Administration is resource protection. Budgets are tight for everyone, but the Park Service did better than any other bureau within the Department in '94 and will in terms of additional resources in the request for '95. But the fact of the matter is that we're going to have to work a little smarter and be a little more efficient in times of limited resources if we want to do a better job on resource protection.

One of the ways to do that is through much better cooperation with other federal agencies. We're going to move ahead and try to reach memoranda of understanding with agencies with whom we're beginning to have relationships that we've never had before — the FAA, FHWA, the

Forest Service, even BLM. I think that we should seize the opportunities and try to institutionalize these relationships before this Administration is finished, as they pay tremendous dividends with very little additional cost. We have to look for more ways to do this.

The Secretary is also interested in looking at the efficiency of the law enforcement function and how it can be improved. Although it's a concern, I don't know if we have any answers as to how we can do this yet.

**Q:** We very much appreciate the strong support that you, Assistant Secretary Bonnie Cohen, Chief of Staff Tom Collier, Director Kennedy and Secretary Babbitt have given to improving employee benefits. Do you think we will be able to get the full \$18 million requested for the funding of Ranger Futures in FY 95 and beyond? How can we assure that this money goes for its intended purpose, as we're all familiar with reallocation of funds specified for one purpose to some other project?

**A:** I think there's a good chance of getting the money for FY 95. The Secretary got a lot of credit with Leon Panetta and the Vice President and the President by going in on the mark with our budget and, given the experience of last year, I think we've got a pretty good chance of getting what we've asked for from the Congress. I also have a high level of confidence that it will be used for what it's supposed to be used for because it's a very high priority for the Secretary and the Director and for me, following resource protection. When you look at the budgets for '94 and '95, you can see we're not going to back away from that priority.

**Q:** What is the status of Mr. Collier's efforts to remedy housing problems? Do you foresee housing legislation from the Department, and, if so, what will it contain? Will you support S.472 Senator Wallop's bill, when it goes to the House for a hearing? Can you address some of the concerns Representative Vento has regarding housing legislation?

**A:** We are engaged in a number of different efforts to try to figure out how to get the private sector involved in the provision of Park Service employee housing.

It's not going to be easy to do, but we're convinced that getting the private sector involved will be important if we're going to have a shot at improving housing over the next couple of years.

I don't know about housing legislation. Senator Wallop has legislation that the Park Service would be pleased to support. If we could get clearance from the Administration, it might be something we could work with and help shape. We continue to have discussions with OMB and the White House about that.

I think we have to make a better case before Congress that we don't have an agenda to build a lot of new housing in the national parks. What we're about is trying to fix the terrible housing and, in many cases, the lack of housing for most employees in the NPS. We can have better housing and new housing and new opportunities for housing which in no way negatively affect park resources. In fact, by providing a better quality of life and better living environment, we will help protect the parks. We haven't quite made that case yet to Chairman Vento, but we are determined to try to do so.

**Q:** We were very pleased to see \$6 million in the Service's budget request for conversion of seasonals and temporaries to permanent positions so that they will qualify for benefits. Do you think that we will get this amount?

**A:** I do.

**Q:** The Department has also been quite supportive of enhanced annuity retirement benefits for law enforcement rangers. Will DOI get full authority to review all past claims for benefits, and, if so, what approach will be taken?

**A:** I'm not conversant with the situation at present.

**Q:** Last December, we participated in a workshop with Rep. George Miller, chair of the House Natural Resource Committee, and Rep. Bruce Vento, chair of its Subcommittee on National Parks, Forests and Public Lands, which looked at the possibility of revisions to the Land and Water Conservation Fund which might provide more funds to the NPS and other agencies. Other changes in public lands

policies may come from this initiative. What role will you be playing in the process? What would you like to see come out of it?

**A:** The Director has established a group to look at how we might restructure and build a better constituency for the state side of the Land and Water Conservation Fund. The real purpose of this group is to look at how we might build a better public constituency for the entire LWCF program. We're going to try to come up with some ideas and initiatives that we will present to the Congress and the country. There's no question that LWCF is a brilliant idea; there's also no question that that idea has not achieved its full promise, although it's done a tremendous number of good things. We've got to figure out how to recapture the Olympic flame there.

**Q:** Senator Wallop, Representative Vento and Representative Hefley all have bills in this Congress which would require some form of study for proposed national parks before they become part of the system. We strongly endorse such legislation, as we believe that the addition of less than nationally significant areas both weakens the integrity of the system and causes us serious funding and FTE problems. Can you address this issue and tell us where the Department stands on this matter?

**A:** We haven't taken a formal position yet, but the Secretary and I are both quite interested in and concerned about this issue. I've discussed it with Chairman Vento and Chairman Johnson and with Senator Wallop. I don't know that the simple addition of park units has been quite as serious a hit on the budget as some might fear, but I think the possibility for that is serious. We certainly need to be careful that, as we move forward into new partnership heritage programs and sites, we don't get into a situation where state and local partners fail to support us in the management of these units and they end up being a fiscal drag.

We have talked quite a lot about some kind of reverse base closing commission or Gramm-Rudman approach to designing new park units where we all tie our hands behind our backs with gossamer and at least pretend that this is going to have an inhibiting influence that future Congresses and Administrations are mor-

ally bound to follow, selecting only worthy units; that is, an orderly approach to the addition of new parks. We haven't come up with a specific program or piece of legislation yet, but it's something that I think needs to be done.

I don't think any of the legislation which has been introduced in the Congress yet goes far enough. I think we need to step back and look at a more radical approach to dealing with the problem.

A commission could be part of that approach. There's no question that areas that aren't necessarily high priorities pose a tremendous problem in a climate characterized by limited financial resources, the addition of major new responsibilities such as the Presidio and California desert, and increasing visitor loads.

**Q:** ANPR will be testifying (March 1) at Representative Vento's oversight hearing on the Service's FY 95 budget request. Can you give us some insight on the budget and how you think it will fare this year? What trends do you foresee for our budgets over the next two to three years?

**A:** I have a pretty good feeling about how the budget is going to fare in '95, but we're just beginning to try to get together the request for '96. I think that when it comes down to it the Park Service is going to continue to be a high priority for the Secretary. I see no reason why the pattern of the last two years will likely change. The Secretary is very personally involved and engaged in the process within the Department, and the Park Service is faring pretty well.

Ultimately, how well the Park Service is going to fare also depends on where we are with the Clinton budget, and the prospects there are not as good. The fact is that nobody is doing that well. Within the Department, though, I would expect that the Park Service will hopefully continue to get budget increases. They're not going to be large, though — that I can predict.

**Q:** Do you see a way that we and other NPS employee organizations can be more effective in helping you?

**A:** I think that helping to communicate what comes out of the streamlining process will be important. Change is always difficult. This Administration is committed to change. Until there's a final plan, the

level of anxiety will be higher than warranted if nobody knows what's going on. Helping to communicate the details of the plan will be very important. We're going to try to do this in a way that minimizes disruption, that's fair and that strengthens the Service, but I think it's probably going to lead to a fairly significant movement of functions and people downward closer to the parks. That's going to make a big difference to a lot of people. There's no sense here that there's an awful lot of fat in the NPS. The Park Service is a very hard-working agency. This is not a matter of trimming some administrative overhead, it's an attempt to reposition the agency for challenges it's going to face in the future, doing it in a way that makes people feel more fulfilled in their jobs and more effective.

**Q:** There are lots of good, innovative ideas at the ground level in the Service. Is there a way of communicating these to you?

**A:** I'm thinking of starting my own "campfire" system. One of the things that's holding me back is that the inability of the Secretary's office to reply to all those he received is creating a feeling that he really doesn't respond. I think it's a pretty effective way of communicating ideas, though.

Any kind of communication that comes through employee associations is useful. I learned a lot just from going to the Rendezvous, and I think that your Association and other employee associations should feel very free to communicate your concerns directly to me rather than through any kind of chain of command. Since we're not managing in some sort of lock-step fashion, we might as well get the benefit of a more freeform style of management.

**Q:** One final comment. It was a pleasure to have you at the Rendezvous at Virginia Beach last fall. We continue to get very positive feedback from our members on that visit. We'd like to extend an official invitation to come out to the Rendezvous in Durango, Colo., this October; if it's in any way possible, we'd like to have you speak on Oct. 20, and take any more time available to you to informally meet with our members. Will this be possible?

**A:** I hope so. I've got it in my book. □

## Volunteer Positions Open

ANPR needs you to serve as a volunteer coordinator. Job descriptions follow. If you are interested, please write to the president or vice president of communications and representation as soon as possible. Describe briefly why you want the position and any specific ideas about how you would organize to accomplish the work.

### PUBLICATIONS COORDINATOR

Develops a short- and long-term publications program.

#### Primary Duties

- Prepares a program outline for presentation at Rendezvous XVIII.
- Presents annual plan to the Board of Directors.
- Identifies priorities (with the membership and the Board).
- Assures that projects have a prepared budget and funding analysis.
- Recruits writers/subject matter specialists.
- Works with designer/writer; and reviews and edits both text and design.
- Recruits and supervises marketing and distribution by volunteers.

### "PRO" DEAL COORDINATOR

Investigates the possibility of getting professional discounts from outdoor manufacturers for ANPR members and reports back to the Board with recommendations by Rendezvous XVIII.

#### Primary Duties

- Checks into the legality and "appearances" to avoid any legal problems or perceptions.
- Makes a list of names and addresses and contacts of outdoor manufacturers. (Rick Mossman, WRST, has a partial list.)
- Reviews recommendations with business manager as they relate to ANPR's tax exempt status.
- Contacts Barb Sharrow of the American River Management Society to see how they run their "pro" deal program.
- Depending upon the percentage discounts, checks into the possibility of a percentage of the savings going to ANPR.

### FUNDRAISING COORDINATOR

Works with the Finance Committee to develop the role for the position and a long-term funding development strategy. Presents to the Board at Rendezvous XVIII.

#### Primary Duties

- Initially the coordinator works closely with volunteer funding consultant Sue Christensen and the direction of the finance committee and treasurer.
- Coordinates activities for mailing the requests for funds to organizations identified by members attending the Ranger Rendezvous XVII.
- Future activities may include researching and writing grants and soliciting individual donations as needed to support the future goals and programs of ANPR.

### EXHIBIT/TRADE SHOW COORDINATOR

Has the responsibility of ensuring that the money generated from the Trade Show provides (1) financial support for the Rendezvous, (2) financial support for the overall goals of the Association; and (3) an opportunity for members to enhance their knowledge of new equipment and technology. Must be able to work independently and to communicate, negotiate and coordinate with a variety of individuals (vendors, exhibit companies, site and program coordinators, etc.) General guidelines (primarily time lines) are available. The current coordinator will work with the new coordinator during Rendezvous XVIII to ensure smooth transition.

#### Primary Duties

- Recruits a variety of vendors with

products that contribute to the goals of the Association. (Brochure/registration is on disk.)

- Works independently but coordinates/communicates closely with the RR advance team, annual RR site and program coordinators, property managers, exhibit companies and finance manager to ensure greatest exposure for vendors. This includes providing input to annual RR program regarding trade show specifications, such as timing/coordination of trade show and general session/plenary sessions, exhibit or sponsoring receptions, coffee breaks, donations, etc.
- May attend pre-RR site visits to ensure trade show needs are met.
- Coordinates with ANPME exhibit coordinator, as needed.
- Responsible for trade show budget, including: sets fee schedule, develops budget requests related to printing, mailing, etc., submits trade show income to finance manager and authorizes payment of outstanding debts to hotels, exhibit companies, etc.
- Has Association signature authority related to the trade show (invitations/registration, confirmations, contracts with exhibit companies, etc).
- Maintains existing mailing list of vendors (on disk).
- Identifies and notifies president of "outstanding" vendors of any given year.
- Solicits product donations from vendors for RR raffle.
- Develops ways to obtain input from membership regarding potential vendors. □



## Seasonal Insurance



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

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

## Refine the Park Service Protection Program

By Karl Merchant  
Delaware Water Gap

After reading through the most recent draft revision of the "Law Enforcement Guidelines," (NPS-9) I have come to the conclusion it is time to refine the protection program using available research in the areas of law, medicine, police tactics and learning theory.

It is time to apply current legal doctrine and available scientific research to the use of force policies and techniques.

The guidelines don't contain a clearly stated policy concerning the use of non-lethal force, the use of intermediate weapons (batons or chemicals), and practice concerning defensive tactics training.

A use of force policy can be put together using policy in the draft guidelines from 40.01, Section II; 40.02, Section IV, A; and inferences made piecemeal in the goals, code of ethics, and the suspension of commissions sections:

"The only justification for the use of deadly force is to protect themselves and the public from imminent threats of death

or imminent bodily injury."

"The only justification for the use of a non-lethal defensive equipment is in self defense, in defense of others, or to effect an arrest when either deadly force or extreme physical force would otherwise be required, or in the dispersal of an unlawful group."

This makeshift policy does not address the use of empty hand force and is dangerously reactive, repeatedly stating that force may be used only for self defense or in the defense of others. This makeshift policy says nothing about when deadly force or extreme physical force may be required because this policy says nothing about the levels of resistance that may be encountered.

I recommend including a defined non lethal use of force model (a.k.a. use of force continuum) into the Law Enforcement Guidelines. Models exist that are easily taught. It needs to be a model that will hold up under the scrutiny of the

courts. It needs to be a model that will uphold the image of the ranger.

Dr. Franklin R. Gaves and Professor Gregory Connor, writing about the proposed Use of Force Model at FLETC in the "Use of Force Model Orientation Booklet," point out that the inclusion of such policies enhances officer confidence:

"The Model allows for greater clarity and specificity in the critical conceptualization of the actual use of force. The officer more easily understands the cause and effect relationship between himself and the suspect. The pro-active nature of the Model increases officer confidence and competence through a more sophisticated format of practical assessment and response."

A use of force policy is not for second guessing rangers in the field as some have said. It puts into layman's terms what the courts expect when force is used as stated in Johnson vs. Glick (1973), Wise vs. Bravo (1981), and Graham vs. Connor (1989).

Our use of force policy should not be restrictive, but should embrace the one-plus-one theory as expressed in People vs. Brite, 9 Cal. 2d666.681:

"An officer making an arrest is not limited to that force which is necessary to overcome the person arrested, but may use such force as may be reasonably necessary to insure his own safety while making the arrest."

Our field in-service training program is also deficient. Even though the guidelines state the Service will "develop and maintain an effective program . . . using modern technological methods," in-service training around the country is a mixture of locally popular tools and techniques and war stories told by senior rangers.

Relying upon the experience of older rangers has its value only to the degree that the experience is relevant and the response correct. The Service has not been immune to the hype given the martial arts, new gadgets, and chemical toys (witness the new emphasis on OC gas).

Relying on the claims of manufacturers and their certified instructors about the use of their products has a distinct catch: the product will never fail, but *you* will in its application.

I could never master a takedown with a side handle baton. And when my c-clamp with a varjwa didn't even phase the drunk

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I attempted to control because he could feel no pain, I lost all confidence in this tool.

We should design a national program based on the most common types of resistings rangers encounter.

Albert J. Reiss, Jr. (1966), Elizabeth Croft (1973-1979), and Doug Farenholtz (1986) have published studies concerning non-lethal use of force. Although force was used in only 2 percent of law enforcement contacts, the studies indicate that the most common types of resistings are:

- resistance during the handcuffing procedure
- passive low-level resistance
- resistance while in the escort position during the arrest procedure or upon contact
- aggression in the form of punching, kicking or wrestling intended to harm the officer

Handcuffing is the most important non-lethal skill rangers perform. We should place a greater emphasis on handcuffing techniques. If a subject is most likely to resist when the first cuff is applied, the technique we teach should be quick to minimize aggression. It should have options designed for the totally cooperative, potentially uncooperative and totally uncooperative subject. It should be easy to teach and easy to practice.

The goals of our use of force control techniques should be to enhance the ranger's safety, to gain compliance, and to minimize injury to the subject (not to use the least amount of force necessary).

The techniques we choose should not rely heavily upon the use of batons, chemicals or electric charges to gain compliance. While each of these weapons has their valid use, they are not a substitute for good hands-on technique.

A baton or chemical should be used only when empty hand techniques will not be effective and when lethal force is not justified. Chemicals, once they are in the atmosphere can't be confined, and are as likely to compromise the ranger's safety as they are likely to subdue a subject.

Moreover, as Philip J. Messina pointed out after experiments with capstun and mace:

"... neither product showed itself to be consistently effective when used against highly motivated or determined attackers. Therefore we recommend that any-

one interested in buying this (or any similar) product, first receive proper training from a certified capstun instructor, along with adequate self-defense training; and be prepared to follow up the use of these products with effective self-defense techniques."

The effect manufacturers' claims have had on the protection program is evidenced in the draft NPS-9 guidelines.

Empty hand techniques and weapon techniques should match the body's capability to perform while under stress. Humans can perform gross motor skills well when their pulse rate is above 180 beats per minute. Complex and open skills max out with pulses up to 145 and fine motor skills are near impossible once your pulse goes above 150. [Refer to studies by Yerkes-Dobson Law (1908), Weinberg and Hunt (1973), and Levitt (1972) that support the inverted-U hypothesis concerning motor skill performance under varying degrees of stress.]

Research also shows that gross motor skills are learned and retained more successfully than fine or complex skills. We should teach gross motor skills that a typical ranger can perform under stress,

not just in the classroom.

Our force techniques should not require considerable aerobic and anaerobic conditioning. A ranger should be able to subdue 98 percent of the subjects with minimal weight or conditioning by using proper techniques that emphasize the use of the subjects' nerve motor points to effect stunning or motor dysfunction, regardless of the pain threshold of the subject (pain compliance techniques).

Endurance training may be required for firefighting or rescue work. However, force actions require short bursts of strength for only a minute or two.

Exercise programs such as the Meyers Dumbbell Training System (or one of its variations) should be considered to increase anaerobic strength while continuously working the aerobic systems without the stress created by running. □

*Karl Merchant is a staff assistant at Delaware Water Gap and a defensive tactics instructor-trainer certified by the PPCT Management Systems, Inc. of Millstadt, Ill. He would like to thank Bruce K. Siddle for providing information for this article.*



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# NPS Wildlife Law Enforcement: One Ranger's Opinion

By Norm Simons

Golden Gate National Recreation Area

The national parks, America's gems, have experienced an ever increasing burden from visitors flocking to them to recreate and view the magnificent scenery and wildlife.

Little do they realize the hazards faced by wildlife on all sides, which is slowly eroding habitats and depleting the gene pool.

On one hand, we are faced with environmental concerns, including industrial and/or population encroachment on our boundaries (many which are unmarked, complicating legal prosecutions), pollution that poisons our waterways and forests, contamination of backcountry soils by overuse, and poorly managed concession operations in the front country.

On the plus side, environmental concerns and media attention has allowed NPS management to obtain budgetary and other sources of funding for resource protection, and is enabling the NPS to resolve these concerns. However, another unresolved problem exists.

Wildlife law enforcement continues to be a problem in many of our national parks. While some parks have the manpower, equipment and budgets to pursue "wildlife bandits," the majority of parks do an inadequate job of wildlife enforcement due to budgetary constraints, lack of proper training and lack of support from upper management.

One current chief ranger at an eastern park recently said, "Poaching is at an acceptable level."

This attitude is unacceptable. Poor interagency cooperation further complicates the picture. Many managers are afraid of interagency involvement, due to "turf" concerns, ego or fear of loss of professional face. Further, many of the new criminal investigator positions are funded by drug enforcement money and aimed at high-profile crimes against persons. Few are designated for wildlife protection.

Our seasonal academies and the Federal Law Enforcement Training Center are constrained by budgets and fail to ad-

equately train NPS rangers in wildlife law enforcement. The FLETC program for land management agencies has been expanded to 12 weeks, but has no new curriculum for wildlife law enforcement. Having attended both the basic FLETC academy and eight weeks of LMITP and PITP, I was disappointed in the lack of overall training, especially in wildlife enforcement, ARPA and drug enforcement.

Some parks, such as Shenandoah, Yellowstone and Alaskan parks, have created special training programs or funding sources to get additional monies for wildlife law enforcement and public awareness programs.

Intelligence sharing is perhaps one of the easiest means to develop interagency cooperation, develop a data base on suspects, vehicles, M.O.s, poaching techniques (which are ever changing), and can lead to a cheap source of interagency training.

Many managers are unaware of the effects of trophy hunting on many species. Magazines, such as Sports Afield, Hunters Digest and others, with supporting documentation by many state game management agencies, indicate that many species of game animals have depleted gene pools, leaving only inferior breeding animals for propagation. Included are bighorn and desert bighorn sheep, dall sheep, moose, grizzly, wold, black bear and other trophy game animals.

This is substantiated by the Boone and Crockett Club, which has in recent years had to reduce the point system to allow other animals into the record books. Park managers in Alaska, Yellowstone, Glacier and several eastern parks have noted increases in both general hunting and guided hunts into national parks for trophy animals, which are rare outside of parks.

In Alaska, many guides have developed an elaborate system for screening their hunters to detect enforcement agents. A guided hunt for a wealthy client seeking a trophy animal can cost \$30,000. This offsets the costs of penalties if the guide is convicted of any game violations. Guides nationwide employ these and other techniques, including the use of scanners and radios to hunt, pirated radio-collar frequencies and telemetry system to hunt trophy or rare animals, infrared scanning equipment and weapon systems, and the use of homemade silencers to hunt in in-

habited or routinely patrolled areas.

In California, some of the Asian communities are using multiple cars for road hunting deer. The lead car kills a deer by shooting or running it over. The second vehicle picks it up, while a third keeps watch. If stopped, the vehicle with the deer can only be charged with illegal possession. Some of these bandits sell to restaurants, which is a growing nationwide enterprise.

More funding is needed for training and investigations. If parks are unable to provide training, other agencies will often provide training at little or no cost to cooperating agencies. The use of training videos, many that have been on television, could be used for basic instruction. Paladin Press (P.O. Box 1307, Boulder, CO 80306) publishes books on homemade silencers, bombs, poisons, high-tech poaching techniques and other subjects related to poaching activity. Personal relationships with state fish and game officers is a good way to obtain information or solicit training opportunities.

Even the best training is no substitute for good initiative and tenacity. Poaching techniques change, so it is a good idea to have other sources to contact for information. It is also important to analyze every piece of information for what it may represent.

In some cases it is equally important to determine what the suspect *didn't* do, as well as what he/she did do. Women are playing a larger role in poaching, not only as hunters, but as lookouts, concealing evidence, providing information or using/concealing weapons.

An understanding of wildlife and poaching techniques will be extremely important in presenting your case to a U.S. attorney who may have little or no knowledge of wildlife law enforcement. It must be reflected in your warrant information and in your court testimony.

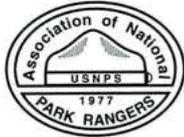
The future of NPS wildlife law enforcement is in our hands. The bandits are spending more money to prevent convictions. We need to improve our skills and technology to catch and convict the perpetrators. This means an increase in funding for training, equipment, investigations and the prosecution of the bases.

I know of a 1988 NPS/interagency Alaskan aerial poaching case that resulted in the conviction of a notorious poacher. This

significantly improved interagency relations, improved regional office support, provided public education, and to date has resulted in cessation of aerial poaching in that area where it had been an annual problem.

The cost of the training, investigation and prosecution was insignificant when compared against the benefits gained by a successful investigation. □

*Norm Simons is a park ranger at Marin Headlands in Golden Gate National Recreation Area.*



**ANPR's Second Century Club**

ANPR's Second Century Club now has 33 members. Realizing life membership in ANPR is still a bargain at any price, each life member has paid an additional \$125, matching his or her original life membership fee. The additional contribution will expand the principal contained within the life account, thereby producing increased investment potential.

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

**Second Century Club Members**

- |                 |                     |
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## Association Actions

(continued from page 7)

"Environmental crime is also a major concern. According to the FBI, it is rapidly becoming one this country's most serious problems. National parks are not immune. Among the problems we are facing are discharges of pollutants into waterways from active and inactive oil, gas, mining and other industrial operations; improper transportation and disposal of hazardous wastes and other solid wastes; illegal landfill operations; ocean dumping of garbage and medical wastes; and emission of air pollutants which exceed permit limitations.

"We must have more funding for enforcement — staff, equipment and training — if we are to have any chance of protecting what remains in our parks. We also need funding to increase our efforts — both inside and outside parks — to educate Americans on our wild resources, their value, and their peril. The Service has estimated that its most urgent needs can be addressed through a three-year program which would bring in about 200 FTEs and funding in successive fiscal years of \$5.5, \$3.4 and \$1.9 million. This proposal has twice been advanced, but has not yet made it into the Service's budget request. We would be happy to provide documentation if members of the committee are interested in the rationale for these requests.

"These are some of the main points of interest and concern that we have with the budget request, Mr. Chairman. In conclusion, I would like to reemphasize that we appreciate the efforts the administration has made to fund the NPS and to establish new priorities for funding allocations. We also fully understand the realities of current fiscal constraints. Our main interest is in assuring that the 'real work' of the National Park Service takes first priority in all decisions on where available money is to be spent, and believe that we still have quite a ways to go before we fully attain that goal."

### Heritage Area Legislation Testimony

ANPR Vice President for Special Concerns Bill Wade testified before the Subcommittee on National Parks, Forests and Public Lands on March 22 on H.R. 3707, which would establish a process for con-

trolling admission of heritage areas to the National Park System:

"Mr. Chairman, thank you for the opportunity to present the views of the Association of National Park Rangers (ANPR) on heritage areas in general and H.R. 3707 in particular.

"As you know, there is considerable interest throughout the country and within the Congress for establishing a national system of heritage areas. The concept of what actually constitutes a 'heritage area' is still evolving, so this hearing is very timely as this Committee considers the various proposals before it to establish new heritage areas.

"Our Association is very concerned with attempts to 'water down' the National Park System through addition of areas that do not meet the criteria for inclusion in the System. At least some are proposing 'heritage areas' as an alternative to inclusion in the National Park System. We support this idea in general, but do have some concerns regarding any new national system that is established.

"Our primary concern, as you might suspect, relates to funding of these new areas. Simply put, where would the funding for heritage areas come from? If a national system of heritage areas were to compete for funds with the existing National Park System, we obviously would be very concerned given the current caps on discretionary spending in the federal budget. ANPR expressed its concerns to this Committee about funding of the National Park System just a few weeks ago at the FY 95 budget oversight hearing.

"We note that H.R. 3707 would fund heritage areas through the Historic Preservation Fund and establish limits on the Federal contribution to heritage areas. We support the concept of keeping the funding source for heritage areas separate from the appropriation that funds the operation of the National Park System. We also believe that limits on the Federal contribution to individual heritage areas is imperative if a viable system is to be established. It is essential that the Federal contribution to heritage areas be limited to *initial* planning, technical assistance and possibly some development, but absolutely no operational funding. If communities come to rely on the federal government to provide operational funding for these areas, it will be very difficult

for the federal government to ever remove itself from what should be primarily a local and state government program.

"Related to this concern is our second question. Will heritage areas become just a 'back door' way for communities to eventually get an area into the National Park System? We are aware of the request from at least one existing heritage area that the National Park Service take over the operation of the interpretive program in that area. This would mean that National Park Service rangers as federal employees would be out giving the interpretive programs as they would in any unit of the National Park System. We urge that any legislation establishing heritage areas guard against this possibility. We are concerned that once the door to an operational presence by the National Park Service is opened, it will be very difficult to close it.

"Finally, Mr. Chairman, let me conclude by saying that the Association of National Park Rangers fully supports efforts to develop mechanisms for the conservation and preservation of natural areas and cultural resources that are based on true partnership between all levels of government and limit the extent of federal financial involvement."

### New Area Legislation Testimony

President Rick Gale testified before the Subcommittee on National Parks, Forests and Public Lands on April 19 on legislation for controlling the admission of new areas into the National Park System. His testimony, minus the point-by-point listing of changes in wording:

"Mr. Chairman, thank you for the opportunity to present the views of the Association of National Park Rangers (ANPR) on adding new areas to the National Park System in general, and on H.R. 3709 and H.R. 1508 in particular.

"The Association of National Park Rangers has been concerned with the proliferation of new areas of less than national significance and the impact of new areas on the operating budgets and staffing of existing units of the National Park System.

"As you are aware, the National Park Service has found itself in increasingly difficult straits over recent years. The costs of operating the ever-expanding National

Park System are increasing at an alarming rate. While it is true that the National Park Service budget has risen some 90 percent over the last 10 years, it has increased significantly less than that in inflation-adjusted dollars. The reality is that these budget increases have not kept pace with the increasing costs, including the costs of developing and operating newly established areas. At the same time, visitation to the parks and overall programmatic responsibilities have increased substantially, thereby increasing work burdens on reduced staff and affecting their ability to protect the resources and serve the visitors.

"Between 1970 and 1991, 76 units were added to the National Park System. While many of these units have true national significance, some others do not. In the 102nd Congress alone, 10 new units of the System were added without the additional funding needed to operate all of them. That means that the Service must take money to fund these areas from operations elsewhere in the System.

"The existing piecemeal approach has become increasingly 'political' with standards for national significance envisioned by Congress back in 1916 being subverted by the need, it seems, to have some type of area with the term 'national' in its title established in every congressional district. This is not a new phenomena. William Everhart, in his book, "The National Park Service," recalls that:

*"In 1916 alone, there were bills introduced for 16 new national parks, which would have doubled the number existing. Fortunately, and perhaps proving the system, Congress passed only two, Hawaii Volcanoes . . . and Lassen Volcanic . . . ; the rest of the proposed parks were fairly dreadful. In one three-week period of the 1920s, bills were introduced to establish High Knob National Park in Virginia, Nicolet National Park in Wisconsin, Yakima National Park in Washington, Killdeer National Park in North Dakota, Wonderland National Park in South Dakota, and eight more pieces of less-than-spectacular wonders scattered around the country. Claims are often made for historic sites, ranging from the purely insignificant to the hilarious, most of which are clearly worthy of oblivion.*

*"One of the most scandalous, or perhaps only whimsical, monstrosities of this sort ever proposed was the "All-Year National Park," sprung on the Park Service in 1922 by none other than the Secretary of the Interior, Albert B. Fall (later the villain in the Teapot Dome scandal) and bearing the unmistakable touch of that ill-fated cowboy personality. Consisting of a dozen or so assorted tracts of undistinguished real estate, miles from each other, the proposal was enriched by the contribution of numerous chambers of commerce, and few likely sources of tourist-fleecing had been overlooked. Still, the Park Service should have been forewarned, for Fall was once quoted as saying, 'Whenever in the public lands I can find a pleasant place for local people to go up and camp, there I shall have a national park.'*

"Relatively insignificant historical sites continue to be added to the National Park System. Everhart further states:

*"Probably the greatest danger to the integrity of the National Park System is not, however, the occasional substandard area that somehow slips through. Those that aren't quite good enough present the gravest problem. If the park system began to include these areas, which are pleasant and moderately attractive, the distinction between truly national significance on the one hand and local pride on the other would be increasingly blurred, and the original idea of national parks would steadily erode toward mediocrity.'*

"Sadly, Fall's urge to add 'every pleasant place to camp,' to the System has been replaced by the equally disturbing trend of the past several years to attempt to add thinly disguised revitalization projects in a number of urban areas. We are not dismissing the acute needs of the nation's urban and rural areas, but we do question these attempts to use the National Park Service as an economic development agency. Each of these areas bleeds off more funding and further dilutes the significance of existing National Park System units.

"Mr. Chairman, more than ever before,

the National Park System is headed toward mediocrity! To reverse this descent, two things must happen:

1. Congress must tighten up the process by which new areas are added to the National Park System.

2. Congress must establish a process by which existing areas in the National Park System that don't meet national significance standards can be purged from the System.

"Therefore, we support the need to establish a comprehensive study process with clearly defined criteria for determining the suitability and feasibility of proposed additions to the System. As we understand it, generally the processes outlined in H.R. 3709 and H.R. 1508 are similar to the processes for studying proposed additions to the National Wild and Scenic Rivers and National Trails Systems. These processes have worked relatively well for these systems and we believe could result in a more rational approach to adding areas to the National Park System . . .

"In addition to ensuring that new areas truly are of national significance, the legislative process must also ensure that the new areas are actually funded for acquisition, development and operation before they become new units of the National Park System. While we understand the distinctions between 'authorization' and 'appropriation,' it is vital that the link between these two processes be established when considering new area proposals. Otherwise, we will continue to see new areas authorized without additional funding being provided, with continuing dilution of the operational abilities in the existing system.

"Mr. Chairman, we heartily endorse your statement upon introduction of H.R. 3709, that, 'Considering the exceptional quality of our national parks, it is our obligation to ensure that only outstanding resources are added to the National Park System.'

"Perhaps former National Park Service Director Newton B. Drury captured the essence of the problem when he said:

*"If we are going to succeed in preserving the greatness of the national parks, they must be held inviolate. . . If we are going to whittle away at them we should recognize, at the very*

*(continued on page 38)*

## The Professional Ranger

### Emergency Services

Summer is here and most parks, big and small, urban and rural, are dealing with emergencies of many types and sizes. The common thread that runs through all of them is one of good communications, good management, and the right resources at the right place at the right time.

No matter where you are in the NPS you probably have some involvement with emergencies from time to time. Hopefully your area has an exercised emergency operations plan, S.O.P.s for checklists on common emergencies and agreements with your neighbors.

I talked about the NPS All Risk overhead teams in the last issue and here are a couple of checklists that may help you in deciding when to call them and what to expect:

1. Indicators of need for additional resources or overhead team —

- a. Staff not available for normal operations.
- b. Staff working longer than 12 hours a day.
- c. Your span of control is exceeded (3 to 7 normal).
- d. Rumors are running wild, no one dealing with media & information transfer to park staff and neighbors.
- e. Financial obligations are increasing rapidly.
- f. Park communications are tied up with the incident.
- g. Numerous people are dependent on you for decisions.
- h. Closures are occurring as a result of the incident.
- i. Multiple incidents have occurred, resources are short.
- j. Park staff is no longer able to maintain a clear picture or understanding of what is happening on the incident.
- k. Inordinate time and effort is being expended on one issue.
- l. Information updates occur frequently.

2. What to expect from an NPS All Risk overhead team —

- a. They will relieve park staff so you can go back to managing the normal park operations.
- b. They will smoothly transition into your organization and be responsive

to your needs and concerns.

- c. They will keep you informed about the incident.
- d. They will act as another unit in your park working for you to manage the incident along with you and all the park operations that are continuing under your units.
- e. They will assure that there are no surprises from communications breakdowns.
- f. They will maintain positive relations with your neighbors.
- g. They will meet regularly with you at your schedule.
- h. They will effectively manage resources on the incident.
- i. They will conduct efficient financial management.
- j. They will implement the delegation of authority that your superintendent issues them and will work for her and with you.
- k. They will implement a proactive safety program on the incident.
- l. They will prepare a final incident package and conduct a close out with you to provide a smooth transition back to normal operations.

Here's another checklist that may help you in emergencies to be sure that you are being proactive about stress management with your staff:

1. Brief all resources at callout as to what to be prepared for, the tougher the incident the more detail you should provide.
2. Organize resources and delegate to them specific assignments, authorities and responsibilities.
3. Have a safety officer at the incident that is trained in and assigned to look for stress in teams and individuals.
4. Rotate teams regularly on the incident so that no one gets all the most difficult assignments.
5. Select the right teams for the right jobs, by training, experiences and abilities.
6. Support all teams logistically, hot food, rest, water, and showers on long incidents can make a big difference.

7. Have critical incident stress debriefing teams available for debriefings and conduct them on site before demobbing teams if it is needed.

8. Follow up with professional help where needed after the incident is over.

— Bill Pierce  
Katmai

### Protection

**Ranger Futures** — No matter what you might want to call it, things are looking promising for the implementation of upgrades in the ranger series. The program is a little complicated to discuss in length here, but the way I see it, the bottom line is that federal park rangers are slowly becoming more professionalized and a little better paid. We still have a ways to go, but as Jim Brady says, "It's a start."

**News from FLETC** — I spoke with NPS representative Paul Henry at FLETC on April 20. It was exciting to hear the enthusiasm in his voice about the changes at the center and the accomplishments that are occurring. He said the class which graduated on April 12 was an exceptional one for the following reasons:

- 1) The first class to leave FLETC with a semi-automatic pistol.
- 2) The first class to bring home the "new" credentials.
- 3) The first class to be affected by the upcoming ranger careers implementation.
- 4) The first class to complete the "new" 11-week land management program.

Congratulations to Paul and his staff for their hard work and commitment to excellence. Also, look for a class to be held at FLETC sometime this fall dealing with a few special law enforcement issues in the NPS. With the aid of detailed special agent Chip Davis of the SER, a program is being developed dealing with wildlife law enforcement, ARPA, technical investigative equipment and more.

The long-range goals are to have this class about two or three times at FLETC, then move it on the road much like the 40-hour ARPA course.

Finally, as you read this, more than 1,000 semi-automatic pistols have been shipped to parks across the country. Things are looking up!

**A brief reminder** — I've been hearing for eight years how the NPS protection ranger is not considered a true law enforcement officer. Well, here it is 1994 — semi-autos are being carried by almost all rangers, enhanced retirement is around the corner, protective vests have been issued, field rangers are now GS-9s, and the rangers are much more respected by other law enforcement agencies around the country.

Please wear your vests, keep your vehicles and your leather shined, and finally hold your heads high that you carry the badge of a National Park Ranger.

Again, we have a ways to go, but we're getting there. Become involved in your park and community and even plan to attend the Rendezvous in Colorado this fall. We're at an exciting junction in the NPS ranger profession. Be a part of it, and don't fall in the trap of sitting back and riding the coattails of others.

Stay safe and make a difference.

— Steve Clark  
Delaware Water Gap

## Resource Management

**Leadership Crisis Update** — As reported in this column in the last issue (*Ranger*, Spring 1994), the Washington natural resource office is in disarray and the momentum and energy gained in the last year in natural resources has been dissipated.

Not much has changed in the past few months, though at a March meeting of regional chiefs of resource management, regional chief scientists, and the remaining WASO natural resource leaders, Deputy Director John Reynolds listened attentively to the author and others while we described the magnitude of the crisis. We asked him in essence to either cease the rhetoric or step up the actions, because so far the two don't match. He quizzed us repeatedly, trying to get at the heart of our concerns, and acknowledged that bringing fundamental change to the NPS is taking longer than the Director anticipated.

Despite streamlining hysteria, Reynolds assured the skeptical group that resource management and protection will be favored over the long run, even if the needed increases in these areas might not happen soon due to the deficit and political reality. The Resource Management Professional Development Program (see

*Ranger*, Winter 1993-94, page 25) will be endorsed by the Director. If that happens, we said, then we'll expect it to be implemented.

In the midst of all the current uncertainty of the Park Service, Reynolds urged us to "lead, don't wait!"

**R-MAP Implementation Under Way** — Parks prepared their "profiles" for the (natural) Resource Management Assessment Program in April, and Servicewide analysis of the voluminous data that came back is under way this summer. Expect the results to be passed back to the parks shortly, as well as a strategy for developing a budget and staffing initiative. Look to that strategy for one sign of whether this administration is serious about resource stewardship or just wants to talk about it.

Similar assessment projects are anticipated for other programs. Summer implementation is predicted for "VRAP," for visitor management and resource protection, although it appears not to have gone through the same rigorous level of testing and statistical analysis that R-MAP went through. Ranger Careers may keep people busy enough to delay VRAP. "CR-MAP" for cultural resources is planned but not moving very quickly.

**FY '95 Budget** — The budget request submitted to Congress for next year continues support for both Inventory and Monitoring (\$6.1 million) and Resource Management Professionalization (\$4.1 million). This is on top of the \$18 million for Ranger Careers, which should increase the resource orientation of the ranger workforce. ANPR provided strong testimony supporting the Resource Management Professionalization initiative before Chairman Vento's committee in March. The full testimony appears elsewhere in this issue.

**Biological Survey Update** — As of this writing, the NBS still lacks a director. The newest Interior bureau continues to operate without a Congressional mandate, and it appears unlikely that the Senate will take up authorizing legislation this session.

There was a seemingly productive meeting between NBS leadership, such as it is, and NPS natural resource leadership

associated with the regional chiefs meeting noted above. NBS committed to letting the NPS set the priorities for research in the parks, an important concession, and agreed to work with the NPS to establish a mechanism to transfer those priorities into action by the new agency.

That process does not exist yet, however, and the NBS issued a call in April for FY '95 budget proposals with less than a two-week turnaround. By the time it got to the regions and the parks, it was about three days.

There's a small amount of good news on this front, however: the NBS has begun to fund some NPS research from its own funds (as opposed to funds the NPS transferred over). At the March meeting, they acknowledged that the NPS did not *have* to go them exclusively to get its research needs accomplished.

They'd like the opportunity of first refusal, however, and promised to provide rapid feedback as to whether they will or will not be able to do any specific project. NBS has also expressed willingness to assist parks with technical assistance requests at no cost to the NPS.

"Is the NPS Ready For Science" is the title of a provocative piece by Dave Haskell of Shendandoah in a recent issue of the *George Wright Forum* [10:3(99-104)]. Haskell recounts the litany of recommendations made over the decades to focus the NPS mission on science-based resource stewardship and notes that the NPS itself remains the major impediment to change.

"Never before," Haskell writes, "in the history of the USNPS has the potential support for ecologically sound park stewardship been so great."

Yet Haskell, like me, sees no definitive indication that we'll make that change. This is *must* reading. □

— Bob Krumenaker  
SWRO

## ANPR Reports

### Vice President, Communications

I would like to thank all of you who supported me in the recent election, and since that time with informative letters and calls. I am just starting to delve into the many issues we have had in the hopper for communications, membership and representation.

I see many adjuncts for these responsibilities including mentoring, delegation, coaching for future ANPR leadership positions and the ever necessary networking. I am especially enthusiastic about working with the regional representatives and committee chairs. They have the energy and ideas to help us move forward at a very precarious time for the Service and ANPR.

In the near future we will be making decisions about reprinting the Advocacy Plan, looking at the possibility of scholarships and other instruments that will help bring the organization to the forefront as an employee organization. We need to look at Service issues and decide where we can make the most difference and then how we will proceed. We need to be sure that we represent our members and we will have to do a better job of soliciting input.

The Rendezvous week of high mindedness and warm fuzzies will not carry us. I will work closely with Ken Mabery on the Career Futures initiatives. It has been my ANPR goal that one day we would speak widely and well for all NPS employees. We cannot deal with all of the prevalent issues from within a static, tightly held organization.

Communications must be in all directions. If any member has ever wanted to assist a regional representative or committee, this is the time to come forward. Do we need another committee to meet needs? Let us know. We need to share the ideas and responsibilities in order to nurture future leadership.

In the past individuals have held several positions in ANPR. It is time to spread the wealth, and create deputies and work groups to involve more members. A disaster in the Ranger Rendezvous hot tub would create many vacancies and as an organization we need to fill the slots and be up and running quickly.

Let the board hear from all members. It

can be on your park postcard and it can be on the spur of the moment. "Just do it."

— Jeff Karraker  
Capulin Volcano

### Vice President, Professional Issues

A Professional Issues Steering Committee has been established. Members are: Generalist, Nancy Wizner, CAVO; Resource Management, Kathy Jope, PNRO; Interpretation, Connie Rudd, RMRO; Protection, vacant; Administration, vacant; Maintenance, vacant.

Many parks celebrate Christmas in July — usually on the 25th. For many employees, Christmas in July will come early this year — on July 10. On that date, "Ranger Futures" becomes Ranger Careers with a 5-7-9 career ladder, a clear front door into the ranger occupation, and other enhancements. ANPR salutes all of the people who worked so hard over the past three years to make Ranger Futures a reality!

Ranger Futures is firmly on course. We will see many other changes over the coming months — more rapid change than we have seen in the last 20 years. ANPR has fought hard for some of the changes: Increased positions in resource management; a Dual Careers Policy, which has been signed, and a policy on benefits for seasonals and temporaries, which should be signed shortly.

Other changes should benefit our professional work, but it is too soon to tell: The Careers Council and the Resource Stewardship Committee, formed under the Vail agenda, are employee-driven instruments for change. The work groups are results-oriented; the director continually urges them to tackle real problems and supports recommended actions. ANPR members are involved in both work groups.

It is too soon to tell what long-term effects reinventing government will have on our professions. ANPR has gone on record as opposing the current approach to downsizing, which is opportunistic. Done properly, downsizing central offices could eliminate unnecessary regulations, oversight and layering. Over the long term, we could see modest increases in park FTEs.

However, current efforts are not programatic, with goals designed to eliminate programs and work processes. We could be facing more months or years of "you ain't seen nothing yet."

Perhaps the most immediate professional issue is the hiring and move freeze. Inequities range from complete freezes on parks that are under their FTE ceiling, to freezes on SCAs and YCCs, to fairly liberal interpretations of what constitutes an exception to the freeze. The director's initial freeze was goal driven.

Regional implementation has not been as clearly defined. On the brighter side, this type of freeze seldom lasts very long.

With all of these changes, how do we stay focused on the *really* important issues? I have asked the above-named steering committee to help by providing a focus on specific areas of professional interest and providing a conduit for your thoughts and ideas. Go forth and do good.

— Ken Mabery  
El Malpais

### Business Manager

There are many changes taking place in ANPR. Some will be quite obvious and some you will not see at all. What you will see are new faces on the board of directors bringing the promise of a new approach to ANPR action and administration.

Members renewing annually will see a new format for mailing membership cards. By replacing the letter and envelope with a postcard, paper entering the wastestream is decreased, efficiency is improved and costs are reduced. And who cannot say the new look of *Ranger* is outstanding?

What you won't see are those tireless, behind-the-scenes efforts that will eventually enable ANPR to move forward in ways it can't currently engage.

An additional board meeting scheduled in July will improve decision-making capabilities. Meetings of the budget and finance committee will occur during the year to define and improve the administrative process. Action to develop fundraising opportunities is moving right along.

Each member should be concerned with the way ANPR business is conducted and I believe you can be quite pleased with what lies ahead.

— Debbie Gorman  
Saratoga

### National Capital Region

I spent a good part of early spring in Arizona attending leadership and management skills training. It was great to get out and meet people from all around the

Service from all disciplines. I recommend this training course to anyone who is interested in NPS management.

As a result of this wonderful opportunity I didn't spend a lot of time on ANPR matters and I apologize to regional members who didn't hear from me during that time. We are planning a regional get-together in early summer to meet again and make plans for the summer.

— Sarah Craighead  
NCRO

### Southeast Region

I would like to begin by saying thanks for nominating me as the southeast regional rep. My initial efforts involved familiarization with ongoing projects and needs of the SER Association members for the near future. The direction of the Association is determined by each individual member's input and that is one thing I will focus on.

The exchange of information is critical and I need your input as to the best and most efficient way to do this. I have a few ideas and will be trying them out on you over the next couple of months.

As a few of you already know, I am part of a dual-career couple and have received a firm commitment from my spouse to assist me in stuffing envelopes. I have also transferred in the last couple of months from Everglades to a NPS instructor's position at FLETC. I can be reached at home, (912) 634-9424, or at work, (912) 267-3210. Address: 1192 Sea Palms West Drive, St. Simons Island, GA 31522. Records are at each phone. Please remember to let me know when is the best time for me to contact you.

Rendezvous XVIII is just around the corner and I would like everyone to begin making plans to attend. If I don't see you before then, I'll see you there.

— Darlene Koontz  
NPS/FLETC

### Midwest Region

As the newly elected representative for the Midwest Region, I greet you all. You should have received a newsletter during May with additional information and a request for each park to identify a park representative. Lacking a volunteer, I will appoint someone to assist in the dissemination of information.

As I am only filling the position for one year to complete Judy Winkelman's term,

it is essential that we identify a good group of candidates to nominate at the Rendezvous in Colorado this October.

Of the 33 areas in the Midwest Region, there are five areas (MOCI, GERO, ULGR, GWCA, and EFMO) without an ANPR member. If you know someone in one of these parks, assist them in joining and encourage them to attend the Rendezvous.

I have been working on the Regional Ranger Careers Implementation Team and as soon as the dust settles on streamlining (capsizing), I will be contacting the new regional director to discuss ANPR and regional issues. We have enjoyed tremendous support from Don Castleberry, as well as Bill Schenk and Jim Loach. Please contact me at any time with concerns, issues, questions and suggestions. ANPR will only be as good as you make it.

— Bruce D. McKeeman  
Voyagers

### Western Region

I'm very excited to have been elected western regional representative, and I'm anxious to serve the region's members to the best of my ability. Thanks to all regional members for your support, and to Wendy Lauritzen, who's done a great job during the past two years.

I will be mailing a regional newsletter to all Western Region members soon, and it may have reached you before this issue of *Ranger*. I'll just hit the high points here.

- I would like to establish a network of park representatives who can help me communicate with the region's members. Because our region is large, it may also be useful to have subregional representatives for groups of nearby parks. If you have been a park rep or are interested in becoming one, please call or write.

- I will be attending the mid-year ANPR board meeting in July. To represent the region's members more effectively, I need to know your concerns and views on issues important to ANPR. Please call or write, so I can be a better representative.

- I hope many Western Regional members will attend this year's Ranger Rendezvous in Durango. Start making those wonderful handmade raffle items now, and seek out potential donors in your area. I will be operating a roommate clearinghouse to help members save on the cost of lodging.

- We must continue to recruit new mem-

bers and retain old ones. Several other regions beat us in last year's recruitment challenge. Let's show them that Western Region's 300-plus members can outrecruit *anyone*. ANPR needs the support of each of us.

I'm looking forward to hearing from you.

— Meg Weesner  
Saguaro

### Mentoring Committee

Little progress has been made on getting the mentoring questionnaire or data base together, but there still is a chance it will happen by summer. We have a list of about 25 interested members. The draft questionnaire will need some work and the committee will be soliciting assistance to get the job done.

If any ANPR members have an interest in mentoring or being mentored, please contact Rhonda Coston, Buffalo; Kevin Allen, Boston NHP, or Jeff Karraker, Capulin Volcano. If you have experience in putting together a data base and could spare some time, please volunteer.

— Jeff Karraker  
Capulin Volcano

### Dual Careers

Many of you have heard that things were afoot in the dual careers arena. After several months of meetings, great support from the directorate, and hard work by all members of the dual career subcommittee of the NPS Careers Council (including many ANPR members), a new National Park Service Dual Career Policy has emerged.

The new policy is very positive and has great support from Director Roger Kennedy, whose memorandum duplicated below, accompanied the new Dual Career Policy. Here is the text of the March 22 memo:

"Responses to my August 31, 1993, memorandum requesting comments on spouse employment and dual careers showed me there are needs that are not being consistently met. It is critical to the Service that we recognize that most couples depend on dual incomes. Effective dual careers support is essential for recruiting and retaining our quality employees. I am committed to improving dual career prospects in the National Park Service.

"It is the policy of the National Park Service to provide assistance and support

to dual career couples by assuring that units establish support structures and information networks to assist dual career employment. This policy applies to dual income couples where at least one spouse works for the National Park Service. This policy assures that employees and/or their spouses receive full and fair consideration for available vacancies in units of the National Park System. It also provides assistance and support in seeking non-NPS employment within commuting distance of NPS units.

"The policy is described in Special Directive 94-2, Dual Career Assistance Program. The program outlines the responsibilities of both management and dual career couples. Copies of the Special Directive are being sent out to all superintendents and regional offices.

"Your enthusiastic and continuing support of this policy is essential for effective management of the present and future work force of the National Park Service."

Full copies of the new Dual Career Policy have been sent to all ANPR regional representatives and other board members. Copies also are available from Rick Jones and Sheila Cooke-Kayser.

In addition, the dual career contacts database is growing, so please let us know about your needs and successes. Comments and feedback on the new policy would also be appreciated. We're excited about the positive changes that this new policy will bring about in our National Park Service work force.

— Rick Jones

### Investment Committee

Jeff Karraker has stepped down as the chairperson for the Investment Committee to devote her time to her new vice president position. She handed the reins to me this April. Frank Betts and Rick Jones round out the committee.

The month of March saw the beginning of the reinvestment of the life membership funds. Funds are being invested monthly in the Janus Fund and Twentieth Century Ultra. Paperwork problems slowed the initial investment into Invesco, but were nearly resolved at press time. By methodical monthly purchases, the funds will be dollar cost averaged, offsetting some of the market's natural fluctuations.

In addition, the diversity of the chosen funds offsets volatility and promotes

growth. The fund types shape up like this:

- Balanced Fund, 30%
- Treasury Bond, 30%
- Growth & Income, 20%
- Aggressive Growth, 20%

Our current strategy was formulated at Rendezvous XVII last November when we were tasked with investing for the long haul. Although the market may continue to jump around, it is important to remember that over time it has consistently outperformed all other types of investments. The committee welcomes your input and suggestions.

— Jay Liggett  
Everglades

### 20-Year Retirement Committee

This issue of *Ranger* reports on two recent decisions involving a claim for 6(c) retirement credit filed by James E. Ferrier, a police officer with the U.S. Fish and Wildlife Service at its San Francisco Bay wildlife refuge complex.

#### Ferrier vs. OPM

Ferrier's claim for 6(c) retirement credit was denied by OPM in both an initial and a reconsideration decision. Ferrier appealed the decision to MSPB, but the decision was upheld by an Administrative Judge (AJ). Ferrier again appealed to the full MSPB who reversed the initial decision and awarded Ferrier retirement credit for law enforcement service in a decision dated January 5, 1994.

In previous cases OPM has depended solely on a claimant's position description despite additional information provided by the claimant showing that their actual duties performed were different from those of their PD. In those cases the AJ has ruled that OPM improperly relied solely upon the PD, and that they should have considered the additional information. In Ferrier's case, however, OPM asserted that his PD (which described his duties as "100 percent law enforcement") was incorrect and should not be considered. The MSPB found that the PD was current and accurate, and was consistent with other evidence of record submitted by Ferrier.

The MSPB quoted Ferrier's PD as follows: "The [Police] [O]fficer's primary mission is the protection of life, property, and civil rights of individuals by maintaining law and order on the Refuge Complex. This includes enforcement, priority

setting and interpretation of all applicable traffic and criminal laws... There is heavy emphasis on professional law enforcement... This includes identification, investigation, apprehension, and prosecution of all suspects involved in infractions".

The MSPB also noted that Ferrier's PD stated: "... that a Police Officer: Arrests individuals both with and without an arrest warrant; investigates crimes committed on the refuge, ...; enforces traffic laws and regulations; conducts accident investigations; responds to emergency calls while on and off duty; and testifies in Federal and State courts . . ." Also noted was that "... an Officer may be engaged in activities that involve strenuous exertion, long hours of work, significant periods without rest or relief, and work in adverse weather conditions."

The MSPB noted testimony by Ferrier's supervisor that the refuge was located immediately adjacent to a large urban area, and that "... the duties of Police Officers are fully commensurate with city police officers."

The MSPB concluded Ferrier engaged in the investigation of individuals suspected of wrongdoing. They found "he stopped individuals possibly involved in wrongdoing, questioned them to determine if they had violated any law or regulation and then took appropriate action ... We note that even a traffic stop constitutes such an investigation because the driver is questioned about his or her license, vehicle registration, and similar facts."

The MSPB has previously held that an offense for which punishment is prescribed constitutes a criminal offense, and that criminal laws encompass offenses classified as felonies or misdemeanors. In this case they specifically noted the issuance of citations by Ferrier for violation of USFWS regulations [50 CFR] which they reaffirmed that, "despite the relative minor nature of many of [those] offenses," did constitute criminal violations.

OPM contended that "... because [Ferrier] issued citations for traffic offenses and other minor violations under California law, that [he was] not acting against individuals suspected of violating the criminal laws of the United States. The MSPB found that "... the traffic laws and regulations of the State in which a National Wildlife Refuge exists, are adopted and made part of the regulations in 50

CFR, part 27. . . " In other words, MSPB found that assimilated State traffic and criminal laws are criminal laws of the United States as defined in 5 USC section 8331(20).

**Director OPM vs. Ferrier and MSPB**

Following the MSPB's initial decision in Ferrier vs. OPM, James King, director of OPM, appealed the decision to the U.S. Court of Appeals for the Federal Court. King maintained that the MSPB "... erred by (1) relying upon evidence that reflected the activities of the officers at the refuge in general, rather than Ferrier's activities specifically, and (2) by treating Ferrier's duties enforcing California state traffic and vehicle regulations as acts against persons suspected of 'offenses against the criminal laws of the United States' under [section] 8331(20)." He asserted that MSPB's errors "will have a substantial detrimental impact on civil service law."

On March 5, 1994, the court remanded the case to the MSPB where OPM may seek reconsideration of MSPB's initial decision discussed above. Under reconsideration, the MSPB may find either for Ferrier or for OPM. As of this time (April 19), OPM has not yet filed for reconsideration with MSPB.

I would appreciate hearing from anyone who has either received a determination for 6(c) credit from OPM or an MSPB appeal, or knows someone who has. (Copies of these two decisions were provided to me by Dan Kirschner who is Vice President for External Affairs of FOP's Eastern Lodge).

— Mark Harvey  
Yosemite

**Retirement Committee**

Those of you who are under FERS are paying FICA (Federal Insurance Contributions Act) taxes and many CSRS employees are looking forward to working after retirement to get in their 40 quarters of employment required to be eligible for Social Security benefits. Thanks to government-mandated increases in the amount that employees must contribute to Social Security today, future returns on those contributions will drop steadily and continue to decline well into the next century. So far, nobody seems too worried about these changes. "Isn't Social Security a joke?" Most people don't under-

stand the numbers so there won't be much of a protest.

A taxpayer born in 1946 who retires in 2011 — the year the person gets full benefits — will have contributed \$141,213. Assuming he/she lives to age 80, his/her benefits will represent a return of about 1.78 percent a year. This rate is so low no insurance company would dare offer it on the open market. And the rate of return goes from bad to worse for people retiring in later years. Folks retiring in 2023 won't even get all of their money back.

Now comes Congress and its second bit of taxation tyranny to sour the present setup and worsen the future's. The trick involves taxing retirees on the money they put into the system when it's paid back to them. About 25 percent of today's retirees' Social Security benefits consists of their own money returning to them. The other 75 percent is the interest their money earned. Since the interest has never been taxed, it seems fair to tax it as income when people finally receive it.

Under the old system, at most, 50 percent of a retiree's benefits were fairly taxed. But under the new tax law, a stunning 85 percent is taxed. As a result, upper-income taxpayers will be taxed twice on about 10 percent of their Social Security income.

This double taxation will be much worse for future retirees than it is today. That's because employee contributions are increasing much faster than the inflation-indexed benefits that are being paid out. Therefore, an increasingly large percentage of the benefits paid to retirees in the future will be their own money returning to them.

Example: For people born in 1946 who retire in 2012, 40 percent of their monthly checks will be their own money coming back to them. For those born in 1957 (a likely scenario for many FERS employees) retiring in 2023, it will be more than 50 percent. Under the new tax law these people will pay double taxes on 25 percent and 35 percent, respectively, of their "benefits."

What's the solution? (1) Everyone, including CSRS employees, should be fully invested in the Thrift Savings Plan. Those who have many years until retirement should be 100 percent in the "C" fund. Don't worry about ever switching to the

other fixed income funds until you have five years or less until retirement. (2) Everyone, including spouses who work, should contribute \$2,000 every year into a Growth (no-load) Mutual Fund IRA even if the contributions can't be deducted. These IRAs will be tax deferred until they are redeemed. If everyone prepares for retirement by accomplishing these two objectives, they will be pleased with their retirement nest egg when retirement time rolls around.

The point of this is not to rely on Social Security for a major portion of your retirement income. Social Security was enacted only to supplement retirement — never to be the major retirement source.

Think of Social Security as an inheritance: a pleasant surprise if you get it, no surprise if you don't.

**Note to parents** — A great teaching book for parents is "Young Investor — Parents' Guide" published by the Liberty Financial Companies. This is a helpful guide that explains investment concepts to your children (or grandchildren) and teaches them the importance of planning for their financial future at a young age. The book is free by calling toll-free, (800) 338-2550.

**Rendezvous plans** — We are planning an eight-hour training program on investing and retirement either before or after the Rendezvous. Hopefully we can line up a financial planner for this training. We also are investigating the possibility of having an official from the Thrift Savings Council as a keynote speaker to explain the TSP system. □

— Frank Betts

## Rendezvous XVIII -- "Parks at Crossroads"



Tamarron photo

The planning is well under way for Rendezvous XVIII, to be held from Sunday, Oct. 16, through Friday, Oct. 21, at Tamarron Resort, in Colorado. We will again join with the annual conference of the Association of National Park Maintenance Employees who will meet on the same dates. (See the Spring issue of *Ranger* for travel information and local points of interest.)

Tamarron, located 18 miles north of Durango, offers a golf course, spa and health club, two full-service restaurants and a cafe, tennis courts, indoor and outdoor heated pools, children's programs, and wheelchair accessibility.

The standard room rate is \$66 per night plus tax, up to triple occupancy. Many of these rooms have kitchenettes. Suites with two baths and a full kitchen are available for four or more persons for about \$22 per person per night, plus tax. These rates are effective for five days before Rendezvous through five days after.

If you are interested in economy you'll need to find other people to share rooms. Meg Weesner is sponsoring a roommate clearinghouse. She can be reached at 9352 E. Trail Ridge Place, Tucson, AZ 85710 or at (602) 290-1723. She needs to know your name, address, phone number, gender, and if you are a smoker.

Advanced registration for rooms, which requires the first night's deposit, can be made by calling Tamarron toll-free at (800) 678-1000. Rooms will be held until Sept. 14. It is extremely important to make your room reservations early this year, even

more so than in previous years. We expect more people to attend than we have rooms reserved so it's important to get your room reservation before the rest of the facility fills.

### Pre-registration

You will receive the Rendezvous special mailing with the pre-registration form and draft agenda this summer. Please pre-register — it is not only less expensive for you, but gives the people arranging the program a better idea of how to plan to meet your needs.

### Agenda

Several interesting individuals have been invited to this year's Rendezvous. Secretary of the Interior Bruce Babbitt, NPS Director Roger Kennedy, and Assistant Secretary Fish and Wildlife and Parks George Frampton are among those invited to attend. Also invited are Michael Reynolds, builder of Earthships (houses of old tires, cans, bottles, etc.), movie star Dennis Weaver (owner of an earthship), Sam Hitt from Guardians of the Forest, and U.S. Senator Ben Nighthorse Campbell of Colorado.

**Sessions** — Planning is being done for workshops and panels. Proposed workshops include sessions on interagency partnering for management of areas; philosophy, ethics and natural resources; wise use; holistic resource/range management, and ARPA. Get your ideas and suggestions to the program coordinators as soon as possible on sessions that interest you.

You can contact Jeff Karraker with your suggestions at P.O. Box 57, Capulin, NM 88414, (505) 278-2565 (home) or (505) 278-2201 (work). Bob Krumenaker can be reached at 2940 Calle del Res, Santa Fe, NM 87505, (505) 471-5693 (home) or (505) 988-6713 (work).

**Social activities** — We again will sponsor the yearly "fun" run and golf tournament. We also will have two exhibitor's receptions, a reception sponsored by NPCA, a hotel reception, a cookout, a DJ dance, and a dance with a live band. All of these will be joint activities between ANPR and ANPME.

**Pre-Rendezvous Training** — A two-day Management and Leadership Workshop and a one-day Retirement Planning Workshop are tentatively scheduled at Tamarron before Rendezvous. If you'd like information about these workshops, contact Gary Warshefski at (315) 337-5176 (home) or (315) 336-2090 (work).

### Travel

Omega World Travel is the Association's official travel agency. All travel booked through Omega will directly benefit the Association. Reservations may be made by calling toll-free (800) 283-3239 or (703) 818-8848. Ask for Liz or Bunny. Omega guarantees the lowest airfare at the time of ticketing, or it will refund double the difference.

### Miscellaneous

The temperature in the Durango area in October averages 67 degrees during the day and 40 degrees at night.

The hotel will offer babysitting services at the rate of \$1 per hour per child with a minimum requirement of \$4 per hour.

Preliminary plans for the free afternoon are being made for trips to Mesa Verde and to Silverton. The many recreational opportunities available in the area are mentioned in the Spring *Ranger*.

One site not previously mentioned is the Anasazi Heritage Center in Dolores, Colorado, about 60 miles from Tamarron. The Heritage Center features a museum and two excavated ruin sites.

Remember to make the search for creative raffle prizes an important part of your vacation this summer. We will again sponsor a drawing for four free nights in the hotel for those people attending their first Rendezvous!

*(continued on page 38)*

# The International Ranger Federation:

## Rangers Uniting Worldwide

By Bill Halainen  
WASO

Those among us who have had the opportunity to travel to other nations and work or visit with their rangers have been repeatedly struck by the similarities in ranger work throughout the world.

There is the same struggle to balance visitor access and resource protection, the same insufficiency of staff and materials, the same political constraints, the same dedication, often above and beyond the call of duty, toward preserving what remains of the world's natural, and in many nations, cultural heritage.

It's not surprising, then, that many of us have independently come to a similar conclusion as to how we could work jointly toward resolving some of those problems. Why not create a worldwide ranger network in order to share information, better support each other, and improve our ability to protect that common heritage?

Although the idea of such an organization has been discussed often, both formally and informally, it wasn't until recently that any headway was made toward attaining that objective.

In May 1991, the first definitive step was taken toward a world ranger organization when representatives from England's Countryside Management Association (CMA, formerly known as ACR, the Association of Countryside Rangers), Scotland's Countryside Ranger Association (SCRA) and ANPR, together with a compatriot from Denmark, met in Balloch, Scotland, on the shores of Loch Lomond, to lay out the groundwork for a global ranger organization. It later was named the International Ranger Federation (IRF).

A series of letters and faxes on organizational matters followed, culminating in an international accord that the presidents of the three associations signed at a meeting in Peak District National Park in England in July 1992.

Since that time, the IRF, under the chairmanship of England's Gordon Miller, has been working to bring other national ranger associations into IRF and to plan



Zakopane, Poland

the first international ranger conference, which will be held during the last week of May 1995, in the Tatra Mountains in Zakopane, Poland.

The statement of purpose found in the accord outlines the goals and intents of the federation:

"The ranger associations of the undersigned nations recognize that international unity is critical to the protection of the world's increasingly threatened and interlinked natural and cultural resources. We have accordingly agreed to unite in an International Ranger Federation (IRF) in order to:

- further the professional standards of rangers throughout the world;
- advance the aims of IUCN's World Conservation Strategy in all our common efforts;
- share knowledge and resources;
- establish global communications among ranger organizations;
- foster professional exchanges among rangers;
- provide each other with advice and guidance on travel contacts in parks in our respective nations;
- arrange and conduct regular international meetings; and
- undertake joint activities to directly support each other's operations where necessary and feasible.

"Membership as an affiliate association in IRF is open to all national associations of rangers or wardens who perform the services associated with ranger work, in-

cluding protection and preservation of wild lands and their resident flora and fauna, protection and preservation of historical and cultural heritages, provision of recreational opportunities in natural settings, interpretation of natural, historical and cultural themes, and administration of public lands."

All member associations have an equal voice in IRF activities. Associations seeking membership must be endorsed by an association already affiliated with IRF -- at present, one of the three founding associations, but any association after the organizational meeting at Zakopane.

Provisional, non-voting membership in the IRF is also open to individual rangers from countries who do not yet have national ranger associations until such associations can be established.

Since the signing of the accord in 1992, several other ranger organizations have joined IRF, bringing the total number of member organizations to 11:

- The Game Rangers Association of Africa
- Northern Ireland Countryside Staff Association
- Irish National Park Rangers Association
- Associazione Ligure Agenti Di Vigilanza Ambientale (Italian Ranger Association)
- La Asociacion de Guardaparques del Paraguay (Ranger Association of Paraguay)

(continued on page 38)

## All in the Family

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

Send to Bill Halainen, 640 N. Harrison St., Arlington, VA 22205. Changes of address should be sent separately to Debbie Gorman, ANPR Business Manager, Box 307, Gansevoort, NY 12831.

**Deanne Adams**, the new chief of interpretation in Pacific Northwest Region, at last has an address and phone number: P.O. Box 1131, Seattle, WA 98111-1131, (206) 728-9686.

**Jon Anglin** (WASO, CHOH, GOGA, MORA) has left his GS-7 area ranger position at Mount Rainier to be the GS-9 district ranger in the Sandstone Bluffs District at El Malpais. **Melissa Anglin**, who works in the Pacific Northwest Regional Office, is looking for a new position in New Mexico. Jon's new address/phone: P.O. Box 401, Grants, NM 87020; (505) 287-8418.

**Joan Anzelmo** (NCR, YELL, GWMP, NIFC) has left her position as chief of external affairs for BLM at the National Interagency Fire Center in Boise, Idaho, to become the new chief of the Office of Public Affairs for the National Park Service in Washington. Joan says "she is delighted to be returning to the ranks of the NPS and is looking forward to working with NPS employees around the country." Joan has been a longtime ANPR member (since 1978) and supporter.

**Connie Hudson Backlund** (SHEN 74-76, EVER 75-79, MORA 77-78, MACA 79-83, CAHA 83-88, STMA 88-94) is transferring from Mather Employee Development Center, where she was an instructor, to Carl Sandburg Home, where she will be the new superintendent.

**Vaughn Baker** (ARO, WRST, MACA, WASO) recently completed a two-year stint as Bevinetto Congressional Fellow and has transferred to Shenandoah, where he is the park's assistant superintendent.

**Mike Barnhart** (NCR Land Resource Office 72-77, MARO Land Resource Office 78-80, DSC Preauthorization Land Office 80-82, CHOH 82-89, ANTI 89-93) has left

Antietam, where he was the GS-025-9 natural resource manager and chief of law enforcement, to take a position as GS-025-11 resource protection specialist in NCR's Division of Ranger Activities and Resource Management. In this new position, Mike will investigate boundary encroachments, scenic easement violations, and trespass, ARPA, wildlife and environmental crimes. Address/phone: 22045 Holiday Drive, Smithsburg, MD 21783; (301) 824-3931.

**Rick Beauchesne** (BOST 92-94) has left Boston, where he was a GS-4 seasonal interpretive ranger in the Charlestown Navy Yard, for a position as a GS-5 seasonal backcountry/frontcountry law enforcement ranger in Shenandoah's North District. Rick says he is "leaving 'the hub of the universe' for the 'daughter of the stars.'" Address/phone: Shenandoah NP, North District, Route 4, Box 348, Luray, VA 22835; (703) 999-3111 (w).

**Brad Bennett** (GRCA 91-93), who worked on the South Rim of the Grand Canyon as a seasonal interpreter in several capacities (SCA, GS-025-4 and GS-025-5), is now a GS-7 paralegal in the U.S. attorney's office in Los Angeles. Brad has joined his wife, Emma Gray, who is teaching elementary school in the area, but reports that "they are looking forward to returning to the Park Service at the earliest opportunity." Address/phone: 2117 Fair Park Avenue, Los Angeles, CA 90041; (213) 258-6031.

**Lisa M. Bourne** (CAHA 81-83, CUIS 93, ROMO 93, HALE 93, ROMO 94), who was a GS-4 ranger (fee collection) at Rocky Mountain, is now a GS-5 ranger (entrance gate supervisor) at the same park.

**Mike Bremer** (CUGA 84, FOPU 85, FOSU 88-93) transferred Jan. 10 from Fort Sumter, where he was a GS-5 law enforcement and interpretive ranger, to Petersburg, where he is a GS-7 law enforcement ranger and fee collection supervisor. Address: 14501 Mistwood Forest Court, Chester, VA 23831; (804) 768-8038.

**Michael J. "Mick" Clifford** (PEVI 84-85, VAFO 86-87, INDE 87-91, FOST 91-94) recently left Fort Stanwix, where he was a GS-7 supervisory park ranger, and moved to Fort Union, where he is now the GS-9 chief ranger, interpretation and resource management. Address/phone: P.O. Box

37, Watrous, NM 87753; (505) 425-1815.

**Tim Duncan** (WRST 87-90, GLBA 91, KEFJ 92-93) is now at Manassas, where he is a GS-025-5/7 permanent law enforcement ranger. He left a position as GS-404-6 supervisory bio-tech at Kenai Fjords. Address/phone: 10220 Vandor Lane, Manassas, VA 22110-2314; (703) 335-2731 (h) and (703) 754-8694 (w).

**Lisa Eckert** (SHEN 87-88, GRCA 88-89, COLM 89-92, GWMP 92-94), who until recently was a supervisory park ranger (visitor safety and resource management program director) at Great Falls, is now the assistant chief naturalist at Denali. Lisa says the assignment is a "dream come true" because she always wanted to live and work in Alaska. Address: Box 102, Denali NP, AK 99755.

**Joel Ellis** (GRTE 85-89, DEVA 87-88, USFWS 90, VAFO 91-92, GLCA 92-93) has left Glen Canyon, where he was a GS-7 ranger at Wahweap, to become the GS-7 Coastal Area ranger at Hawaii Volcanoes. Joes writes that he is the area ranger on the "Big Island" of Hawaii in an area that has active volcanic eruption activity. His office, accordingly, "is a trailer to allow quick removal from the path of lava flows."

**Steve Femmel** (ROCR 86, INDE 87-89, PINN 89-93) has taken a position as GS-401-9 resource management specialist at Whiskeytown. Before moving to Whiskeytown, Steve was a GS-025-7 park ranger in resource management at Pinnacles. Address: P.O. Box 42, Whiskeytown, CA 96095.

**Thomas J. Ferranti**, formerly the administrative officer at Glen Canyon, is now the chief of budget and financial management in the Alaska Regional Office. Address: P.O. Box 240406, Anchorage, AK 99524-0406.

**Marcus Hathaway** (WAMO/NVC 77-79, BIBE 79-82, TICA 82-83, NARO 84-87, ARO 87-94) has left Alaska Regional Office, where he was a GS-0560-11 budget analyst, to become the GS-0341-12 administrative officer at Denali. Address: P.O. Box 9, Denali Park, AK 99755.

**John Howard** (DEWA, BADL, NATR, BLRI, CATO, NCRO) has left the Division

of Ranger Activities in NCRO, where he was a GS-12 natural resources specialist, to become the GS-12 assistant superintendent at Antietam/Monocacy. Address/phone: P.O. Box 902, Emmitsburg, MD 21727; (301) 447-6566.

**Kristina Johnson** (FOLA 89-90, GRCA 91-92), formerly a GS-4 interpretive ranger at Grand Canyon's visitor center, has left the Service to take a position as a field representative for the U.S. Census Bureau. Kristina is now "out and about asking questions" and that she plans "to return to the NPS in a few years." During the interim, she will continue to support NPS issues. Address/phone: Box 573, Wheatland, WY 82201; (307) 322-2409.

**Sue Ketchum** (MANA 90-94) has left Manassas, where she was a GS-025-4 temporary ranger, to Independence, where she is now a GS-025-7 permanent ranger. Address/phone: 430 West Browning Road, Apt. Y-11, Bellmawr, NJ 08031; (609) 931-0563.

**Darlene Koontz** has transferred from Everglades to a NPS instructor's position at FLETC. Address/phone: 1192 Sea Palms West Drive, St. Simons Island, GA 31522; (912) 634-9424, (h) or (912) 267-3210 (o).

**Deb Liggett** (GRSA, GRCA, BIBE, FOJE, VOYA, EVER) has left the Everglades to return to the West. She is the new superintendent at Devils Tower National Monument. Deb recently completed the Southeast Region's management development program. **Jay Liggett** will remain at the Everglades in an upgraded district ranger position, but will begin the search for a job "in the same time zone." Deb's new mailing address/phone: P.O. Box 125, Devils Tower, WY 82714; (307) 467-5457.

**Carl Nielson** (SEKI 83, CODA 84-86, CHAT 86) is currently a state park ranger I with the California Park Service at Mt. Diablo State Park. Office address/phone: P.O. Box 250, Diablo, CA 94528; (510) 837-2525. Home address: 7595-d Canyon Meadow Circle, Pleasanton, CA 94588.

**Mark Ragan** (CABR 83-85, DEVA 85-86, USFS 86-87, TUIN 87, GOGA 87-88, ANDE 88-94) has left Andersonville, where he was a GS-025-5 park ranger/historian, and now is the GS-025-7 chief ranger at Big

Hole. Mark says the "new site is a key battle during the 1877 Nez Perce War" and "two new significant sites (are) to be added to the park, which will expand the chief ranger position (and) better cover the campaign history." Address/phone: PO Box 85, Wisdom, MT 59761; (406) 689-3328.

**Preston Reese** (YOSE 83-85, GOGA 85-93), formerly an NPS ranger in protection, resource management and interpretation, has retired from the Service. Address: 11349 Tunnel Hill Way, Gold River, CA 95670.

**Tony Sisto** (LYJO, AMIS, KATM, GRSM, ISRO, EVER, SLBE, DENA, YELL, GAAR, NCR, WASO) has moved from Ranger Activities in WASO, where he was the regulations coordinator, to Portland, Ore., where he is now in the regional ecosystem office working on the President's forest plan. His address and phone are the same as Deanne Adams' (see above).

**Beth Spencer**, formerly Beth Gale (GRCA 82-84, 86, 89-90, SHEN 90-91, SWRO 91-92, MUWO 92-93), has left her position as GS-318-5 secretary at Muir Woods and is now a GS-392-5/6/7 communications technician in the U.S. Park Police San Francisco Field Office. **Cliff Spencer** (SAMO 84-85, 89-90, GRCA 85-86, LAME 86-89, SHEN 90-92, 92-Present) has moved from Point Reyes' North District, where he was a GS-9 law enforcement ranger, to the park's South District, where he holds the same position and grade. Address/phone: P.O. Box 132, Olema, CA 94950; (415) 663-8288.

**Patrick Toth** (CUVA 78-83, ACAD 80, INDE 83-84, DEWA 84-88), who has been with U.S. Customs in Calais, Maine, since leaving the NPS in 1988, will be "making the ceremonial aisle trip in August." He and bride-to-be Julie, a Canadian Customs inspector, will be visiting their new in-laws in Julie's native England thereafter. Address/phone: P.O. Box 289, Calais, ME 04619; (506) 466-1754.

**Allen Vaira** (Yell 78-79, DENA 88-90), who used to be the GS-6 seasonal supervisory law enforcement ranger in Denali's East District, is now a state magistrate in the district court in Tok, Alaska.

**Alan Whalon** (ACAD 77-80, CHCU 80-81, BICY 82-83, HOVE 83-90, ASIS 90-92, HAMP 92-94) and **Glenda Whalon** (ASIS 91) have left Hampton, where Alan was the GS-025-11 superintendent, and moved to Chiricahua/Fort Bowie, where he has taken a position as the parks' GS-401-9 resource management specialist. Address/phone: HCR2, Box 6500, Willcox, AZ 85643; (602) 824-3252.

**Heather Whitman** (YELL 88-91, RMRO 91-93, BLCA 92, THRO 93 to present) has left Rocky Mountain Regional Office, where she was a budget analyst, and is now the administrative officer at Theodore Roosevelt. Address: Box 21, Medora, ND 58645.

**Judi Zuckert** (YOSE 74-77, NOCA 77, SEKI 79-84, Branch of Fire Management 85-90) has left her position as a training officer at the National Interagency Fire Center to become an outdoor recreation planner in BLM's Boise District. Address/phone: PO Box 2671, Boise, ID 83701; (208) 384-3354.

### Missing Persons

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

Jonathan Smith	Mancos, CO
Richard Erving	Denali Park, AK
Dallas Meeks	Denali Park, AK
Julie Weir	Denali Park, AK
Jane Tarlow	Denali Park, AK
John McFadyen	Fayetteville, NC
Jacqueline Lavelle	Woodbridge, VA
Richard Ryan	S. Wellfleet, MA
Duane & Merle Buck	Lansdale, PA
David Pugh	Twin Falls, ID



**Association Actions** (cont'd from page 27)

beginning, that all such whittlings are cumulative and that the end result will be mediocrity.'

"Please let us know how we can be of further assistance in ensuring that this goal is attained." □

**Rendezvous** (cont'd from page 34)

There are several important issues for you to think about between now and October. We will discuss the implementation of the Strategic Plan that was accepted during last year's Rendezvous, dividing the duties of the Secretary/Treasurer into two positions, devising a nomination process of new officers that allows them to be able to function more quickly, and moving toward an executive director's position. These are important issues for the Association and deserve your forethought and ideas. □

— Sarah Craighead  
NCRO

**Omega World Travel**

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

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

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

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

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

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

**International Ranger Federation**

(cont'd from page 35)

- Naturvejleder Foreningen i Danmark (Danish Ranger Association)
- Asociacion Nacional de Guardaparques del Republica Dominicana (Ranger Association of the Dominican Republic)
- Acorena Costa Rica (Costa Rican Ranger Association)

We have granted individual memberships to rangers in Kenya and Finland who are in the process of setting up national associations, and are awaiting or evaluating applications from Iceland, Portugal, Honduras, France, Peru and the California State Park Ranger Association (CSPRA).

Inquiries also have been received from Spain, Australia, China, New Zealand and Mexico.

One of IRF's first projects has been to establish a database of all contacts worldwide in order to send out periodic mailings both to member associations and to other interested parties. That database is now complete, and has produced just under 300 names for this summer's mailing of the premier edition of an IRF newsletter, which will be produced and disseminated by ANPR.

Arrangements are well under way for the first IRF World Congress, which will be held at the Hotel Kasprovy in Zakopane, Poland, from Sunday, May 21, 1995, to Saturday, May 27, 1995. The Kasprovy is a 600-bed hotel with a large conference hall. If the number of attendees exceeds 150, as seems probable, rooms will cost \$35 for a single, \$34 for a double, plus \$25 per day for full board.

Air fares are being looked into at present, but all indications are that reasonable fares can be found.

We are in the process at present of seeking sponsors to help provide funding for the meeting itself and to cover travel and room and board costs for rangers who could use some financial assistance.

The agenda for the meeting includes guest speakers; full day sessions on resource management, human management and balancing conflicts between the two; a raft trip in Pieniny National Park; and a banquet and dance.

Additional and more detailed information will appear in coming issues of *Ranger*;

a brochure also is being printed in Scotland and will be made available later this summer to those interested in traveling to Zakopane.

Our efforts during coming months will be focused on the following objectives:

- Zakopane logistics — Gordon Miller is working toward establishing a conference office to manage the event, sorting out arrangements on-site, and arranging speakers.

- Fund-raising — Colin Dilcock of CMA and Tony Sisto of ANPR, assisted by others, are seeking federal, private and NGO funding for the meeting.

- Association development — Each of the three founding associations has committed itself to helping rangers in other countries set up national associations. CMA is working with rangers in Europe and Africa, SCRA with rangers in Asia, ANPR with rangers in the Americas and around the Pacific Rim. Barbara Goodman is heading that effort for ANPR.

- Liaison — IRF is seeking to establish liaisons with and seek support from governmental organizations. Rob Milne of the Service's International Affairs Office has been strongly supportive, and we recently received a letter of endorsement and support from IUCN, The World Conservation Union.

- Publications — As noted above, a newsletter and a brochure on Zakopane will be coming out this summer. SCRA's Bob Reid is also working on a joint IRF-IUCN publication on rangers as educators.

You can help IRF in several ways. If you have contacts with rangers anywhere in the world, but particularly in nations not mentioned above, please send their names and addresses to Bill Halainen, 640 N. Harrison St., Arlington, VA 22205. Names from Canadian parks would be particularly appreciated. Names and addresses of potential sponsors/contributors should go to Tony Sisto, P.O. Box 1131, Seattle, WA 98111-1131.

Those interested in helping out Barbara Goodman, who chairs ANPR's international affairs committee, should contact her at (813) 792-1841. □

*Bill Halainen works as a program and communications specialist in Ranger Activities in WASO.*

## All in the Family Submission Form

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

Send submissions to: Bill Halainen, 640 N. Harrison St., Arlington, VA 22205.

Name \_\_\_\_\_

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

\_\_\_\_\_

**Old Position:** Please give park, district, series, grade and title \_\_\_\_\_

\_\_\_\_\_

**New Position:** Please give park, district, series, grade and title \_\_\_\_\_

\_\_\_\_\_

**Address and Phone Number** (provide only if you want it listed) \_\_\_\_\_

\_\_\_\_\_

**Other Information** \_\_\_\_\_

\_\_\_\_\_

### Association of National Park Rangers

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

*Important:* Please specify  New Membership  Renewal Date: \_\_\_\_\_

Name (last, first, MI): \_\_\_\_\_ Title: \_\_\_\_\_

Box or Street \_\_\_\_\_ Division: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

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

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

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

<b>Administrative Use</b>	
Date: _____	
Rec'd \$ _____	Check # _____
By: _____	

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

The person who recruited me was \_\_\_\_\_

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

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

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

NPS  Other

NPS  Other

Name \_\_\_\_\_

Name \_\_\_\_\_

Address \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

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