

# RANGER

The Journal of the Association of National Park Rangers

Vol. XIII, No. 2    Spring 1997



**The General Authorities Act: Twenty Years Later**

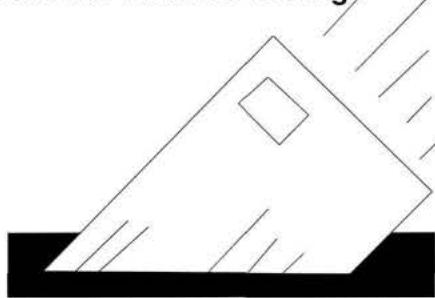
## Letters

### Badge Collector Writes

I am a ranger working for the National Parks Service (Victoria) in Australia. I am a collector of uniform badges and other similar items worn by rangers around the world. Any rangers who are interested in swapping badges and similar paraphernalia with me please send a list or badge, cap, etc. to my address, and I will return to them a badge or similar from the National Parks Service in Australia. I prefer badges that are particular to a park, project or area.

*Andrew Marwick, Ranger in Charge  
Arthurs Seat State Park, RMB 5528  
Arthurs Seat 3928, Australia*

### Put Your Views in Writing



Letters to the editor are welcome. Signed letters of 100 words or less may be published, space permitting. Please include address and daytime phone. *Ranger* reserves the right to edit letters for grammar or length. Mail to **Editor**, 26 S. Mt. Vernon Club Road, Golden, CO 80401, or e-mail to [foredit@aol.com](mailto:foredit@aol.com).

### SitRep available on-line

*SitRep*, the monthly (more or less) in-house newsletter of ANPR, now is disseminated via America Online. It is available to any member who is on-line on any e-mail system through the Internet. If you would like to receive *SitRep*, send a note to Bill Halainen at [bhalainen@aol.com](mailto:bhalainen@aol.com)

### Seasonal Survey Useful

Thanks for the seasonal survey. It is a valuable and useful service. Many thanks to the volunteers who put the survey together. Good job! A valuable benefit of belonging to ANPR.

*Tom L. Herrick  
via America Online*

### Our Happiest Years

*Editor's Note: This letter was sent to ANPR President Deanne Adams.*

I am chagrined that a persistent virus attack upon Mrs. Hartzog and me has delayed this response to your gracious letter of Nov. 11, 1996. Your generous comments lifted our spirits enormously.

The happiest years of our lives were spent in the National Park Service among the most principled, talented, loyal and creative people we have ever known. We were privileged to rear our children among you who are exemplars of all that is best in America. Two of them are now Methodist ministers and the other one is headed into the law and public service. To paraphrase the melody popularized by Tony Bennett, we "left our hearts in the National Park Service."

Again, with many thanks, warmest personal regards and all good wishes for a joyous holiday season to you and yours.

*George B. Harzog Jr.  
McLean, Virginia*



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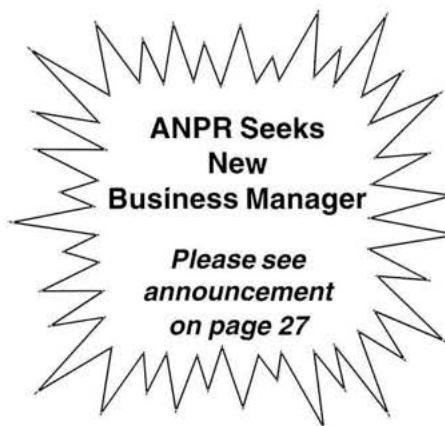
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# RANGER

*The Journal of the Association of National Park Rangers*

Vol. XIII, No. 2

Spring 1997

*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 or [fordedit@aol.com](mailto:fordedit@aol.com). Editorial adviser, Tony Sisto, (206) 285-8342 or (360) 699-9307 or [anprstiso@aol.com](mailto:anprstiso@aol.com).

**Deadlines**

Spring issue .....	Jan. 31
Summer issue .....	April 30
Fall issue .....	July 31
Winter issue .....	Oct. 31

Submit copy to editor in WordPerfect 7.0 (or earlier versions) or Microsoft Word format on computer diskette, or send to [fordedit@aol.com](mailto:fordedit@aol.com).

**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 the editor, Teresa Ford, 26 S. Mt. Vernon Club Road, Golden, CO 80401; (303) 526-1380.

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Cover: Photo by Rick Edwards, Fort Vancouver NHS

## President's Message

**E**lection results are in and you have two new board members and four re-elected members (see results on page 17). I was pleased that we had a full slate of candidates and that the races were close. Those results show healthy interest by members in board activity. All the candidates, including those who will not be on the board, have already volunteered to work on projects identified in the annual work plan. My thanks to each member for running for election and for following through with their interest by taking on new responsibilities for the Association.

After two years of planning and discussions at Rendezvous meetings, the membership voted overwhelmingly in favor of the reorganization proposal. The board you just elected will remain in effect through 1997. As a transition to the new structure, which will be effective January 1998, current members are taking responsibility for the new functional positions.

Now is a good time for each of you reading this column to begin considering members you know who would be good in the new positions. We need your help in recruiting for the next several months. Nominations will be held at the Rendezvous in October in Fort Myers, Florida.

If you are interested in running for office, but are concerned about your lack of experience, please help us with our committee work. That will give you exposure to the board and the decision-making and budget processes. What are your interests? What do you want to learn about or what is already your expertise?

We need your enthusiasm, energy, time commitment and/or expertise. If you don't have the experience, but want to learn, an ANPR committee is a good place to be.

If you are thinking about serving on the board, here are some examples of what we'll need:

In our purpose statement we say "... 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 ..." To meet that purpose we will have a board member for **Education**. Do you have an interest in determining the training courses

at the Rendezvous? Do you have ideas for other training courses that park rangers need that NPS doesn't currently offer? Consider running for the **Education & Training** position.

Are you a seasonal with an interest in issues concerning non-permanent NPS employees? Do you see a role for ANPR in some seasonal areas? Tell the Elections Committee you are interested in running for the **Seasonal Perspectives** position.

In our mission "... to support management and the perpetuation of the National Park Service and the National Park System ..." we deal with a variety of issues, ranging from giving testimony before Congress on NPS legislation, to communicating with the Secretary or the Director and upper NPS management. If you want to be involved with the "big picture" and contribute by researching, tracking and writing on issues, run for the **Special Concerns** position.

Are you willing to do the legwork to find resources for the Association? Do you agree that we need more funding to accomplish our goals? The membership survey showed members would like a Web site, a membership directory, and more mailings of the *SitRepRanger*. We have long recognized the need for a full-time executive director. All these dreams require money. If you can help your Association realize some of those dreams, run for the **Fund-Raising** position.

There will be a total of 11 voting members on the 1998 board: the positions above plus **President, Internal Communications, Membership Services, Strategic Planning, Professional Issues, Treasurer and Secretary**. The president will serve on the board for a total of six years, three of those in a non-voting capacity while serving as president-elect for a year, then as past president for two years.

As always, please call or write to any current board member (listed in the back of each issue of *Ranger*) about information on the elections — or any other issue. □

**The ANPR Board of Directors has set its mid-year board meeting for June 21 – 22 in Seattle, Wash.**

# Law Enforcement and the General Authorities Act

## Twenty Years Later

**Survey Compiled by Tony Sisto**

Fort Vancouver NHS

The “General Authorities Act,” signed into law Oct. 7, 1976, (Pub.L. 94-458) provided, among other things, the first consolidated law enforcement authority applicable to the National Park Service. Section 10 of this law (16 USC 1a-6) stated that the Secretary of the Interior is authorized to “designate . . . certain officers or employees of the Department . . . who shall maintain law and order and protect persons and property within areas of the National Park System.”

Prior to this, law enforcement authority had been vague, scattered throughout several sections of Title 16. For instance, the Act of March 3, 1897, applied to national military parks only, where “the superintendent or any guardian of such park is authorized to arrest forthwith any person engaged or who may have been engaged in committing any misdemeanor named in this Act.”

Perpetrators were to be fined “not less than ten dollars.”

The Act of March 2, 1933, also gave authority to “commissioners, superintendents, caretakers, officers, or guards of national military parks, national parks, battlefield sites, national monuments, and miscellaneous memorials to arrest and prosecute persons for violations of regulations.”

However, the broad authority that the NPS had operated under for over 70 years prior to the passage of the Authorities Act was a 1905 law in which *all* “persons employed in the forest reserve and national park service of the United States shall have authority to make arrests for the violation of the laws and regulations relating to the forest reserves and national parks.”

What perhaps had served adequately for the early decades of the 20th century was no longer sufficient. Law enforcement had changed, and was changing, dramatically. In 1970, another piece of general legislation made numerous administrative changes to NPS procedures, but did not touch law enforcement authority. Then came Stoneman Meadows in Yosemite. The Klieg lights of public scrutiny caused by the Yosemite riots and other serious law enforcement incidents in the 1970s, helped focus management action. By 1976, the time had come to address the professionalism and authority by and under which the NPS was to conduct protection operations in the latter part of the 20th century.

### The Survey

Twenty years have gone by since the passage of the Authorities Act. Since then, the NPS has professionalized and standardized law



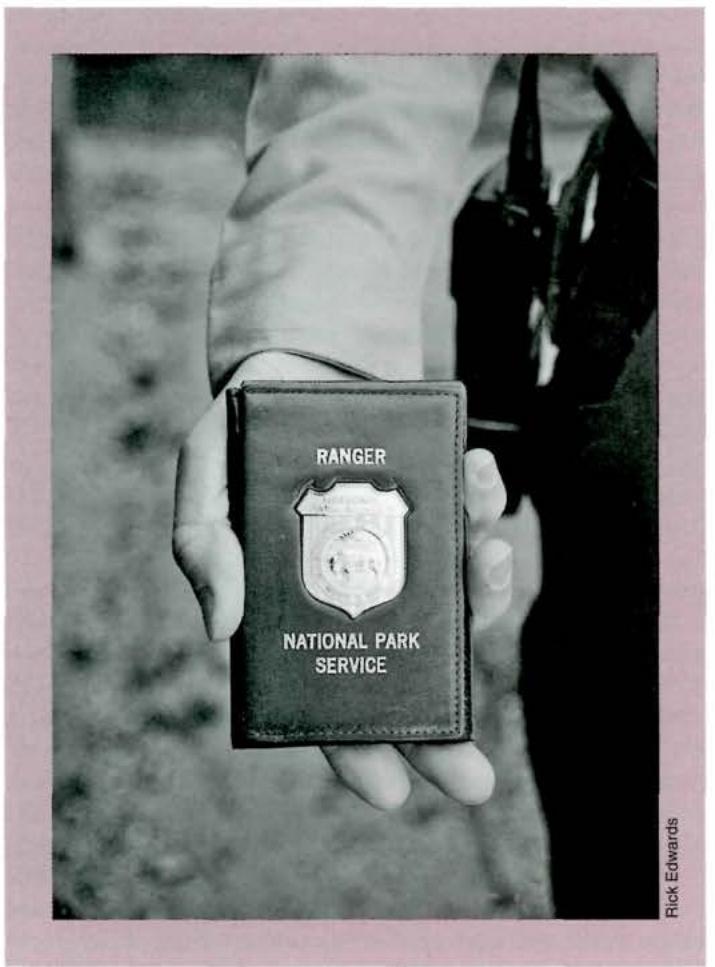
enforcement training requirements and schools; designated specific persons to train for and practice law enforcement in the parks; promulgated many revisions of its regulations at 36 CFR reflecting the increased demands of resources and visitor protection in parks; fought and won high profile and important court cases dealing with resources protection and law enforcement authority; published NPS-9 guidelines that have withstood, or have benefited from, court challenges; implemented ranger careers; provided 6c coverage for designated law enforcement positions; and recognized the law enforcement ranger as a professional federal officer.

Many employees now believe that law enforcement in the NPS has never been better, that we've finally reached a level of continuing professionalization needed in law enforcement. Others, however, perhaps feel that the old debate of overspecializing the law enforcement profession is still alive. As those know who have been around since the days of the Authorities Act passage, this was a similar concern back then, i.e., that the legislative authority would end the “generalist” ranger as we knew it then, and create a cadre of police officers.

Finally, there are certainly some who believe that law enforcement in the NPS is still not at the fullest professional level, that, for instance, supervisors without law enforcement experience or credentials should not be supervising a law enforcement operation, and that, in general, more changes are needed.

Has the NPS reached the level of professionalization needed in law enforcement?

In this issue of *Ranger*, several experienced field rangers and



Rick Edwards

managers respond to questions about what they see as the status of law enforcement in the NPS in the 20 years since the Authorities Act. Four questions were asked of all respondents, but all were encouraged to expound on any other thoughts on the subject.

Their responses, while certainly not statistically indicative of an overall consensus on law enforcement, do help show some of the current thought from longer term employees. *Ranger* thanks those who were able to take the time and respond to the questions. We encourage further thoughts from any reader.

## Rangers Respond

**Question 1: Has law enforcement in the NPS improved since 1976? If so, or not, do you feel this was a direct result of the General Authorities Act?**

**Mary Martin, Mojave:** Recognizing that law enforcement is but one a multitude of functions performed by a ranger, the last 20 years of NPS law enforcement might better be described as an evolution. Many facets have been significantly improved (equipment, training, professionalization, etc.); yet, some managers view law enforcement as a necessary evil. In the more extreme situations, you find superintendents and chief rangers (including some who were former rangers with law enforcement responsibilities) grumbling

about ranger futures, and criminal investigator positions (mainly because of cost) and on the other hand, rangers assuming that law enforcement is their sole responsibility.

In terms of the professionalization and acceptance of law enforcement, I think the Authorities Act laid the groundwork. But over the last 20+ years a variety of other factors entered into the equation; not the least of which is the changes society experienced during this timeframe. Parks are not immune from those changes.

**Hugh Dougher, North Cascades:** I began as a seasonal in 1976. I was a stranger to the Park Service. They didn't know me, my psychological well-being, my aptitude for law enforcement, nothing about me. I was hired as a dispatcher. One of the seasonal rangers broke his ankle. The chief ranger came to me with a briefcase. In it was a .38 revolver, hand cuffs, mace, and a citation book. He told me the seasonal ranger and I were trading jobs, and I was to go patrol and do good.

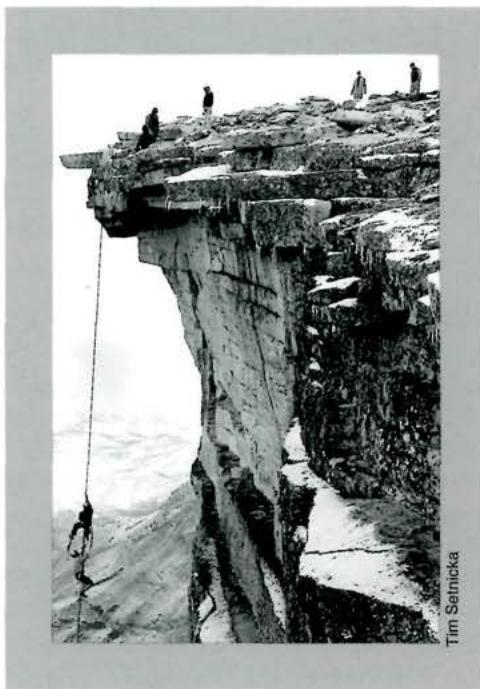
You ask me has law enforcement changed dramatically? Wrong question. Has the NPS's law enforcement program changed? You bet!!! For the better. In the past 20 years the NPS has reluctantly, kicking and screaming, been dragged from the agency's 1950s viewpoint toward the mainstream.

Are we there yet? I think we need to go further. We need to have a formal recruitment and hiring system that screens candidates, like other law enforcement agencies. Over my 20 years I've seen too many "wanna be cops" in the NPS, persons who for various reasons were unsuccessful in getting cop jobs. I've also seen those whose aptitude was not appropriate for the job.

**Rick Gale, WASO:** Well, I think it goes without saying that law enforcement has improved since 1976. Whatever measure you choose to use — professionalism, training, equipment, attitude, management support, anything else — I do not think you could find one law enforcement measurement which went down hill in the past 20 years.

Now, as to whether or not this is the result of the General Authorities Act, is a good question and, I suspect, answerable only by the perceptions of the particular responder. It may well be the classic chicken-and-egg story. For example, I was the law enforcement specialist at Lake Mead from 1969 through 1973. In that time, we built Lake Mead as the premier NPS law enforcement entity in the Service. We were the cutting edge for equipment, training (all our law enforcement seasonals got 40 to 80 hours of law enforcement training starting in 1971 or so), interagency cooperation, and respect, and on and on. NPS rangers were the top academic students (and leaders) session after session at the Las Vegas metro police training academy. That continued into/with refresher training, and the first law enforcement supervisory training ever held (so far as I know) in the NPS.

It is very difficult for me to answer your question about the General Authorities Act impact. My personal belief is that the Act reaffirmed, and made Servicewide, what we were doing at Lake Mead. Certainly it gave us clearer authorities, which were needed. But your question does not deal with the authority issue. The impact is much harder to quantify, or to answer. The difficulty about the



impact of the Act is going to be in showing the nexus, which may well be there, but it is not from my perspective/experience.

**Paul Henry, FLETC:** Yes, law enforcement has improved dramatically. We have gone from the stone age to the space age in 20 years with our law enforcement program in the NPS. The General Authorities Act has been our building

be asked. From the standpoint of the professional NPS ranger a more appropriate question might be: "Has the work of a park ranger, including law enforcement, improved since the Authorities Act?" While the difference in question might seem slight to some, I believe it is at the heart of the NPS mission, what is true NPS rangering, and what rangers do and don't do.

The first principle that applies here I believe is that rangers are not cops! Law enforcement is only one of many jobs that rangers perform. If rangers were cops, they would be called police officers, highway patrollers, detectives or some other police type title. The true job of the protection park ranger is to provide protection of park resources, resource education to park visitors, protection of park visitors and the management of visitor uses. Law enforcement is and has been an important part of these duties since the founding of NPS. But it is only one part.

I do believe that the work of the protection park ranger has vastly improved since the Authorities Act. This is partially because of the Act. Training and the quality of law enforcement work is much better and more in line with the laws of the land and less with local improvisation. The local homegrown approaches worked pretty good. They were efficient, relatively effective and generally pretty inexpensive.

However, much of the improvement in protection park ranger work is due to the demands of the time, not directly to the Authorities Act. NPS has found over the past 20 years that most occupations had to do a more "professional" job. This is true of natural and cultural resources management fields, facility management occupations, concessions management, public affairs and other NPS work. So it is with ranger work. The public, the courts, the media and elected officials all expect park rangers to perform their duties to the same quality and level as their counterparts that work outside of parks. Where there is no comparable outside examples, it is fairly common for the public to expect rangers to deal with operations to reflect favorably on themselves and on NPS.

So the NPS standards for resource education, interpretation, resource protection, search and rescue, emergency medical services and visitor use management have evolved to meet standards sometimes established by peer organizations, and sometimes established internally.

**Walt Dabney, Canyonlands:** If a ranger was just performing police/LE duties, and not expected to perform any of the other higher-level responsibilities such as resources management, concessions, special park uses, air quality, etc. that 025 rangers do, the position would not have rated out a GS-9 in "Ranger Careers." The GS-9 level benchmark is not carried by the law enforcement duties, but by these other responsibilities. In fact, the planning for the benchmark PDs and the GS-9 performance level was justified on these duties and the intent of Congress in the 1976 Authorities Act, *not* to create a separate cadre of law enforcement rangers in the NPS (see Passing the Act, page 6). NPS capitalized on the Congressional Report to assist in getting the GS-9 performance level approved.

**Mike Greenfield, Fredericksburg & Spotsylvania NMP:** Law enforcement in the NPS has certainly improved since 1976, but I

block to accomplish our mission in law enforcement. Next to the National Park Service Organic Act, this is our most important document.

**Tomie Lee, Glen Canyon:** Even prior to the General Authorities Act, many NPS rangers and managers believed the NPS was responsible for the safety and welfare of persons in the parks and their property, based on NPS tradition and plain common sense. However, there were others who preferred not to accept those responsibilities as an NPS obligation. I believe the General Authorities Act compelled the National Park Service to acknowledge our responsibilities for the physical welfare and property of visitors, employees, concessionaires, vendors and residents in our parks. Once we as an agency faced up to our law enforcement responsibilities, we responded in a typical NPS manner. We began striving for the same level of professionalism in law enforcement that we have in our other functions.

**Darlene Koontz, FLETC:** Law enforcement in the National Park Service has improved since 1976. But like every aspect of the Park Service — resources management, cultural resources, interpretation etc.— every one of these areas have improved since the '70s. Law enforcement is just one area that has grown based on the changes and demands of the public, the resource, and the Service. Yes, the Authorities Act was the turning point in the way we do law enforcement in the NPS. The turning point for the ranger was going from performing protection services (doing the job) without any authority or law supporting their actions, to a Service and nation supporting their actions. Today rangers perform law enforcement at the level needed to meet the increasing demands they are faced in protecting our national parks.

**Dick Martin, Death Valley:** In my opinion a better question could

don't think solely as a result of the Authorities Act. Primarily, standardized training and the evolution of FLETC in the mid-'70s are responsible. Prior to that, there was training, but it was haphazard. Some people went to the law enforcement training then offered at Greenbelt in Washington, D.C.; others found training locally. But the uniform training in law enforcement that arose mostly as a result of the Yosemite riots, was largely responsible for the initiation of improved professionalism in law enforcement. This had begun before the Act was passed. What the Authorities Act did was help cement that uniform training into our culture, making it unlikely that future managers could ignore its necessity.

**Question 2:** *With the increased specialization and training needed, along with recognition of 6c professional law enforcement status, are we finally on the verge of losing the traditional "ranger image" with those who occupy designated positions?*

**M. Martin:** I'm afraid so. As an organization, we should work hard to ensure that this doesn't happen. I'm amazed by how many rangers/chief rangers I consistently hear say they can't do this or that (pick up trash comes to mind) because of ranger futures. I heard this from several folks I recently interviewed. It appears that the renaissance ranger is more and more becoming a part of history. In the future, I expect that the career flow from ranger to chief ranger to superintendent will change dramatically. More individuals are going to be tied to 6c retirement and, because of the financial implications, will be reluctant to leave that career path.

**Dougher:** You infer in your question that these issues are alive and strong. With who? My experience is that we've worked through them, and have gone on. I hope that *Ranger* magazine is able to continue to move us forward, and doesn't simply resurrect the old, tired arguments of the early 1980s.

Have rangers become overspecialized and lost the tradition? Well, yes and no, but in the final analysis, no. Critics complaining that rangers shouldn't be law enforcement, shouldn't carry guns, etc. are [misinformed]. Rangers didn't begin carrying guns after 1976 (although the visibility increased). Rangers always carried guns. Heck, the original Forest Reserve rangers, and their successors, the civilian rangers under the Cavalry and the 1st USFS rangers, were hired specifically to protect federal resources. They were expected to shoot good, and they carried "hog" guns on their hips. So, the 1976 Act didn't increase law enforcement, it decreased it by limiting law enforcement authority to designated employees. Rangers have always carried guns, and have always been law enforcement officers.

So, has the ranger become specialized? In a sense, yes. Has the ranger become overspecialized? No. In the old days, the ranger did it all. Then as work demand increased, specific responsibilities were taken away. First maintenance, then interpretation. And then, beginning in the '70s, program responsibilities for resources management. I don't think the ranger force was doing a good job with resource management. Generally, workload demanded rangers focus on life and safety issues such as law enforcement and emergency

services. So something needed to be done. The NPS chose to build a new organization — the Resource Management Division staffed by resource management specialists — rather than build up the ranger force. So yeah, rangers are more specialized than they were 20 or 40 years ago. But guess what? This is almost a new millennium. This isn't the '70s or the '50s. Times and society have changed. Standards for all professions are greater, whether for a city cop, an NPS resource manager, or a school bus driver.

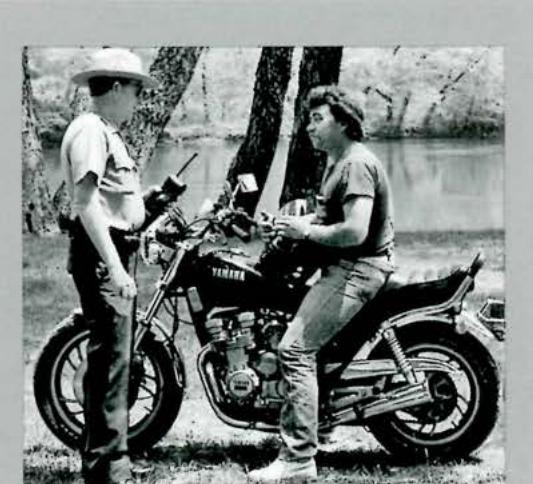
**Gale:** It seems to me we go through that entire thought process — are we losing the traditional "ranger image" — each time something new occurs in NPS law enforcement. Remember the ruckus about rangers routinely wearing weapons and how that would be the downfall of civilization? Well, the roof did not cave in then and I doubt if it will this time around because of 6c and "professional" law enforcement status. I think we have had a pretty professional bunch of rangers with law enforcement responsibilities and authorities for quite some time.

At any rate, this is largely a supervisory responsibility. If a superintendent sets the parameters he/she wants for that particular park, its resources and its needs and problems, and those parameters mirror policy, then I think subordinate supervisors generally want to work within those. So do most of the people working where the rubber meets the road. I do not detect this as an issue, but I would also agree that this is a far from perfect world and we do have some folks with a single-minded focus. That needs to be fixed, but you cannot do so by executive fiat. It is the accountability issue again.

**Henry:** By no stretch of the imagination are we losing our "ranger" image as a result of the Authorities Act. We have enhanced our image as a professional in one of the many areas that we have responsibilities, and that is law enforcement. Just because we become better and more professional at something does not mean that we are losing our image.

**Lee:** Before "specialization" or "professionalization," there were NPS rangers who did not measure up to the traditional ranger image and there

t h o s e t y p e s a r o u n d . O u r e m p l o y e e s w h o f a i l t h e t r a d i t i o n a l r a n g e r i m a g e t o d a y a r e d o i n g s o n o t b e c a u s e o f , b u t d e s p i t e t h e i r t r a i n i n g ,



equipment and specialization. If park managers and chief rangers set appropriate standards, provide clear guidance, and are willing to hold employees accountable to NPS ideals, then we have professional rangers who are oriented to park resources, committed to public service, emergency service providers, and who respond appropriately to law enforcement situations.

**Koontz:** Better training, 6c coverage, ranger careers, designating criminal investigators and special agents has not changed the image of the "ranger." If we think the "ranger image" has changed we need to look at ourselves, the managers. When was the last time we as managers sat down with a new employee and talked about what it meant to be a ranger? Discussed what wearing the uniform means to each of us and in the eyes of the public? The responsibility in both our professional and personal lives it takes to be a ranger?

I think we have forgotten that what we do and how we act as managers influences the behavior of our rangers. We hire new employees, pray they have some seasonal experience so we can

literally throw them into the job with very little training, no orientation and expect them to perform beyond what any other employer would ask of an employee. We are, however, finally treating our employees like the professionals they are and compensating them for the jobs they have performed for the National Park Service for many years. We are doing the right thing.

**Dabney:** If the job is a "pure" police job — such as a guard or strictly police work — without resources protection or some of the other higher level duties of the 025, why not let the USPP do it? Otherwise, if a position is providing only "pure" law enforcement duties or guard duties within the NPS, perhaps as may be happening at some of our urban areas, these positions would more than likely be more correctly classified as 083 police, or 085 guard positions, at a lower grade level than the 025 ranger. The police or guard series, while performing a needed task in some areas of the federal government, can not compete with the GS-9 025 positions in the NPS where law enforcement is not the sole duty. Most, if not all,

## Passing the Act

What has been called "The General Authorities Act" is Public Law 94-458. Its official purpose:

"To amend the Act approved August 18, 1970, providing for improvement in the administration of the National Park Service by the Secretary of the Interior and clarifying authorities applicable to the National Park System, and for other purposes."

Besides law enforcement authority reforms, the act also included several other administrative revisions, including:

- provided legislative jurisdiction relinquishment authority, an important part of the overall intent to professionalize law enforcement (16 USC 1a-3)
- provided the authority to "promulgate and enforce regulations concerning boating and other activities on or relating to waters located within areas of the National Park System, including waters subject to the jurisdiction of the United States." (16 USC 1a-2).
- amended the Historic Preservation Act of 1966 by authorizing the NPS "to withhold from disclosure to the public, information relating to the location of sites or objects listed on the National Register [of Historic Sites] whenever he determines that the disclosure of specific information would create a risk of destruction or harm to such sites or

objects." (16 USC 470a)

- authorized travel expenses for permanent change of duty (16 USC 17)
- increased the authorized uniform allowance to \$400 annually (16 USC 1a-4)
- established the "Park of the Month" program, requiring an annual report on at least 12 parks "which appear to be of national significance and which may have potential for inclusion in the National Park System." (16 USC 1a-5)
- re-established the National Parks Advisory Board until 1990 (16 USC 463)
- required the Secretary to transmit to Congress "all proposed awards of concession leases and contracts involving a gross annual business of \$100,000 or more."

### Congressional Concern

Clarifying law enforcement authority in national parks was not without concern in the Congress. Fears existed that the park ranger image would be negatively affected with this authority. In its report on the House Bill (H.R. 11887), the House Committee on Interior and Insular Affairs stated:

"The Committee intends...that law enforcement activities in our National Park System will continue to be viewed as one function of a broad program of visitor and resource protection. Law enforcement duties should be a function of the National Park ranger,

along with a diversity of other protection concerns. It is not intended here that law enforcement responsibilities should fall on a small number of individuals as their exclusive duty. In like manner, the carrying of firearms and other defensive equipment should be done with a view toward maintaining the appearance of all designated employees as representatives of a resource and people-serving agency, and not as members of an organization whose only function is law enforcement."

Similar concerns arose during floor debate in the House of Representatives Sept. 21, 1976, where one of the bill's sponsors, Mr. Taylor of North Carolina said:

"It is not the intent that rangers in general be armed. We desire to maintain the image of the ranger as a naturalist and as a friend to the park visitors but as the same criminals who commit crimes in cities and on the highways occasionally get in the parks and there must be authority to protect the public and not permit the Parks to become a haven for retreating criminals." [Cong. Record 9/21/76, p. 31658].

The bill, however, easily passed the House Sept. 21, 1976, and the Senate Sept. 23. It was signed into law Oct. 7.

park managers are generally looking for more well-rounded experiences, interests and skills than just law enforcement when hiring a park ranger position.

**Greenfield:** Specialization is, indeed, the crux of the matter. When people talk about specialization, however, it is often directed at law enforcement, i.e., "look at all that specialized training that law enforcement rangers receive." I believe that a case might be made for the law enforcement ranger actually being the least specialized of the series. Resources management, in particular, has recently received much specialization, to the extent that many parks now are splitting cultural and natural resources duties. Even in interpretation, in the 025 series, some now feel that the title "park interpreter" is too general, that the title "park naturalist" is more specific to a professional specialization (i.e., natural resources specialty); "historian" for those interpreting cultural resources, particularly in the east and at some Civil War battlefield sites.

My point is that all professions are specializing, and we are moving further and further from the generalist skills that rangers over time traditionally have had. Perhaps we are becoming a bit overspecialized.

This isn't all bad. Certainly, specialized training in our primary fields has lead to much higher levels of skills and professionalization. However, it may also be leading to job classifications and positions so specialized in a particular field that it may cause some to avoid becoming involved in other areas of expertise. Why try and give an interpretive talk as a resource management specialist in a park when there are "experts" trained in interpretation?

**Question 3:** Over the years, some have said that the law enforcement ranger could, and should, be replaced by U.S. Park Police, especially in the larger parks with numerous Class I offenses. Others have argued that the generalist skills required and usually possessed by most rangers—EMS, SAR, etc.—were more desirable in park areas. Has the accomplishment of obtaining 6c status, and further specialization training requirements, made the law enforcement ranger indistinguishable from the Park Police officer?

**M. Martin:** No. The USPP are a highly trained and specialized

## Authority: 16 USC 1a-6(a)

"In addition to any other authority conferred by law, the Secretary of the Interior is authorized to designate, pursuant to standards prescribed in regulations by the Secretary, certain officers or employees of the Department of the Interior who shall maintain law and order and protect persons and property within areas of the National Park System. In the performance of such duties, the officers or employees, so designated, may:

(1) carry firearms and make arrests without warrant for any offense against the United States committed in his presence, or for any felony cognizable under the laws of the United States if he has reasonable grounds to believe that the person to be arrested has committed or is committing such felony, provided such arrests occur within that system or the

person to be arrested is fleeing therefrom to avoid arrest;

(2) execute any warrant or other process issued by a court or officer of competent jurisdiction for the enforcement of the provisions of any federal law or regulation issued pursuant to law arising out of an offense committed in that system or, where the person subject to the warrant or process is in that system, in connection with any federal offense; and

(3) conduct investigations of offenses against the United States committed in that system in the absence of investigation thereof by any other federal law enforcement agency having investigative jurisdiction over the offense committed or with the concurrence of such other agency."

manager, I expect every member of the park staff to first and foremost understand and uphold our mission and purpose. There are parks (Yosemite, Lake Mead, etc.) that require the specialized expertise of criminal investigators, and those positions should be fully supported. However, that requirement is not limited to those parks. At Mojave, we have been significantly supported by the criminal investigators from Death Valley and Whiskeytown over the last two years. We need to have that expertise either on the park staff or readily available. I don't believe that the USPP meets that need. I also strongly believe that we need to reinforce the generalist ranger concept. Sure there are a lot of training requirements; but in this era of shrinking budgets are we going to have the luxury of hiring specialists to meet all our needs (EMS, SAR, etc.), or are we going to make sure that our staff has the training and tools needed to perform a myriad of functions?

**Dougher:** I hate to even waste my time to address the idea of the NPS subcontracting law enforcement to the USPP, or some other law enforcement agency. What would be gained? In a few parks, such as Yosemite and Lake Mead, the cops would be kept busy. But in most parks, like North Cascades, they would have time on their hands, time that rangers use to perform other jobs (SAR, resource management, public education) jobs that the cops would balk at.

**Gale:** No. First of all, even at the most law enforcement "intensive" parks—Lake Mead, Grand Canyon South Rim, Yosemite Valley, etc.—there is not that much Class I crime, nor is there in the District of Columbia or Seattle or wherever. So this is a specious argument from the outset. Jobs should be classified in the series that is appropriate to the work which is to be accomplished. If that means, in certain select jobs the police series is the most appropriate, then

police organization, designed to effectively function in Washington, D.C., and other specific large urban areas. They are trained to investigate and solve crimes against people and property, not resource protection, i. e. ARPA, poaching, etc. Over the years the USPP have viewed themselves and their mission as being separate and distinct from the NPS. Unless and until they fully embrace the mission and purpose of the NPS, they should not be folded into the mainstream NPS.



Rangers at FBI firearms instructors class, 1987.

that is how the job should be classified.

If you do not consider our 1811 criminal investigators, how many 025 protection rangers do not do some other collateral duty — fire, EMS, SAR, interpretation, you name it? Bet you could count them on not very many hands!

**Henry:** The park ranger could never be replaced by the Park Police. The Park Police officer is a single function position where the ranger is multi function and resource based. Rangers do a wide variety of duties such as fire-fighting, EMS, SAR, interpretation, etc. Park Police do one specialized thing — law enforcement.

**Lee:** If the National Park Service law enforcement program is successful, then the park ranger and the Park Police officer are indistinguishable in knowledge, skills and abilities in regard to law enforcement techniques, training and appropriate levels of response. In other words, professionalism. There are differences between the two law enforcement "organizations" in philosophy, program emphasis, chains of command (park rangers report to park managers; Park Police officers do not, which substantially limits the park managers' ability to manage a major function in their parks), recruitment and selection processes, and cost to the overall NPS budget. Incidentally, park rangers are still the "cheaper" alternative.

**Koontz:** At one point in history the Park Police were sometimes needed to assist rangers in setting up some law enforcement organization and training. That need no longer exists. The rangers have outgrown the need for the Park Police to assist us in this managing of the law enforcement responsibilities within our parks and field areas. The Service needs to support and trust rangers to perform and manage the law enforcement needs at every level.

**Greenfield:** I don't think that looking at parks by Class I offenses is the best way to ask the question. Instead, look at urban vs. non-urban. A park that is, perhaps, more rural may require, by its location and physiography, more traditional "ranger" skills, such as SAR, EMS, scuba, etc. These areas, no matter the types of offenses,

should be "ranger" parks. But, something like the Statue of Liberty, or other heavily urbanized parks where SAR or other skills are negligible, perhaps are appropriate for USPP or other options. In short, it's not just "how many Class I offenses are there," but rather "what else is going on there?"

**Question 4:** Finally, some smaller parks, in particular those in or close to urban centers, have chosen not to designate any law enforcement positions, choosing to rely instead on agreements with local or state law enforcement agencies. Have you seen an increase in cooperative agreements or similar with other entities for law enforcement? Do you believe this is a positive trend or not? Why?

**M. Martin:** Mojave has seen the counties and California Highway Patrol (CHP) looking to us for additional support and mutual aid. However, at the same time, there is also a reluctance to fully delegate authority (i.e. concurrent jurisdiction) to the NPS. We rely on the sheriff and other law enforcement agencies to work with us on a cooperative basis. Despite our limited history, MOJA had the largest environmental crimes case (hazmat) dumping that was successfully prosecuted in the NPS [see *Ranger*, Winter 1996-97, "The Mojave Plastics Investigation" by Alan P. Foster]. We could not have done such a top-notch job just looking inside the NPS for aid. We involved the California Fish and Game, EPA, CHP, NHP, San Bernardino Sheriff, BLM, FBI. We're now working on another criminal haz-mat case where California Fish and Game agreed to take the lead and again, there are a number of cooperating law enforcement agencies.

I am starting to watch an erosion of law enforcement positions from parks (in particular small parks), where superintendents are faced with deciding if they will have any law enforcement rangers on staff. Costs, training, etc. are coming into play with the decision.

**Dougher:** Such a suggestion, that some other agency should do law enforcement, is a personal insult to me, a law enforcement-commissioned U.S. national park ranger. It infers that I am not competent in law enforcement. Parallels are that the NPS should have OPM employees stationed at parks to do personnel, FWS biologists for resources management, and local school district teachers for interpretation.

**Gale:** I think there are some policy issues here, like oversight of a program. If the NPS is providing program oversight (policy and procedural compliance, for one), then there is nothing inherently wrong with the use of contracted services. If, on the other hand, the use of contractual law enforcement is a subterfuge to avoid paying rangers their due, then this is wrong. This should be part of a larger question, one which we answered years ago through the A-76 process and still answer it today.

(continued on page 18)

# The Best Job in the NPS

By Pat Buccello

Zion National Park

I recently received a call from an ATF special agent in charge who I've been working closely with for the past five years. He told me he was retiring soon and, with not a small touch of bitterness, stated that "... it is just not fun to be a federal law enforcement officer anymore."

Perhaps as recently as five years ago, I would have felt that I couldn't relate to the same stresses of an ATF agent. Then came Ruby Ridge, Waco and the Oklahoma City bombing. I have read statements from congressional representatives who suggest that land management agencies have no business conducting law enforcement operations. I have seen a backcountry trailhead register where a visitor writes, "The rangers should be shot."

The phone call came at a time when I had been questioning if I still wanted to be in the NPS and led to me to reflect on changes — good and bad — I've observed in almost 20 years as a law enforcement ranger in our agency.

Most of us started our law enforcement careers in the NPS as seasonal rangers. Unlike our counterparts in the Park Police, who entered a branch of the agency that is devoted exclusively to law enforcement, most of us became rangers with goals of being generalists and not "cops" in the traditional sense of that word. Many of us had our first NPS job as fee collectors, firefighters or interpreters. Rangers each have their philosophies as to why they moved from those entry jobs into the field of protection, with many rangers citing the desire to be effective in protecting resources, the diversity of day-to-day activity, the physical and mental challenge, and, yes, the reward of "adrenalin fixes."

As we look at the recent history of the protection ranger, it is important for all of us, whether new law enforcement rangers, those in mid-career or those in management, to review changes in the profession. For some of us the direction in which law enforcement is moving is rewarding in its increased professionalization. For others, this sits uncomfortably in an agency in which the law enforcement aspect of protection

## PERSPECTIVE

hasn't always been fully understood.

How many readers started their protection careers with an obscure delegation called Park Protection Commission (PPC), as I did? With no formal law enforcement academy training behind us, we attended a 40-hour course in a park and were handed a citation book but no defensive equipment. Often we were working in what parks referred to as "low profile" positions such as

backcountry or campgrounds. Holders of PPCs could issue citations but were supposed to call commissioned rangers if the situation escalated. The PPC delegation was fraught with liability and safety concerns, and this led to the elimination of the practice with the advent of Ranger Careers.

Today, significant developments in training have enhanced the safety and professionalism of protection rangers in dealing with an increasingly dangerous and sophisticated violator on public lands. Academy hours at FLETC have increased to include domestic/child abuse, terrorism, CISD, computer search warrants, white collar crime, ARPA, commercialization of resources, violence in the workplace, gangs and technical surveillance equipment.

Beyond the basic academy, however, rangers are finding that advanced training also is crucial. Increased crime necessitates training in hostage negotiations, undercover operations, advanced interviewing, internal investigations, organized crime and international law. With decreased training money and limited staffing, protection rangers are more aggressively seeking advanced training through outside agencies.

In the comfortable setting of conversation with other law enforcement officers, we find ourselves telling the real story of the increase in violent crimes, the growing percentage of violators with weapons, the presence of gangs and the sophistication of re-

source poachers. Increasingly, park rangers are finding common ground with urban law enforcement officers and other federal agencies. Today it is common to have protection personnel involved in multiagency task forces as equal players among state and federal law enforcement agencies looking at local and international drug trafficking, domestic terrorism, fraud and resource violations.

The expertise of NPS protection rangers is increasingly recognized by outside law enforcement agencies on a national and international scale.

For example,

quality programs such as Grand Canyon EMS/SAR and Yellowstone winter tactical operations have offered training to FBI SWAT and HRT teams. Einar Olsen's (NCR) excellent work in environmental crimes training is sought out by other agencies. Expertise in ARPA investigation was a contributing factor in the NPS being designated as the lead law enforcement agency for the Native American Graves Protection Act.

Beyond the headline-capturing issues of violent crimes come our basic area of law enforcement responsibilities — resource protection. Increasing commercialization of resources have led the protection ranger to look beyond the "typical" wildlife poacher to organized gangs pillaging everything from fossils, to snakes, butterflies, ferns and ginseng. Our archeological and historic sites are still being robbed, but we are also now experiencing blatant theft from museums and visitor centers. More than ever, it is critical that protection rangers be knowledgeable in all aspects of cultural and natural resources found in their areas. Resource violations now frequently involve a team investigation, with protection rangers leading a mixed cadre of resource specialists that can include paleontologists, archeologists, plant/animal biologists, museum curators or tribal elders.

The level of complexity encountered in many criminal resource and violent crimes

(continued on page 19)

# Law Enforcement

## Don't Let the Facts Get in the Way of Your Conclusions

By Brian McHugh  
Cuyahoga Valley NRA

I was surprised. We bought it, we planned it, we built it and they have come. In the millions. In 1995 the 21st most-visited NPS area was the Cuyahoga Valley National Recreation Area (CUVA) at 3,533,523 recreation visits. Just ahead of a place called Yellowstone National Park.

I wondered if this visitation had effects that were mirrored in the protection workload? As a newer park area, at just 20 years old, where are we today compared to other NPS areas? This article will describe some of my findings for my park. It is not intended to be a statistically valid sampling for all parks, but rather a chronicle of my curiosity that may be useful to others who hope to see the forest and not just the trees.

With CUVA at 21st, how big is big visitation? According to statistics developed for 1995 by the NPS statistical unit in Denver, the top 24 NPS areas, which include CUVA, account for 50 percent of all NPS visits. One-half of NPS park areas account for 95 percent of all annual visits. Thus, one-half of the parks receive, and share, only 5 percent of the total visits in the NPS. Of this latter group, it turns out that in 1995 the least visited month that CUVA had more visits than the *annual* total visits at any one of these parks.

So, CUVA had become quite busy from a visitation standpoint. Located in a pastoral, rural and forested valley of 33,000 acres between Akron and Cleveland, Ohio, the NPS presence began in earnest in 1976 with land acquisition where no federal property previously existed. About \$110 million of land acquisition has occurred at CUVA, with extensive park planning from about 1979-1987. Concentrated construction and restoration proceeded in earnest from 1988 to the present. With completion of 20 miles of the Ohio & Erie Canal Towpath Trail in 1994, and numerous other cultural resource

projects, the primary development effort is largely completed. The area is now increasingly visited.

### Annual Law Enforcement Program Report

With the great increase in visitation at CUVA, I decided to take my first look at the latest Annual Law Enforcement Program Report (ALEPR) for 1995 from the 51 park units in the Midwest Region. I was again surprised to find that CUVA was now first in total incidents, and actually accounted for more than 33 percent of all reported incidents in the region in 1995.

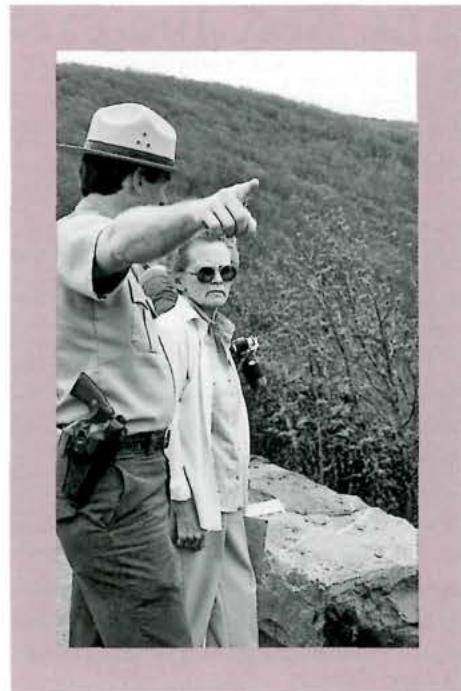
So I went to the next step and requested individual 1995 reports from individual heavily visited parks, and those areas that have at least one criminal investigator position. My assumption was that the parks with the most incidents probably had high visitation, or at least one criminal investigator position on the staff.

The results of this request are shown in the chart on page 11. The chart shows the comparative results of incidents these parks officially reported in 1995. The kind of incidents vary in terms of type and complexity between parks.

The initial priority listing is a reflection of the report of Direct Law Enforcement Cost from the ALEPR. Four parks (Yosemite, Yellowstone, Sequoia-Kings Canyon and Indiana Dunes) can yell at me. I could not swallow the dollar amounts reported. Their reported total dollars are in parentheses, followed by my change based upon the total LE FTE.

### Interesting Findings

I present all the base numbers for you to compare with your favorite park, as well as some most basic averages. I hope you will compare your park's 1995 ALEPR with what is presented here. How do some of these facts apply to your most cherished conclusions?



My park, CUVA, did in fact mirror in number of protection incidents the upsurge in visitation to 21st in the NPS in 1995. Our total Part I incidents were well within the top 20 visited parks, and probably the top dozen. For total Parts I & II combined, CUVA was in the top 10 visited parks, and probably the top half-dozen parks in the System. Although the total CUVA FTE (full time equivalents) of 134 was in the top 20 visited parks, the law enforcement FTE was not. In the 22 parks shown in the chart, the average LE FTE was 40. In the top 10, the LE FTE averaged about 65 per park. The 20 LE FTE at CUVA was appreciably lower than these averages.

I noticed that some of the newer recreation areas were both high in visitation and high in incidents. CUVA was in the same ballpark as Delaware Water Gap, Jefferson National Expansion Memorial (the Arch), and Indiana Dunes. These parks averaged 3,798 Part I & II reported incidents, and 25 LE FTE out of an average total park FTE of 121. I will refer to these four recreation areas as the **Rec 4**.

Similarities also appeared for some large national parks, with the Grand Canyon, Yosemite, Great Smokies and Yellowstone averaging 77 LE FTE out of average total park FTE of 405, and an average of 1,784 Part I & II incidents reported. I noted that

## Parks in Order of Law Enforcement Costs

Park	1995 Direct Cost LE	1995 Total LE FTE (Perm) (C1)	1995 Total Part I	1995 Total Part II	1995 Total I & II	Traffic Incidents	Natural Resource Incidents	Other Service Incidents	Total Incidents	Incidents Per LE FTE	LE Cost per LE Incident	LE Cost Per Rec Visit
<b>1. Golden Gate - Park Police</b>	\$6 Mil	102 (102) (19)	189	2,361	2,550	1,257	4	0	3,811	37	\$1,574	\$0.41 (average)
<b>1a. Golden Gate - Rangers</b>	\$1.6 Mil	31 (31) (1)	47	526	573	243	6	0	822	27	\$1,947	
<b>2. Lake Mead</b>	\$3.2 Mil	43 (39) (4)	374	7,905	8,279	2,593	752	13,631	25,255	587	\$126	\$0.33
<b>3. Grand Canyon</b>	\$2.3 Mil	68 (55) (2)	451	1,366	1,817	1,554	514	2,738	6,623	83	\$347	\$0.50
<b>4. Yosemite (\$87 Mil)</b>	\$2 Mil	83 (50) (5)	325	988	1,313	726	206	1,953	4,198	51	\$476	\$0.52
<b>5. Great Smoky</b>	\$1.9 Mil	45 (36) (2)	183	2,214	2,397	888	120	0	3,405	76	\$558	\$0.22
<b>6. Glen Canyon</b>	\$1.8 Mil	29 (26) (2)	89	1,534	1,623	1,242	514	2,053	5,432	187	\$331	\$0.69
<b>7. Olympic</b>	\$1.7 Mil	62 (25) (3)	127	355	482	10	43	312	847	14	\$2,007	\$0.49
<b>8. Yellowstone (\$1.2 Mil)</b>	\$1.5 Mil	113(49)(4)	118	1,490	1,608	2,155	108	2,355	6,226	55	\$241	\$0.48
<b>9. Delaware Water Gap</b>	\$1.5 Mil	36 (34) (2)	170	5,473	5,543	2,050	867	1,931	10,391	289	\$144	\$0.31
<b>10. Everglades</b>	\$1.4 Mil	40 (32) (0)	40	621	661	2,165	587	868	4,281	17	\$327	\$1.62
<b>11. Glacier</b>	\$1.3 Mil	47 (13) (0)	17	103	120	1,606	661	784	3,171	68	\$410	\$0.68
<b>12. Sequoia-Kings (\$35 Mil)</b>	\$1.2 Mil	55 (18) (1)	33	707	938	488	37	638	1,831	33	\$655	\$0.70
<b>13. Cape Hatteras</b>	\$1.1 Mil	21 (17) (0)	62	914	976	172	83	0	1,231	59	\$894	\$0.36
<b>14. Grand Teton</b>	\$1 Mil	52 (16) (0)	38	842	880	1,904	336	830	3,950	76	\$253	\$0.37
<b>15. Death Valley</b>	\$1 Mil	20 (13) (1)	17	150	167	88	10	7	272	14	\$3,676	\$0.88
<b>16. Jefferson Arch</b>	\$0.9 Mil	22 (21) (1)	36	1,041	1,077	410	68	459	2,014	92	\$447	\$0.29
<b>17. Cape Cod</b>	\$0.9 Mil	32 (11) (1)	34	650	684	762	76	382	1,904	60	\$473	\$0.16
<b>18. Cuyahoga Valley</b>	\$0.8 Mil	20 (16) (1)	75	4,197	4,272	1,453	569	3,862	10,156	508	\$79	\$0.23
<b>19. Indiana Dunes (\$5.5 Mil)</b>	\$0.7 Mil	23 (13) (2)	59	4,235	4,294	9	53	3,047	7,403	322	\$95	\$0.40
<b>20. Buffalo River</b>	\$0.7 Mil	19 (16) (1)	41	374	415	216	69	72	772	41	\$906	\$0.88
<b>21. Chattahoochee River</b>	\$0.6 Mil	12 (10) (1)	55	1,512	1,567	172	83	0	1,822	152	\$329	\$0.18
<b>22. Boston</b>	\$0.6 Mil	17 (17) (0)	43	67	110	0	0	0	110	6	\$5,455	\$0.34

these four large parks had more than double the average FTE of the now developed recreation-type areas, and less than half of the average number of Part I & II incidents reported. I will refer to this group of four national parks as the **Big 4**.

Another group of traditional parks seemed similar to one another. These were Olympic, Everglades, Glacier, Sequoia-Kings Canyon and Grand Teton. These five parks averaged 51 LE FTE out of 213 average total FTE, and 616 average Part I & II incidents reported. I will refer to these five national parks as the **Big 5**.

Let's take a comparative look at these three groupings of park areas:

### **Average FTE and Part I & II Offenses Per Park Group**

	LE FTE	Total FTE	Part I&II in 1995
<b>Rec 4</b>	25	121	3,798
<b>Big 4</b>	77	405	1,784
<b>Big 5</b>	51	213	616

One of my biases had been to believe that as the number of commissioned rangers increased, the number of reported incidents

would increase also. Or, simply put, more folks see and report more stuff. Apparently this is not the case. A more appropriate adage may be that more incidents happen at some park areas than others, regardless of staffing levels.

Another bias of mine was that our largest Crown Jewels were being inundated with Part I & II incidents. Wrong again. Our large, CUVA incident workload is in sync with similar recreation areas, but not with more traditional national parks where a lot fewer tabulated incidents are reported.

Well, then, I assumed that the larger natu-

ral area national parks must be experiencing an inordinate amount of crimes of violence against persons rather than against property. The ALEPR shows an NPS total of 360 violent crimes of homicide, rape, robbery and aggravated assault. I assumed that this crime was concentrated in these busy parks. Let's look at this:

#### Average Violent Crimes Per Park

<b>Rec 4</b>	4 violent crimes
<b>Big 4</b>	15 violent crimes
<b>Big 5</b>	0.4 violent crimes

#### Average Incidents By Type

	Homicide	Rape	Robbery	Assault
<b>Rec 4</b>	0	1	2	14
<b>Big 4</b>	0	9	3	46
<b>Big 5</b>	0	0	0	2

For further comparison, the numbers for Golden Gate, with 14,695,771 recreation visits in 1995, were no homicides, five rapes, six robberies and nine assaults, closer to the average for the Rec 4 than the Big 4.

Now, let's look at the Part I property crimes of burglary, larceny, motor vehicle theft and arson.

#### Average Part I Property Crimes Per Park

<b>Rec 4</b>	56
<b>Big 4</b>	255
<b>Big 5</b>	50

#### Are We Successful?

Property crimes on average were appreciably higher in the Big 4 than in either the Rec 4 or the Big 5, where the number of serious property crimes were quite similar. So, CUVA was similar to the Big 5 parks in Part I property crimes.

According to the ALEPR, Part I & II incidents account for only one-third of the total incidents that occur in the NPS. Our work, our time, our talents are largely spent dealing with the small incidents. I choose to believe that this is a reflection of our success via early NPS implementation of what is now called the "new concept of community policing," and our steady involvement with visitors to let them know we really do care about the rules and regulations that set a standard for behavior when visiting these special places. Perhaps you have noticed that New York City and other large cities have decided to begin enforcing the smallest

of misdemeanor crimes in order to change the standard behavior, with great positive results. This is something we have instinctively known in NPS law enforcement application. If we take care of the small incidents with as much visitor contact as possible, then larger crimes will generally remain at a dull, low roar.

We are collectively successful through our efforts as park rangers. Not by accident or good luck, but by caring, concern, and being helpful in preserving not only the resources, but also the atmosphere necessary for at least a moment of re-creation without unwarranted anxiety or fear. Perhaps a homicide, rape or robbery is only the latest step in a person's move away from ethical human behavior. Perhaps this progression of unethical behavior needs to be at least gently challenged when the dog is off the leash, or the living aster is changed into a dead flower after picking.

#### How Many Rangers Are Ranging?

I noted from the ALEPR that there are only 2,288 people (LE FTE people) who protect 83,222,885 acres in the NPS, or 36,374 acres for each of us to protect. With 273,322,000 visitors a year, that is about 120,000 visitors a year for each of us to care for, and only 88 total incidents a year for each of us. Looks pretty good overall.

But I note that CUVA rangers handle 508 total incidents each, per year. Maybe that's why some long to get to Glacier with its 68 incidents per ranger, or to Great Smokies at 56 incidents per ranger per year, or better yet, Olympic at 14 incidents per ranger per year. But, keep away from the warm waters of Padre Island and its 1,330 incidents per ranger per year; or the moderate waters of Indiana Dunes with 322 incidents per ranger. Better to go to a seashore like Cape Cod with its cold water and only 60 incidents per ranger per year reported.

Let's see how our park bunches did:

#### Annual Incidents per Ranger

<b>Rec 4</b>	303
<b>Big 4</b>	61
<b>Big 5</b>	42

The number of incidents at CUVA is large, but similar to other recreation areas. This may be because CUVA has a 1.4 million person population within one hour who

are almost the entirety of our present visitation. We may still be in the training phase, letting our visitors know that living asters are precious pieces in the national parks.

#### How Much Does This Stuff Cost?

It looks like Boston leads the pack with a law enforcement cost of \$5,455 (!) per incident. Of the parks compared here, CUVA did the best, at a highly efficient \$79 per incident.

Let's see how the park groups did on this one too:

#### Average LE Cost Per Incident

<b>Rec 4</b>	\$193
<b>Big 4</b>	\$474
<b>Big 5</b>	\$1,078

Not only is CUVA outstandingly efficient, but so are our newer recreation areas on average. Let's now take a look at how much it costs per visit to perform the protection function.

#### Average LE Cost Per Visit

<b>Rec 4</b>	\$0.31
<b>Big 4</b>	\$0.43
<b>Big 5</b>	\$0.77

The park with the highest average law enforcement cost per visit is Everglades at \$1.62. The least cost for law enforcement per visit was by Cape Cod at \$0.16! My park did OK at \$0.23 per recreation visit.

#### Some Final Conclusions — and a Few Questions

The almost comical, if not ludicrous, part of all this is how information is used. Some parks still hear that no rangers should be doing any law enforcement, but leave it all up to the local police. Some parks still hear that rangers should not wear mandatory defensive equipment. Some parks hear that the marking of law enforcement-packaged vehicles is excessive with that big green stripe and light bar. Some parks hear that their workload just can't be what it is, since some of those big natural area parks have a lower number of reported incidents. Some parks still hear that a high incident rate shows that there are too many rangers, and that the number of rangers will have to be reduced, and in some places eliminated.

(continued on page 19)

# NPS Law Enforcement Officer Designation, Enhanced Annuity Retirement (6c) Coverage



**By Bill Sanders**

WASO

The 1976 enactment of the Authorities Act, (which contained the right words necessary for law enforcement officer designation), clarified the law enforcement authority and role of both the Service and of individual national park rangers.

However, little or no recognition of this change was apparent within the Service. The internal management of park ranger law enforcement positions did not change. The Service officially refused to recognize or designate rangers performing law enforcement functions as (6c) Federal Law Enforcement Officers, even though in 1976 the financial impacts to the Service would have been minuscule. The first individual appeals for 6c-coverage filed by park rangers were denied, largely because the agency officially opposed them.

Large numbers of individual park rangers submitted claims for 6c-coverage in 1988, seeking enhanced annuity retirement coverage for their prior service as law enforcement officers. However, the Service still did not officially acknowledge the physically rigorous nature of park ranger law enforcement duties until 1993. Once the law enforcement work of park rangers was determined by the Merit Systems Protection Board to meet all criteria defining law enforcement officer through many individual claims and appeals won by park rangers in the early 1990s, the Service instituted a full conversion of its law enforcement positions to the

enhanced annuity retirement system in 1996, as a component of the Ranger Careers program. Designating individuals and/or positions under 6c law enforcement does not imply any sudden transformation or new specialization being imposed. Protection rangers remain generalists performing a wide variety of duties, yet their primary duty is law enforcement. Designation as a "primary" law enforcement position means the rigorous law enforcement duty of the position predominates; that is, it constitutes the primary reason(s) for the existence of the position, occupies a substantial portion of the individual's working time over a typical work cycle, and is assigned on a regular and recurring basis.

"Rigorous" law enforcement duties mean that the agency has established maximum entry age and physical qualifications (medical standards and physical fitness standards) which limit the designated positions to "young and vigorous" individuals.

The policy of the Service states that in all parks except where the U.S. Park Police have already been assigned to provide law enforcement, park rangers will be used exclusively to provide any necessary law enforcement services. Park guards may be used to guard facilities in some locations. By Congressional directive, the law enforcement responsibilities of the National Park Service may not be delegated to local or State authorities. Interagency cooperative efforts are appropriate, however, and may reduce or eliminate the need for direct NPS law enforcement in some park areas.

The Service continues to rely upon the park ranger occupation to provide law enforcement along with all other functions necessary to operate parks, including fire

fighting, emergency medical, search and rescue, and other functions traditionally performed by park rangers. Recognizing the rigorous physical nature of these duties and limiting them to persons fully capable of safely and efficiently accomplishing them has long been the informal practice of the Service. Enhanced annuity designation permits "legal discrimination" to exclude or screen out individuals not capable of performing rigorous physical duties. This authority is vital to our mission.

We also intend to insure that park rangers have the skills and training (competencies) necessary to accomplish the full scope of law enforcement duties necessary to protect parks and park visitors, as the number and severity of crimes in and about parks continues to increase.

There is no direct comparison of the overall work of park rangers to the work of park police. Only one component of the work is similar. In park locations, the Service has determined that getting many functions professionally accomplished within one position, for one salary, for one retirement contribution, is advantageous over splitting the work into several different positions, each specializing in one component. Many municipalities, especially the smaller ones, now are exploring this public service officer approach as a cost-efficient means to meet their police, fire and EMS needs. □

*Bill Sanders works for Ranger Activities in WASO.*

## Ranger needs updated photos!

Do you have recent photos of rangers at your park? Or would you be willing to take a roll of film for *Ranger's* files? We'll supply the film and processing fee if you provide the labor. Please contact the editor at (303) 526-1380 or e-mail: [fordedit@aol.com](mailto:fordedit@aol.com). You also may write to 26 S. Mt. Vernon Club Road, Golden, CO 80401. Please help update our files.



# Park Warden Association Forms in Canada

By Clint Toews

National Park Warden Association  
Executive

In April 1994, after a false start in 1983, a small group of Canadian National Park Wardens banded together to discuss the formation of the first Canadian National Park Warden Association (NPWA).

The concept received endorsement from the North American Wildlife Enforcement Officers Association (NAWEOA) at its conference in Halifax, Nova Scotia Canada in July 1994.

In 1995, the dream became a reality. Over the last two years, the association has grown to 189 members, comprising 40 percent of the Canadian National Park Warden populace. The NPWA strives to:

- foster camaraderie within the warden service, scattered throughout 37 national parks
- provide wardens with a unified voice
- promote professionalism within the ranks of the National Park Warden Service

The Association offers three membership options for those considering joining the association:

- **Full Memberships** — available to park wardens and park officers.
- **Associate Memberships** — available to employees of other conservation agencies, both inside and outside of Canada.
- **Honorary Memberships** — available to retired wardens and officers from other agencies, as well as to senior Parks Canada managers.

The Association produced its first newsletter in November 1995, to improve communication both within and outside the association. Tom Linke and Mark Halley, both of Point Pelee National Park, expect the second issue of the newsletter to be delivered to members in winter 1996. Each edition of the newsletter will feature different parks across the country and updates from each region.



# CANADA

In the winter of 1995-96, the Association circulated a questionnaire to all wardens across Canada, to determine expectations of the members and potential members of the Association. Forty seven percent of the warden service responded to the questionnaire. Eighty-one percent of respondents are supportive of an annual membership of \$30. Forty-four percent favor association representation on government committees. Fifty-four percent of the respondents have less than 10 years of service. Twenty-eight percent of respondents were in favor of expanding membership through active membership drives.

Respondents endorsed affiliations with other police forces, provincial conservation agencies, ANPR and IRF. Obvious opportunities exist for the sharing of ideas through work exchanges between the U.S. and Canadian national parks, as well as for joint annual conferences.

The association is presently operating under an interim executive, with elections planned for spring 1997.

A line of warden association products and collectibles have been produced and marketed to raise funds for the association. A copy of our catalogue is available from the association's Marketing Director, Bob Reside. He can be contacted at Pukaskwa National Park, Hwy. 627, Hattie Cove, P.O. Box 39, Heron Bay, Ontario P0T 1R0 or by calling (807) 229-0801 or 229-3290 or:

**Internet:** Bob\_Reside@pch.gc.ca.

If you have further questions about the NPWA, please contact the president: Mark Halley, Park Warden, Point Pelee National Park, RR #3, Hwy. #3 East, Leamington, Ontario N8H 3V6. work, (519) 322-0484; home, (519) 322-5988;

**Internet:** Mark\_Halley@pch.gc.ca

## Results of ANPR Member Survey

Before Rendezvous XX, the ANPR board sent a survey to all members and asked for input on direction for the Association for the next few years. We received just over 50 responses and used the results at workshops during the Rendezvous to give the board topics for the annual work plan.

In response to the question: "What are the two or three most important *issues* that we need to focus on for the coming two to three year period?", the highest number of responses were for:

- Housing (15)
- Seasonal/non-permanent issues (9)
- Resources conservation/protection (7)
- NPS organization (4)
- Training (4)
- Public recognition/support (4)
- Ranger careers (3)

What are the top priority services that ANPR should provide members? Our current services include four issues of *Ranger* and sponsorship of the annual Rendezvous. What else should we provide? Although we didn't ask for comments on *Ranger* magazine or Rendezvous:

- Continue Ranger (14)
- Continue Rendezvous (9)
- Web Site (7)
- Training (5)
- Informational mailings (4)
- Provide membership directory (3)
- Increase *Ranger* issues (3)

### A Few Member Comments

#### Mike Danisiewicz, Olympic

"Required housing in the NPS right now is meaningless. I feel we need to come up with a policy and stick to it. Our present policy serves no one. Those employees that choose to live in required housing often feel they're getting the shaft."

"In many parks, required occupants are often responding to after hour incidents. Maintenance employees are quickly reacting to water treatment breakdowns and sewer problems. Rangers living in parks with exclusive jurisdiction are responding round

(continued on page 19)

# ANPR ACTIONS

## New Director

In response to the resignation announcement of Roger Kennedy as director of the National Park Service, and in light of the new legislation requiring a resource professional be confirmed as director, ANPR President Deanne Adams sent this letter to Secretary of the Interior Bruce Babbitt on Jan. 14:

"We were pleased to read your positive support of Director Kennedy regarding his four years of service as our director. The board of the Association of National Park Rangers has enjoyed being able to work with him.

"As you begin the process of choosing a new director, we encourage you to take this opportunity to consider career professionals from within the National Park Service. We believe the director should be a recognized professional in the field of park and resource management at a national level. While the pool of applicants need not necessarily be restricted to individuals currently employed by the National Park Service, prospective nominees should have experience that is commensurate to providing leadership at the national level in park management. Qualified employees of the National Park Service must be given every opportunity to serve as the director of their agency.

"Thank you for your continued support of the National Park Service and its employees."



## NPS Strategic Plan

The draft NPS Strategic Plan was issued before Christmas, with requests for comments. Because of the servicewide implications of this draft plan, and its link to the Congressionally mandated Government Performance and Results Act (GPRA), ANPR felt it necessary to respond with comments that reflected a concern with some of the components of the plan. We encourage all members to become familiar with the final strategic plan that evolves.

On Jan. 13, Deanne Adams wrote to Director of Strategic Planning Heather Huyck. Excerpts from the lengthy letter are printed below. Any members interested in

receiving a full-text copy of the ANPR letter may contact the *Ranger* editor, or your regional representative.

"Thank you for providing an opportunity to comment on the final draft of the NPS Strategic Plan. I hope the following comments from the Association of National Park Rangers will help in preparing the next version of this document.

"The first part of the document, with the Mission Goals, could be part of a useful strategic plan for the System and Service. The latter part, particularly the long-term goals, seriously concerns us. We suggest that these goals receive more discussion within the Service and are further developed at a later date after more input.

### *[Re: the Mission Statement and Introduction]*

"This is a strong succinct paragraph which captures the essence of the key laws that established the responsibilities described. Instead of using the NLC as the author of the paragraph, we suggest this be treated as an independent statement for the NPS. The relevant legislation could be cited as reference.

"Is the intent of the Strategic Plan to just be a process to meet the goals of GPRA? The introduction gives that impression. We recommend that this introduction emphasize strategic planning over compliance with GPRA.

### *[Re: Mission Goals]*

"The goals defined in the plan are generally a good reflection of the NPS mission. We suggest changes in two areas.

► "We interpret Goal Ia to involve park resources and Goal Ib to involve the systems beyond park boundaries, of which the parks are a part. Thus Goals Ia and Ib should be able to address disturbance and encroachment on park ecosystems and landscapes. We interpret Goal Ic, in turn, to apply to the human experience of national parks. As such, it should be rewritten to apply more broadly to the values the are integral to the

human experience. We suggest the following revision:

"Mission Goal Ic: Scenic grandeur, natural and cultural landscapes, wilderness character, and other resource values that contribute to the human experience of the park are preserved.

► "Goal Category II does not address a major part of what we do as an agency — provide for the safety and protection of our visitors. We suggest the following Mission Goal IIId be added with descriptions under it for search and rescue, emergency medical services, firefighting, law enforcement, safety, etc.:

"Visitor safety and protection is assured through provision of protection services commensurate with setting and need.

### *[Re: Long-term Goals]*

► "The introductory page states 'goals were developed under the assumption that funding will continue at the current levels.' This statement suggests that all the following long-term goals are achievable with the current NPS resources. We do not agree. We believe the types of measurements being used would take considerable new resources and funding to achieve.

► "Our most serious concern is with the measures. Some members have comments particularly on the natural resources long-term goals, though the concern applies to nearly all the goals. We appreciate the challenge of developing measures for the entire National Park System. However, the proposed measures are overly simplistic and entirely inadequate as a reflection of our success in conserving the complex systems of natural and cultural resources encompassed in the parks. Unfortunately, our effort to do well on the measures is likely to detract from efforts to truly achieve the mission of the National Park System.

► "Hard work still needs to be done to develop measurable outcomes. NPS does not have efficient ways of measuring much of what is proposed. For example, how would we determine that 37,500 state and

local parks are protected and available for public recreation?

"Overall, the draft plan conveys a seeming intent to simply measure what we were planning to do anyway. We encourage the NPS to do more. GPRA and the strategic planning process provide an opportunity to find a better way of doing things — of defining our organizational goals, developing broad long-term strategies to work toward those goals, and implementing a systematic plan of action that will lead to true progress in accomplishing the mission of the National Park Service. We would welcome the opportunity to work with the NPS to take advantage of this opportunity." □



## Join park supporters in Costa Rica — this September!

**ANPR** is helping to coordinate the Second World Congress of the **International Ranger Federation** Sept. 25-29 in San Jose, Costa Rica.

This is a great opportunity to be a part of this exciting international park and ranger organization. Join ANPR and your friends in September in Costa Rica!

For further information, follow updates in *Ranger*. You also may contact International Affairs task group leader Barbara Goodman or Vice President Bill Halainen. (*See addresses on back cover.*)

The **IRF** is composed of Ranger associations from the following countries worldwide, with others soon to join:

Scotland	Australia
United States	Romania
United States (California)	Portugal
Northern Ireland	Iceland
Africa	Nepal
Ireland	Canada
Italy	Germany
Denmark	Romania
Honduras	Slovakia
Costa Rica	

## ANPR Reports

### Membership Services

At the Rendezvous, a number of people came up with good ideas on things that we can do to improve service to members and to expand our membership base, including giving attention to groups of people that we have not focused on before. Some of the ideas include:

- Explore the possibility of forming chapters, particularly student chapters at law enforcement schools as well as other colleges and universities with significant numbers of students interested in a career as a park ranger. One school has already expressed serious interest in this.
- Explore the possibility of affiliate membership, or some other category of membership, for groups of employees of other agencies, such as Texas Parks and Wildlife.
- Review the package sent to new members and explore possible changes.
- Revise and update the ANPR brochure.
- Develop measures of the response time of selected membership services, such as acknowledgment of new memberships.
- Develop incentives for Century memberships.
- Explore options for publishing a directory of ANPR members.
- Identify additional steps that could be taken to improve membership service.
- Develop program for Rendezvous XXI.

If you want to help with any of these, please let me know. Send any ideas you have or, if you don't have any specifics yet, then let me know what area you're interested in. Please send these along with your name, address, phone number and a home e-mail address (if you have one) to Kathy Jope, 15375 NE Sandy Hook Road, Poulsbo, WA 98370; e-mail: kjope@silverlink.net; (360) 697-2192.

### Retirement Task Group How Much Are You Going To Need A Year For A Comfortable Life in Retirement?

The answer to that question is easy: 80 percent of your high three years' average salary! It's how you save to get the 80 percent that's the tough part.

Those of you who are CSRS employees will have a nice monthly check to count on. Chances are it won't add up to 80 percent of your high three so you're not home free. Your 5 percent contributions to the TSP (if it's in the C fund) will certainly help. With the \$2,000 in IRAs you've hopefully put away annually in no-load, growth mutual funds, you may come close.

Employees in the FERS program have a problem. The problem is that the TSP is your retirement plan! And if you are not maxing out your contributions (in the C fund, of course) I can guarantee that you won't even come close to living a retirement lifestyle the 80 percent might allow you to have. Younger employees have an advantage as time is their ally. But even FERS employees should also be regularly investing in IRAs using no-load, growth mutual funds. Social Security is in trouble and maybe it's going to be fixed but don't count on it. There will be changes, but you probably won't like them. What Social Security you will end up getting will be delayed by several years and it will be a whole lot less money.

There is a looming retirement crisis in this country. You, as an employee, are being cut loose from the support government has provided and you are now on your own. You are in charge of your own financial destiny. Congratulations! Mike Causey, a writer for *The Washington Post*, wrote in a recent article, "Federal workers are investing more now in stocks (C fund) than they have before." However, I must point out most folks have missed the long run of the C fund as it averaged over 15 percent for the last 10 years while the G fund averaged the usual 6 percent – 7 percent. Last year (1996) the F fund made a whopping 3.3 percent while the C fund made 22.9 percent. Someone also said, which I agree with, that if a financial manager invested someone else's money like the federal employee invests his/her

own money in the TSP, the financial manager would be sued for malpractice.

What's in store for stocks (C fund) for 1997? Well, the Super Bowl was won by a team from the old NFL, the Green Bay Packers. And historically when this has happened the stock market has had a good year. And it is also said that the year when women's skirts go up is also an indication of an up market.

But from what my wife tells me there is no trend this year as hem lines are both up and down so that tells me the market will be more volatile with wide, short term fluctuations. The Chinese New Year just passed and this is the Year of the Ox. This means that the stock market will plod along slowly.

And lastly, in 42 out of the last 47 years when January was up for the month, the market was up for that year. So this is good news as in January 1997, the Standard & Poors 500 (C fund) was up 3.4 percent. So your guess is as good as mine. No matter anyway, as I know you will be contributing the maximum every two weeks into the C fund and will make money whatever happens.

► Do you have investment questions? I'd like to do an article in *Ranger* with researched responses to questions from you. My mailing and e-mail addresses are on the back of this issue under Retirement Task Group.

— Frank Betts, Retired

## Worklife Task Group

The Park Service has established a new family-friendly coordinator who will be addressing work life issues. Her name is Maureen Foster and she is based in WASO. We can look for some new and innovative things to be happening on work life issues for the Service.

— Rick Jones  
Glen Canyon

## Election Results

ANPR members elected regional representatives for five of ANPR's 10 regions.

The Nominations Committee counted 284 ballots. The vote for board reorganization was 241 in favor, 24 opposed, 19 abstained. It will go into effect following ANPR's 1998 election. (See President's Message, page 1.)

## Seasonal Survey Results Available Electronically

In the past, the results of the seasonal hiring survey were included in the Fall issue of *Ranger*. Since then, the three categories of park rangers (interpretation, law enforcement and general) have expanded to include six more job series (visitor use assistant, guide, cash clerk, biological technician, forestry technician and physical science technician). Survey results that once fit on one or two pages have expanded to 20 pages, making printing and postage costs too expensive. Meeting the July 31 deadline for the Fall issue also limits the information that can be collected. Few parks can accurately project future hiring that far in advance.

For the second year, ANPR's board funded mailing the results to our seasonal members. Because other members and non-members also were interested in getting the information, ANPR has decided to make the results available by electronic mail.

Eighty-five parks requested a copy of the results when they returned their survey form. Another 135 individuals sent in requests after announcements were posted on the Admininstration, In Touch, and Ranger Morning Report bulletin boards on cc:Mail.

Electronic mail was also used to conduct this year's seasonal hiring survey. More than 190 parks responded to questions about actual hiring during summer 1996 and estimated hiring for summer 1997. Sixteen of them hired no seasonals in 1996 and don't expect to hire any in 1997. The other respondents hired 976 interpretive rangers, 360 law enforcement rangers, 318 general rangers, 222 visitor use assistants and 29 guides in summer 1996. Rehires accounted for about 64 percent of the interpretive and law enforcement positions and 58 percent of the general positions. Less than 50 percent of the visitor use assistant and guide positions

were rehires.

Projected hiring for summer 1997 is slightly lower than 1996, with about 50 interpretive and 80 general positions being replaced by visitor use assistants or guides. Parks expect more than 60 percent of the positions to be filled by rehires in all categories except guide.

Only 12 of the parks that responded used WASO's ad hoc registers, but 50 used local vacancy announcements to fill one or more positions. Ad hoc registers can be requested by parks when they exhaust their regular register. Local vacancy announcements can be issued when the regular register is exhausted or if the park's season starts before the summer register is available.

The survey also asked about positions not covered by WASO's Seasonal Employment Unit. Fifty-four of the parks that responded hired seasonals in these categories — 19 cash clerks, 187 biological technicians, 141 forestry technicians and 16 physical science technicians.

Housing is about the same as reported last year, but the number of parks with trailer/RV spaces is lower. Of the 170 parks responding to questions about housing, 16 percent have housing for all seasonals, 19 percent for most seasonals and 18 percent for some seasonals. Forty-six percent have no seasonal housing. Only 28 parks said they have trailer/RV sites for seasonals.

If you want a copy of the survey results and have access to electronic mail, send your request to [WmsKJ@aol.com](mailto:WmsKJ@aol.com). Be sure to include a phone number where you can be reached — a few messages sent out during the earlier "mailings" bounced back because the address couldn't be reached from America Online.

— Kathy Williams  
Columbia Cascades SSO

Re-elected to a second term as president was **Deanne Adams** of Columbia Cascades SSO. Newcomer **Heather Whitman** of Theodore Roosevelt was elected secretary.

Other winners were incumbent **Lisa Eckert** of Denali in Alaska Region, new-

comer **Guy Whitmer** of Indiana Dunes in Midwest Region; incumbent **Dave Kratz** of JFK in North Atlantic Region; incumbent **Gary Pollock** of George Washington Parkway in National Capital Region; and incumbent **Gary Moses** of Glacier in Rocky Mountain Region.

# Law Enforcement and the General Authorities Act: Twenty Years Later

(continued from page 8)

**Henry:** There are some small parks that just don't need to have law enforcement positions. There are small parks that have had three or sometimes more law enforcement positions that just don't need to have those positions designated as 6c positions. I know a park that has probably never in its history had any sort of law enforcement incident. There has probably never been a citation issued nor an arrest made in this park, but up until recently the park had three, if not more law enforcement rangers that they had to provide training for, purchase equipment and do all the things that cost money in order to have those rangers around, just in case something might happen. This park could have 10 or more deputy sheriffs there in five minutes or less if there was ever a problem by simply dialing 911. I think this park is down to one 6c position currently, and I would guess that if that person transfers they won't have any. This is not a problem as there is sufficient law enforcement personnel from the county and city that would be pleased to handle any law enforcement problem that comes about. The cost to the park would be zero for this service.

I don't think contracting out law enforcement responsibilities is the appropriate thing to do, but if you don't have a law enforcement problem you don't need to have all those 6c rangers around. If you do have a law enforcement problem, take care of it with trained professional rangers who can do law enforcement and many other duties when they're not doing law enforcement.

**Lee:** There are advantages to park budgets. However, local and state law enforcement agencies have their own priorities and are not always willing or able to provide the level or quality of response needed. The park manager is not able to "manage" or direct the law enforcement function in his/her park and may still be faced with liability issues. That said, there may be instances where the cost of maintaining a law enforcement program is prohibitive and inefficient, i.e., the park has proprietary jurisdiction and



rarely, if ever, has law enforcement incidents that require thorough investigation or immediate response. If the park manager considers all of the issues involved (not just budget), and weighs the benefits versus the disadvantages objectively, then a decision to pursue such an agreement is based on sound judgment and appropriate.

I decided to add the caveat after thinking about my first job. I was at Tuzigoot for a couple of years and was the only law enforcement-commissioned ranger there. The next closest was at Montezuma Castle. While I was at Tuzigoot, we had one minor vehicle accident, and two carved benches stolen. Looking back, a commission was wasted there at the time, and the local law enforcement officers (local and state) were a lot closer and faster with response than calling for someone from Montezuma for backup. There are situations where local assistance may well be the most logical solution.

**Koontz:** If there is a need to have a ranger in a park to perform law enforcement, then hire a ranger. If there is a need to have a ranger plus a cooperative agreement with an outside law enforcement agency, then establish an agreement. If there is not enough law enforcement in a park to justify hiring a ranger, then set up an agreement with an outside agency. What I don't think should happen is to pay an outside law enforcement agency to perform law enforcement within a national park. If there is that need, then we should be hiring rangers to perform the job.

**Greenfield:** This is similar to my comments on using USPP. Depending on what is going on in the park, the use of local enforcement authorities under a cooperative agreement may be appropriate. However, there is also a possibility of taking this too far. A park, because it is near other law enforcement options, may be tempted to decide not to have ranger law enforcement, without looking clearly at what the park does. Local sheriffs or other agencies are generally not equipped to dealing with federal crimes, such as ARPA. So, if there are these other types of law enforcement incidents likely in an area, depending on a park's setting, these should not be the areas where ranger law enforcement is eliminated.

## Conclusion

There are certainly other thoughts and ideas out there. These represent a few from experienced rangers who all came up through the ranks in field positions. There seems to be a general sense that, while not perfect, law enforcement in the NPS is generally moving forward in a positive way. At least these managers appear well aware of the responsibilities to provide protection to the resources and visitors, and use sound position management practices in law enforcement issues.

I will leave it to Paul Henry, NPS superintendent at FLETC, to have the last word, and I invite letters to *Ranger* for other views.

Henry says: "I personally think the NPS is absolutely on track with our law enforcement program. The NPS ranger is a professional in all areas of responsibility, not just law enforcement. Our training programs at FLETC and in the field areas are resource based and are consistent with our mission. I think we are on top of it." □

*Tony Sisto is superintendent at Fort Vancouver National Historic Site. He serves as editorial adviser for Ranger magazine.*

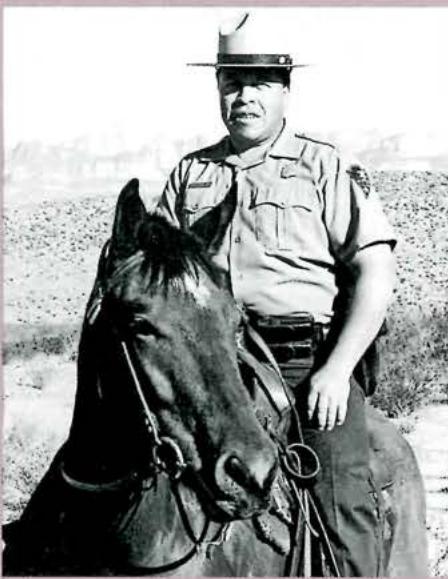


Photo courtesy of Big Bend National Park

Gustavo Martinez, Boquillas District Ranger, Big Bend National Park.

## Best Job in the NPS

(continued from page 9)

has clearly validated the once hotly contested need for criminal investigators in high incident parks and regional offices. We still have a lot of education to do with non-ranger park managers on the expenses and time commitment needed to complete large-scale cases. The NPS reorganization has helped with the ability of parks to share resources in long-term investigations as exemplified in the recent two-year ARPA investigation at Channel Islands National Park.

Future developments in the protection ranger profession will depend on the de-

mands of our society. Calls to downsize the government while still providing for protection of resources and visitor safety will mandate bare-bones position management for most parks. The availability of criminal investigator positions will offer a few rangers the opportunity to hone their skills in complex cases. The increased emphasis on transitioning experienced field rangers through FLETC as instructors will keep ideas fresh and instill motivation. The issues of safety and professionalization will reduce or eliminate the past incidental law enforcement employees whose positions are primarily interpretation or resource management.

The historic ideal of the white male who can ride a horse, scale El Capitan and wrestle a drunk out of a bar by himself will be supplemented by equally skilled females, rangers of color, and multilingual, culturally diverse and technologically savvy professionals.

The protection ranger profession has a history of heroic deeds, innovation, genuine concern for the resource and pride. Future directions in law enforcement will challenge us physically, mentally and spiritually. For most of us, that issue of pride in the profession still makes this job the best in the NPS. □

*Pat Buccello is a law enforcement specialist at Zion National Park in Utah.*

## Law Enforcement: Don't Let the Facts Get in the Way of Your Conclusions

(continued from page 12)

How are things at your park? Is our organization all on the same page about the protection function? Are we generally a functional or dysfunctional community about the protection/law enforcement functions we are paid to do?

It seems to me that we all just need to keep on keepin' on. Range rangers. See what is happening. Continue to viscerally care. Make what you find better. Love your park. Help the people. Laugh at adversity from without or from within.

And never, ever, let a small thing like facts get in the way of a broader conclusion, such as — it is an honor to work where we work, an honor to do what we are asked to do, an honor to be a national park ranger, and it always will be an honor.

Shalom aleichem. □

*Brian McHugh is the chief of resources management and visitor protection at Cuyahoga Valley National Recreation Area.*

## Member Survey

(continued from page 14)

the clock to health and safety issues, and protecting park resources.

"Without a fair required housing policy employees are now steadily moving from park housing. The real losers will be park visitors and resources. The Association should pursue a policy that serves the park and the employee."

### Bob Martin, Redwoods

"First off, congratulations, ANPR! I'm proud to have been a member of this organization for 16 years. Be proud of the organization's past. Each "win" should be a battle ribbon on ANPR's flagpole. Be cautious, however, on any perception of becoming a "lackey" of the administration. It's a touch balancing act."

### Mike Caldwell, Lowell

"One of the important issues for the Association: "Internal succession of ANPR leadership. I believe the Association needs to do more to prepare "new blood" for the challenges facing the Association now and in the future. I was very disappointed that the mentoring program has met with little success in attracting mentors and mentees. I think a big problem is that people new to the NPS (less than five years or so) don't feel ANPR can do/does anything for them except provide a good read every three months from *Ranger*. They are clueless as to the monumental work done by ANPR for things such as Ranger Careers and housing."

### D. Peterson, Kirkwood, MO

"As a seasonal ranger I have found *Ranger* to be a professional journal, for the "professional ranger," but it has not met the needs of this seasonal. I hope the Association may change a bit in the journal by adding helpful information for seasonal park rangers — training material, how to find permanent position, how to obtain status, communication with board members, park naturalists or other rangers via letter or e-mail, and especially communications with other seasonals."

— Deanne Adams  
ANPR President

## The Professional Ranger

### Resource Management

**Resources Careers** is once again the big news. Many of you participated in the field review of the Phase I benchmark resource management position descriptions and the *Professional Development Program* concept paper during the winter. Each NPS office also was asked to identify professional natural or cultural resource management positions in their organization which appeared eligible for conversion to one of the career ladders and benchmark positions. The information was provided to the National Leadership Council (NLC) for review at its January meeting. It was time for a decision: will the Service make the commitment, and who will pay for it?

The park-by-park data showed that about 400 positions will be eligible for the career ladders, and about half of these will require upgrades (mostly GS-9 to GS-11). It will cost about \$1.5 million per year to offset the cost. "Domino effect" promotions for supervisors mandated by upgrades of their staff, which were conspicuously absent from (or at least unfunded in) the Ranger Careers implementation, are part of the \$1.5 million estimate. Comments from the field indicated very strong support, but at the same time real concerns about the cost. One superintendent said, "We will compensate our employees appropriately, but there will be fewer of them."

The good news coming out of the NLC meeting is that the Service's leadership agreed to heartily endorse the recommendations of the task force and to put full funding for mandatory implementation of the initiative in the FY99 budget request. The bad news is that there won't be any new money until then, and even that is an unknown, subject to the vagaries of the budget process. The NLC was vague about whether parks could optionally implement the career ladders and upgrades before FY99. Most likely, they will permit "local option" implementation, although everyone realizes that this will generate disparities—small parks with tight budgets will be unable to implement, leaving their employees in a bind.

The NLC accepted an additional recommendation from the task force that we proceed with Phase II, and have it ready to

implement by FY99 along with Phase I. Phase II will establish guidance for appropriate grades and duties for technician positions at a range of grades, as well as either benchmark PDs or guidance for positions working at higher than the journey level (GS-12s and possibly higher). How to help people in uncommon series that were not part of Phase I needs to be decided; while we don't want to leave anyone behind, developing benchmarks for these rare series has not been a priority due to limited time. There was no discussion on whether Phase II will be funded, but I wouldn't count on it.

Kudos are due to the staff of the new NPS **Geologic Resources Division (GRD)** in Denver, for assertively making themselves known and effectively marketing geologic expertise to the parks. They have developed a strike team type-program for addressing rehabilitation of disturbed lands in the parks (contact Dave Steenson at 303/969-2014 for more information) and a *Geologist-in-the-Parks* initiative, which is placing geologic interns in parks, some of which are even funded (contact Judy Geniac at 303/969-2015). By advertising the parks as places that need geologic expertise, they have developed a contact list of professional geologists, mainly retired, who are interested in helping parks address geologic issues. Most parks have received a list of their primary "contacts" over the winter.

I can't believe it . . . nothing to report on the **USGS Biological Resources Division (BRD)**. I think it's a first—things really are stabilizing with the new science agency. In the next column I'll report (skeptically, of course) on any new developments or promises that emerged from the **George Wright Society** conference in March.

—Bob Krumenaker  
Shenandoah

### Protection

#### News from FLETC

I wish Jane Hendrick, the newest NPS addition to the FLETC enforcement techniques division, the best of luck in the Georgia sun. She is an outstanding ranger and is a welcomed addition to the already superb staff on hand at FLETC.

About 25 individuals are to converge on FLETC in March to rewrite NPS-9. Paul Henry is hopeful that the review team will leave FLETC with the final draft of the revision completed. There is a wide spectrum of experience on the review team ranging from regional directors and chief rangers to patrol rangers. In February, NPS criminal investigators and special agents attended a week-long training session at the training center. In addition to updating investigators about new trends in law enforcement, they also attended a three day Environmental Crimes Course along with FBI agents and EPA agents. It appears that all seasonal ranger staff will be transitioned to the semi-auto this coming summer season.

### Drug Abuse Resistance Education (DARE)

In the last *Ranger* I discussed the advantages of implementing and/or sustaining an active NPS DARE program. If you are interested in starting a program, please contact program specialist Tom Cherry at FLETC. He is a great DARE supporter and would be happy to help you implement a program in your park.

Finally, the National DARE Officers Conference is fast approaching in Salt Lake City this July. Make your plans now to attend. DARE . . . and just do it! □

—Steve Clark  
Lake Roosevelt

### Let us help.

NPF awards grants to support the National Parks. In 1993, \$2 million in grants were awarded for:

- education and outreach
- visitor services and interpretation
- volunteer activities
- NPS employee programs



Grants are awarded twice a year. Deadlines are June 15 and Oct. 15. For guidelines and grant applications, contact:

**National Park Foundation • 1101 17th St., NW, Suite 1102 •**  
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**National Park FOUNDATION**

# IRF Update



**By Bill Halainen**

Delaware Water Gap

The second world IRF Congress will be held at the Hotel Cariari in San Jose, Costa Rica, between Thursday, Sept. 25, and Monday, Sept. 29 — less than six months from now.

Many questions have been raised about the Congress. Congress coordinator Rick Smith has accordingly prepared the following Q & A.

**Q:** How did we choose Costa Rica as the congress site?

**A:** The member associations of IRF were polled by President Gordon Miller in late spring of 1996. The majority of the associations voted to ask Costa Rica to host the second IRF congress.

**Q:** When and where will it take place?

**A:** The congress will open on September 24, 1997, at the Hotel Cariari, San Jose, Costa Rica, with an informal reception, a traditional potlach, and a slide show recalling the IRF's first congress in Zakopane, Poland. The formal dates of the congress are September 25 to 29, 1997.

**Q:** What kind of hotel is the Cariari?

**A:** The Cariari is one of Costa Rica's four-star hotels. It is located a short 15-minute taxi ride from the international airport. It is not a high-rise hotel, and all the rooms are located on two floors. The hotel has an open, natural feeling to it. The hotel staff is excited that rangers from around the world will be coming to the Cariari. They asked to make sure that some of you bring your uniforms. They saw the photographs of the different uniforms that we took in Zakopane and were struck by the variety.

**Q:** Won't staying at a four-star hotel be expensive?

**A:** The congress organizing staff has negotiated very favorable rates for congress delegates. The hotel is charging \$485.15 (U.S.) for double occupancy during the congress. This price includes all maid and bellboy service, and all meal costs for five days (including the informal reception on the night of the 24th). As a part of this package,

the hotel has also agreed to assist the IRF in the congress set-up and other preparations. Once other congress costs are factored in - such as mailings, publicity, speaker travel, and phone and fax charges - we believe that the cost per delegate will be \$600. This price may be reduced, depending on the success of efforts to find a sponsor to underwrite the cost of the congress. If these efforts are successful, the congress will refund an appropriate amount to delegates who have already registered.

**Q:** Speaking of registration, how do I register?

**A:** Congress registration and information are available at the congress office, which is being staffed by Lyn Rothgeb. You can reach Lyn by mail at 730 E. Main Street, Luray, VA 22835, U.S.A., or by fax at 540-743-1775, or by e-mail ([rothgeb@aol.com](mailto:rothgeb@aol.com)). Arrangements have been made whereby the Shenandoah National Park (U.S.) cooperating association will process credit card registrations. There will be a processing fee of about three percent. Contact the congress registrar for details.

**Q:** When should I register?

**A:** We encourage you to register as early as you can. Early registration provides the congress organizers with a bit of capital with which to work.

**Q:** The brochure mentions scholarships. Who is eligible for financial assistance?

**A:** The congress office will be accepting applications for financial assistance. The money for scholarships is being raised from donations by member associations and other interested parties. Potential applicants should be aware, however, that this money is extremely limited and that the congress organizers will select recipients who demonstrate the absolute impossibility of participation without aid. Those applicants who can demonstrate what they have done to raise part of the registration fee will be given preference.

**Q:** Who can attend the congress?

**A:** The congress is open to anyone with a professional interest in international conservation. We are expecting about 200 participants.

**Q:** What is the theme of the congress?

**A:** Based on information taken from the group workshops on training and professional development held at the first congress in Poland, the theme of this year's congress is "The ranger's role in sustainable development." Sustainable development is a phrase that appears often in conservation literature. As the principal implementers of conservation policies, rangers should recognize what sustainable development is and what its potential promises and problems are. The congress participants will examine various components of sustainable development.

**Q:** What about language at the congress?

**A:** The two official languages of the congress will be Spanish and English. During all plenary sessions and during the IRF business meeting, we will provide simultaneous translation. In an attempt to reduce congress registration costs, we will be asking volunteers fluent in both languages to help translate in the small group workshops. Please notify the congress office if you would like to help.

**Q:** How will the congress be organized?

**A:** The congress organizers have invited speakers of international prominence to help us set the stage for our examination of the components of sustainable development. The real work of the congress, however, will be in small groups, where we will have the opportunity to exchange ideas and points of view and share our failures and successes. We will be asking delegates to volunteer to lead or facilitate these small group workshops. We want delegates to participate in the congress and we want our fellow rangers to lead these workshop groups. We believe that this organizing principle will promote the greatest amount of information sharing and learning during the congress. Please notify the congress office if you wish to serve as a workshop facilitator. On two of the evenings, there will be the opportunity for eight delegates (four each evening, each presentation to last no more than a half hour) to present slide shows on their parks or country systems. If you wish to present such a program, please notify the congress office. The fifth day of the congress will be devoted to IRF business. We have much to do as an

*(continued on page 28)*

**In Print**

**The Arrowhead:**  
**Parks Memorabilia Newsletter**  
Jonathan Schafer, Editor

Many park areas probably received a copy of the premier issue of "The Arrowhead," a newsletter "dedicated to preserving America's parks and preserving their past."

Jonathan Schafer, formerly of Petrified Forest and now with the U.S. Fish and Wildlife Service at Kodiak Island National Wildlife Refuge in Alaska, has assembled an informative newsletter that is more than just items for purchase or trade.

This first issue included a remarkably interesting interview with former Director Ron Walker. The issues in the future should serve well as an important source for collectors of NPS memorabilia. Items available in this issue included information on Bryce Workman's books on the history of the NPS uniform. It also offered for trade a Silver Eagle NPS Badge from 1946; a 1st edition of "Oh, Ranger;" and first-day issue Cache Covers canceled stamps on envelopes for John Muir NHS, 1964; Everglades dedication, 1947; and NPS 50th Anniversary, 1966.

The newsletter is accepting subscribers. For \$8 a year you receive four issues of "The Arrowhead," and free ad space of 100 words to offer items for swapping or selling.

Schafer has created an original work. If you haven't seen this, seek it out. You may join by contacting him at 1390 Bushkin River Road, Kodiak, AK 99615.

**Lost in the Woods**

Colleen Politano

ICS BOOKS, Inc.; Merrillville, IN;  
1-800-541-7323; \$6.99

**Reviewed by Lee Taylor**

Fort Vancouver National Historic Site

"Lost in the Woods" is a book written for two audiences. The first is the parents or teachers who will guide their children through the story, experiments, and information in this book. The second, more important, audience is the children themselves. Colleen Politano is a teacher whose ultimate aim is to help children survive should they ever get lost in the woods.

The book begins with a story about a boy named Calvin who wanders away from his campsite and discovers, too late, that he cannot find his way back. Calvin is frightened but he keeps his head, remembering and cleverly applying lessons he learned in school. Calvin survives his ordeal with only minor discomfort.

The remainder of the book teaches the survival techniques Calvin used in the story through a series of stories and activities. Students prepare two bowls of hot soup, one with a lid and one without. After 15 minutes they measure the soup's temperature. The lesson: keep your head covered to stay warm! Children build a shelter of branches for one doll and leave another doll exposed. When they pour water over the two, the unprotected doll gets soaked. Students compare how warm (and safe) they feel sitting outside alone versus huddling with a buddy. Each activity is presented as a story followed by detailed instructions for the teacher.

By framing her lessons in stories and hands-on activities, Politano makes the information engaging and accessible. Children who have completed the activities will certainly be better prepared should they ever face an unexpected stay in the wild.

**Ten Years Ago in Ranger**

"A Thief of Time" graced the cover of the Spring 1987 *Ranger*, and the issue was devoted largely to archeological resources protection. **Marilou Reilly** of the WASO Archeological Assistance Division wrote about the history of ARPA and the needs for increased vigilance in protecting park archeological sites: "Because of the variety of resources in our parks, there are greater offerings for artifact poachers." Making ARPA work was specifically addressed by **Ken Garvin** of Petrified Forest in "Enforcing ARPA." And **Ken Mabery** of the Southwest Regional Office wrote about interagency cooperation in protecting archeological sites.

**Jim Tuck**, the newly elected president of the Association, asked members for assistance on such Association issues as political involvement, board meetings, membership terms, Rendezvous, finances and organizational goals. He wrote in the President's Message that "ANPR has made a difference in the past and we will continue to do so in the future."

Several letters were printed: **Charley Parkinson** of Sleeping Bear Dunes made a humorous, though serious attack on the non-productive side of NPS bureaucracy; **Carl Burger**, a California state park ranger, thanked ANPR for the informative Rendezvous X at Jackson; **Brian Kenner** of Lake Mead expressed thanks for the 1986 summer seasonal hiring survey; and **Bill Blake** of Yosemite expressed concern over the recent lifting of the moratorium on the establishment of 1811 series criminal investigators without a concomitant addressing of the law enforcement ranger duties and grade structure as a whole.

Finally, an annotated bibliography by writer **Barry Lopez** offered the essential books to read on natural history, ones that could help "provide the foundation for a reorganization of American political thought." Read 'em.

**Lost and Found — Safe and Sound**

ANPR is developing a new program for teaching children what to do when lost. The program is called "Lost and Found — Safe and Sound." It will be coordinated by Bill Wade.



# Rendezvous XXI Set for Florida

**M**embers of ANPR are invited to the 21st annual Rendezvous planned for Oct. 14-18 in Fort Myers, Fla.

Site of the Gulf Coast event is the 417-room Sheraton Harbor Place Hotel overlooking the Fort Myers Yacht Basin in historic downtown. Room rates for single or double occupancy are \$69 a night, plus tax.

More than half of the rooms are junior executive suites with a king-sized bed, living area and wet bar. The rest of the rooms are standard doubles. The hotel also has two penthouses with two bedrooms, living room and kitchen, as well as one mini-penthouse with one bedroom, living room and kitchen.

Additional hotel facilities include indoor and outdoor pools, jacuzzi, lighted tennis courts, fitness center, full-service restaurant, lounge with nightly entertainment and poolside lounge. Complimentary shuttles run to the airport, Edison Regional Shopping Mall and nearby golf courses.

Southwest Florida International Airport, 20 minutes from the hotel, currently is served by several major carriers, including USAir, United and Delta.

The hotel, adjacent to the Harborside Convention Complex, is along the banks of the Caloosahatchee River.

The beaches, as well as the islands of Sanibel and Captiva, are about 30 minutes away. Some of Lee County's beaches are considered some of the best in the nation for



**SEASHELLS AND BIRDS:** Enjoy some of the best shelling in the country at Lee County beaches.

Lee Island Coast



Lee Island Coast

**SANIBEL ISLAND CYCLING:** Twenty-four miles of bike paths await you on Sanibel Island. These paths allow easy access to J.N. "Ding" Darling National Wildlife Refuge, as well as to shops and restaurants.

shelling. Seventy golf courses are from five to 45 minutes away.

Inventor Thomas Edison and auto magnate Henry Ford built their winter homes in downtown Fort Myers on the Caloosahatchee River. The historic homes are within walking distance of the hotel.

The ANPR Board of Directors meeting and pre-Rendezvous training sessions are scheduled for Oct. 12-13.

ANPR is pleased to hold the Rendezvous once again jointly with the Association of National Park Maintenance Employees. More Rendezvous details will appear in the Summer issue of *Ranger*.

The Rendezvous could use more helpers. If you're interested in working on the next Rendezvous, contact Bill Wade or Tony Sisto (addresses on back cover). □

## Former NPS Director Russ Dickenson Addresses ANPR Membership at Ranger Rendezvous XX

*Former NPS Director Russ Dickenson gave this speech via video conference to attendees at ANPR's Rendezvous XX, Nov. 6, 1996, in Corpus Christi, Texas. He was speaking from the NPS Seattle System Office. Former NPS Director George Hartzog, and former Secretary of the Interior Stewart Udall were also part of the conference.*

Good morning, Mr. Secretary, Mr. Director. It is indeed a beautiful day in Seattle, and the graveyard shift of the NPS is still on duty. [He spoke at 7 a.m. Seattle time.] Bill [Briggle] has asked me to comment on some of the situations and relationships that occurred during my five years as director.

To set the stage, let me remind you and refresh your memory that Secretary [Cecil] Andress had fired [NPS Director] Bill Whalen in the spring of 1980 after Whalen had a little verbal dust-up with the conference of national park concessionaires in which some cutting remarks were made. It was discovered that the session had been taped, and the rest is history.

The entire organization was quite upset. So [the Secretary counseled] with the senior managers of the NPS of who should be a candidate for the Director of the NPS, and, in Bill Briggle's word, I was "annointed" by consensus and the Secretary did indeed follow through and made that particular appointment.

I would just say, the whole process in my experience and as far as I know was entirely unprecedented. I don't recall at any time a search being made for any director other than that particular one.

### Priorities

Now, it was the Secretary's priorities that he outlined to me, and I've already mentioned one, that was to get the NPS back online and in production, and lift the Service morale. And he also said, "Heal the breach with the concessionaires."

Subsequent to that, we did indeed have a change in leadership in the Office of Concession Management, a new personality.

We inaugurated a period of civil discourse, and I think the relationship returned to a partnership type of mode.

The highest priority that Secretary Andress outlined with me was to settle and obtain legislation on the Alaska lands issue. He worked vigorously at that. There was a coalition of environmental organizations that joined together. Instead of lobbying and working individually, they joined together in common cause. There was considerable help upon the Hill. Congressman Mo Udall and John Siberling on the House side and others, with good support on the Senate side.

You recall at that time it was a Democratic administration under President Carter, and with a Democratic Congress. And therefore, it was a great reward and a great pleasure to see that before President Carter did

**"President Carter did indeed sign the Alaska Lands Bill in December of 1980, which was one of the great conservation laws of the century in terms of the parks, and refuges and wild rivers, and the settlement of the whole issue regarding native corporations."**

lose that election [1980], legislation had passed, and President Carter did indeed sign the Alaska Lands Bill in December of 1980, which was one of the great conservation laws of the century in terms of the parks, and refuges and wild rivers, and the settlement of the whole issue regarding native corporations.

One thing that Secretary Andress made clear to me, and which I had sort of privately arrived at by my own conclusions, because of the kinds of financial difficulties and the rapid growth of the System in the late '70s: I felt and others felt that the rapid growth of the System and the difficulty of financing

these new units was really out-pacing our ability to obtain the funds.

The Secretary said, "I favor a moratorium for the time being, on adding any new areas to the System until we can get our financial house in order."

I said, "Yes sir, Mr. Secretary. That happens to fit very well with the kind of thinking I've got. Until we can take care of what we've got, we shouldn't think of adding too much more right now."

### James Watt & the Sagebrush Rebellion

One thing that Secretary Andress dealt with more than I was the first budding of the Sagebrush Rebellion. I guess I can characterize it as being in "full-bloom" right now. Assistant Secretary Herbst and the Secretary and I, between April of 1980 and November of 1980, spent an awful lot of time in the Intermountain West making appearances, giving media interviews, etc. regarding the kinds of assaults that were being proposed in and about parks. This had to do with oil-shale mining. As far as I can remember with clarity, a major concern in the NPS at that time as far as the Sagebrush Rebellion was concerned was Charles Cushman and the in-holders association. They were raising quite a bit of Cain then.

President Carter was defeated in November of 1980, and I had mentally packed my bags and was ready to return to Seattle. Without any contact on my part during the transition period after President Reagan was elected, newly appointed Secretary

Jim Watt came to my office on Jan. 20, 1981, and without further adieu, or much discussion or questions, simply asked me to remain as Director of the NPS.

Jim Watt was a very conservative Republican. And he was a sagebrush rebel. He dismissed every other bureau director except NPS. And I cannot really explain to you why that was, except that he declared to me that he had his marching orders from the President, and that he felt the need to have a clean slate to start over.

But he did not do it with national parks, because I believe there was a rather clear understanding with Secretary Watt that he

**"You may have to give a little here and give a little there, because of the kind of ideologies that come in, but you never, never give on basic principles."**

believed the national parks were a special part of American culture and life, and they needed to be stabilized, and that he did not want to take on that battle at that particular time.

I knew of his record at the Mountain States Legal Foundation, which was the hotbed of Sagebrush Rebellion, and his association with conservative think-tanks, like the Heritage Foundation and their manifesto, which was published at the time President Reagan was elected.

On Jan. 20, however, when we talked, he asked me only one question: "What do you think we need to do?"

And my response was, "Mr. Secretary, we need financial assistance if we are to carry out the job of truly managing and protecting the national parks."

And I also told him that I thought a moratorium on new additions to the System ought to be continued for the time being until we could get our financial house in order, and he readily agreed with that.

All of the other aspects of the Heritage Foundation Manifesto, which had some mighty funny stuff in it, with a lot of interesting approaches to governing, was not discussed at this particular meeting. The Secretary simply asked me to stay on and to manage the Park Service.

### Money and Management

At a later time, some days later, at a briefing he agreed to a PRIP program, which is an acronym for the Parks Restoration and Improvement Program. And that was in response to my plea for some financial assistance. He carried the load after he made the decision. He went to OMB, and he faced down [OMB Director David] Stockman who was notorious as a penny-pincher. The whole thrust of the administration at that time was

to cut expenditures to the bone, and he succeeded in getting a \$1 billion, five-year program — that's \$200 million a year! I admit, there is maybe some funny book-keeping in some of that, but that was an additional, over and above type of amount, to deal with life-safety and health issues which had recently been pinpointed by a GAO report, and something very quickly had to be done. And he made good on that. An extra \$200 million a year — for electrical systems, extra sewer systems and roofs, and all of those things that had needed assistance for so long — he helped with.

Nevertheless, there were a lot of operational problems and challenges. Suffice it to say, Secretary Watt was only secretary for about a year and a half. He was followed by Bill Clark of California. And Bill Clark was sort of a kinder and gentler Jim Watt. But the agenda, the ideology, was still there. It was a great pleasure to serve with Secretary Clark. He was a Californian and a long-time confidant of the President. He devoted himself to damage control from the Watt period, and he also took it upon himself to solve several little outstanding projects.

One that I recall in particular was acquisition land for Golden Gate National Recreation Area, a place called Sweeney Ridge. I lost as much hair and got as many wrinkles over that one as anything I did (with the exception of the whole privatization issue). I just mention that in passing, because that was a gut-wrenching pressure that was being applied.

But at Sweeney Ridge, the appraisal on the park of the owners far outstripped what the NPS had appraised the property for. There was only a difference of something like \$10 million! So we had set ourselves in a position where we would not budge. We knew this property was not worth it. Secretary Clark entered into the picture, got the California personalities involved, and finally the price came down to where we could deal with it. I cite that simply as an example of the problem-solving approach that I saw Secretary Clark doing.

During my time, there were two presidents of differing ideologies, and four secretaries. Secretary Hodell replaced Bill Clark. Secretary Hodell had at one point early in the administration been the undersecretary, so he and I had a reasonable working relationship. But, it was toward the end of my time.

Now, I've thought many times about the kinds of pressure that were applied during that five-year period to force the NPS into a politically appointed organization. There was a tremendous pressure to fill the regional director slots in particular with political appointees. Naturally, we resisted that, and prevailed. The reason that you saw a lot of homesteading regional directors during that particular period was that any opening in the RD ranks gave an opportunity for the political operatives to start moving in.

### Conclusion

I think it is important for the current generation of NPS people to think in terms that there have been ups and downs, and there are lean periods and better periods, but in terms of trying to carry on the work of the service into the 21st century and beyond, it's extraordinarily important that we keep certain principles in mind. Those have been well established since the Service was established. You may have to give a little here and give a little there, because of the kind of ideologies that come in, but you never, never give on basic principles.

Thank you very much. □

## All in the Family

Please send news about you and your family. All submissions must be *typed or printed* and should include the author's return address and phone number.

Send to **Teresa Ford, Editor, 26 S. Mt. Vernon Club Road, Golden, CO 80401.** Changes of address should be sent separately to Debbie Gorman, ANPR Business Manager, P.O. Box 307, Gansevoort, NY 12831.

### Remember Matthew

On Jan. 24, 1997, Kenai Fjords NP Chief of Resource Management Jeff Troutman was returning to Seward from Anchorage with his 21-month-old son, Matthew, when his car skidded out of control on glare ice, flipped over a guard rail and landed upside down in the waters of Turnagain Arm. Despite repeated heroic attempts in the 30-degree water, Troutman was unable to reach Matthew, strapped in his car seat in the back, and get him out of the car. Attempts by local search and rescue crews to find and retrieve the car were also in vain. The car, with Matthew still inside, was found and recovered the following day.

Although I never had the pleasure of meeting beautiful Matthew, I do have the pleasure of knowing Jeff and Debbie and worked with them at Delaware Water Gap. A few days after the accident I spoke to Kenai Fjords Superintendent Anne Castellina. She relayed to me what a great feeling it is working for such a tight-knit, caring family. The park had received dozens of calls from all over the country to let Jeff and Debbie know that all of their friends and co-workers were thinking and praying for them through this difficult time.

A memorial scholarship fund has been established at the National Bank of Alaska in Matthew's name. Please send your donations to the park at P.O. Box 1727, Seward, AK 99664; Attention: Ida Murdock. Part of the donations will be used to plant a tree in Matthew's memory; the remainder will be used for the education of Matthew's younger brother or sister, due in August.

— Steve Clark  
Lake Roosevelt

**Bob Amdor** (NCP 67-68, MOCA 68-69, U.S. Forest Service 69-70, JNEM 70-71, GOSP 71-72, FOVA 72-75, CASA/FOMA 76-80, WHMI 80-86, WRO 86-88, SAAN 88-96) has retired. He and **Kathy Amdor** (CASA/FOMA 78-80, WRO 86-88) are traveling full-time in their RV following private interests as long as they are north in the summer and south in the winter. They are life members of ANPR and E&AA. Permanent mail forwarding address and voice mail message service: 101 Rainbow Drive, #6491, Livingston, TX 77351-9330; (888) 757-7701, ext. 6491.

**Brad Bennett** (GRCA 91-93, 95-present), is a park guide in the Village Interpretive District at Grand Canyon. Previously he was a visitor use assistant at the South Entrance Station. He and his wife, **Em**, bought a house in Williams. Daughter **Camille** was born Nov. 2, 1996. Address: 116 S. Fifth St., Williams, AZ 86046; (520) 635-4795.

**Mark W. Igo** (BIBE 72-77, AMIS 77-83, GLCA 83-86, CURE 86-90, GLCA 90-96) is the chief ranger at Pinnacles National Monument in California.

**Wendy Lauritzen** has moved from Kotzebue, Alaska, to Pecos, N.M. Address: c/o Pecos National Historical Park, P.O. Drawer 418, Pecos, N.M. 87552.

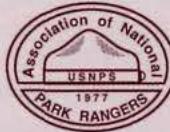
**Roger Moder** (GLAC 73-77, EVER 76-78, GRSM 78, SEKI 79-81, DEVA 81-85, VOYA 86-88, GLAC 88-90, BIBE 90-96) is chief ranger of resources management and visitor protection at Sleeping Bear Dunes National Seashore. Previously he was a law enforcement specialist at Big Bend. Address/phone: 4437 Brunson Place, Traverse City, MI 49684-8265; (612) 922-5945.

**Dan Peterson** (GRCA 88, BDLA 94, 95, CRLA 96) was a park ranger in interpretation at Crater Lake National Park last summer. Address: 1256 Oakshire Lane, Kirkwood, MO 63122.

**Jim and Joan Simpson** (GRSM, VIIS, WASO, GLAC, OZAR) have retired to Whidbey Island, Wash. Jim's last position was resource management specialist at Ozark Riverways. He is a demonstrating artist at craft shows and has a mail-order portrait business. Joan, formerly a social worker at Lucy Lee Hospital in Poplar Bluff, Mo., volunteers for Whidbey Animal Improvement Foundation. Address/phone: P.O. Box 548, Oak Harbor, WA 98277; (360) 675-1675. □



Share your news!  
Use form on inside back cover.



## Why should you join ANPR? Here are some member benefits

The Association of National Park Rangers celebrates its 20th year this year. As a member, you have access to many benefits. Included are:

- Quarterly *Ranger* magazine with professional information & updates
- Special ANPR promotional items to buy
- A way to keep in touch with friends and colleagues in the ranger profession
- Travel service
- Health insurance for seasonal & permanent employees
- Discounts on Rendezvous registration & ANPR-sponsored training courses

For more information about these programs, contact:

**ANPR Business Manager**  
Debbie Gorman  
P.O. Box 307  
Gansevoort, NY 12831  
(518) 743-1146

Prospective members, see the membership form on the inside back cover of *Ranger*.

**ANPR Needs Business Manager**

ANPR is seeking a new business manager. Debbie Gorman, our current business manager of nearly 10 years, is entering a master's degree program this fall. We hate to see her leave, but we must begin the process of filling her critical paid job.

We are looking for someone with experience in tracking financial accounts and preparing financial statements and with an interest in running a small business office. Experience in working with a non-profit board would be an asset. For further information on the position, please contact Deanne Adams or Sarah Craighead (addresses on the back cover of *Ranger*).

**Do you have comments** on current ANPR items for sale? Are there any other products you'd like to see for sale? Contact Jeannine McElveen at jmc004@aol.com or (410) 835-3121. You also can write to her at the address on the order form at the right. She wants to hear from you!

**ROAD MAP for my heirs**

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

The notebook contains personal information (fill-in-the blank) forms about:

- who to notify and your desires about final arrangements
- civil service, military & Social Security benefit details
- insurance facts
- bank account, property, credit card, TSP, investment & retirement account numbers & information
- synopsis of life, obituary & family history
- list of disposition of personal items
- anatomical gift wishes
- examples of durable power of attorney for health care & finances

This Road Map is a must and makes for a caring, loving gift for family and friends.

The book costs \$10, plus \$4 for shipping and handling. Colorado residents add 3% sales tax. **U.S. currency only.**

Make check payable to ANPR.

Send to: Frank Betts  
4560 Larkbunting Drive, #7A  
Fort Collins, CO 80526

**Support ANPR!**

*Buy special items!*

ITEM	COST	QUANTITY	TOTAL
Quill Pen with ANPR logo	\$18.00		
Quill pen & pencil set with ANPR logo	\$28.00		
Bic metal point pen with ANPR logo (gray or black, circle color)	\$1.50		
Insulated mug, large, black (20 oz.)	\$6.00		
Insulated mug, small, gray (12 oz.)	\$4.50		
ANPR Tattoo	\$1.00		
ANPR decal	\$1.50		
ANPR cloisenee pin	\$2.00		
Plastic stadium cups	\$1.00		
ANPR coffee mug (ceramic)	\$6.00		
* Polo shirts: S, M, L, XL	\$25.00		
* Turtlenecks: M, L, XL	\$22.50		
Pewter key ring	\$5.00		
Brass key ring	\$5.00		
Large belt buckle, brass (3-inch)	\$25.00		
Large belt buckle, pewter (3-inch)	\$25.00		
Small belt buckle, brass (2 1/4-inch)	\$25.00		
Small belt buckle, pewter (2 1/4-inch)	\$25.00		
Large totebag, cream & wine	\$12.00		
Small totebag, cream & navy	\$10.00		
Penlights (marbled green, marbled gray, black - circle color)	\$12.50		
Small Swiss army knife w/ 4 tools, 1 1/2-inch blade, (black, red, blue or green - circle color)	\$20.00		

Subtotal:

MD residents add 5% sales tax:

Shipping & handling (see chart):

**TOTAL (U.S. currency only):**

Send order form and check —*payable to ANPR*— to Jeannine McElveen, 36390 Old Ocean City Road, Willards, MD 21874.

Name \_\_\_\_\_

Address \_\_\_\_\_

Phone \_\_\_\_\_

\* For Shirts:

Polo —	Circle color & size:	Forest Green (no L)	Wine	Navy (no S) —	S	M	L	XL
Turtlenecks —	Circle color & size:	Teal	Banana	Navy —	M	L	XL	

**IRF** (*continued from page 21*)

organization and we need to make some basic decisions about our leadership, our finances, and our decision-making process.

**Q:** Will we just be sitting in the hotel for five days?

**A:** The third day of the congress is devoted to field trips. We will be visiting some of Costa Rica's most famous protected areas. Costa Rican rangers will meet us at the sites and be our guides for the day, sharing not only their areas with us, but also their management strategies and their major challenges. This field trip day will certainly be one of the highlights of the congress.

**Q:** Will this be all that I will get to see of Costa Rica?

**A:** The IRF has entered into an agreement with two of Costa Rica's most environmentally sensitive tourist agencies, Horizontes and Tikal Tours. Horizontes even maintains a fund to assist Costa Rican rangers with family emergencies and other problems. Both these agencies can help delegates plan pre- or post-congress tours to Costa Rica's national parks and equivalent reserves. You can contact them by mail, by phone or fax, or by e-mail. This information will be avail-

able in your registration packets. The congress organizers urge you to use these agencies, as they are environmentally and socially responsible operators.

**Q:** What is Costa Rica like?

**A:** Some would argue that Costa Rica is like nowhere else in the world. It is small — a little smaller than the state of West Virginia in the U.S. — but contains an estimated five percent of the world's biodiversity! From the highest point in Costa Rica, more than 12,000 feet (3,600 meters), to the beaches on the Caribbean and Pacific coasts, the nation is cut by a series of river valleys and volcanic ridges that have nurtured a variety of flora and fauna that is (in the best tropical sense of the word) exuberant. Beginning in the late 1960s and early 1970s, the country began to create a protected area system that is one of the finest and most famous in the world. Today, more than 22 percent of the national territory is protected. Costa Ricans are friendly and warm to visitors. The country's literacy rate is an astonishing 98 percent, partially because the constitution of 1947 eliminated the country's armed forces. Military spending represents less than one percent of Costa Rica's annual budget. Many visitors go away thinking that Costa Rica would be a good second choice

to their native land if they had to live somewhere else.

**Q:** What will the weather be like when we are there?

**A:** September is one of the months of Costa Rica's rainy season. You can expect that it will rain for several hours every day. Please bring appropriate rain gear for the field trip and for pre- and post-congress trips. Since Costa Rica is a tropical country, be prepared for hot, humid weather.

**Q:** Who are the congress organizers?

**A:** The congress is being organized with the cooperation of several groups. President Gordon Miller is, of course, guiding the organizational efforts. He has asked the two Costa Rican affiliates of the IRF — ACORENA and AGUA — to cooperate with the U.S. Association of National Park Rangers (ANPR) in the organization of the congress. The Costa Rican Ministry of the Environment and Energy, under the leadership of Minister Rene Castro Salazar, has also played a leading role.

**Q:** Will I have fun and learn something if I attend the congress?

**A:** Yes! □

## IRF Member Meetings and Training Sessions in 1997

### March 3-9

"Ranger As Communicator," training course, Losehill Hall, Peak National Park, U.K. An international conference aimed at rangers and other field-based staff, particularly from protected landscapes, who recognize the increasingly important role of communication in their work. The course will explore each of the wide-ranging elements of communication in a ranger's work under five themes — education, media, communities, interpretation, and working with others. The course language will be English. Financial assistance is available to some delegates from Central and Eastern Europe. Call Losehill Hall at 44-1433-620373, or fax to 44-1433-620346, or Internet to: [training@losehill.u-net.com](mailto:training@losehill.u-net.com)

### March 7-9

Seminar for Environmental Interpretation, Denmark. Sponsored by Naturvejlederforeningen, the Danish ranger association. Contact: Marie Jensen, Naturhistorisk Museum, Universitetsparken, 8000 Arhus C, Denmark (telephone: 45-86-129777; telefax: 45-86-130882).

### March 19-21

"Ranger, ein Beruf mit Zukunft (Ranger, Future Careers)," Third Federal Naturewatch Conference, Muritz Nationalpark, Germany. Among the speakers will be ANPR member Uwe Nehring, who will be speaking on ranger duties and traditions.

### May

Annual Meeting, Australian Ranger Association. Date and location to be announced. For more information, contact Kristen Appel, P.O. Box 1046, Alice Springs, Northern Territory 0871, Australia (telephone: 61-89-569770; telefax: 61-89-569819)

### Sept. 25-29

Second World IRF Congress, Hotel Cariari, San Jose, Costa Rica. Contact Lyn Rothgeb, Congress registrar, via telefax in the United States at 540-743-1775, or via e-mail at: [rothgeb@aol.com](mailto:rothgeb@aol.com)

**MEMBERSHIP APPLICATION—Association of National Park Rangers**Important: Please specify —  New Membership  Renewal Date \_\_\_\_\_

Name (Last, first, MI) \_\_\_\_\_ Park Code/FieldArea \_\_\_\_\_

Box or Street \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_ Home phone \_\_\_\_\_

Home e-mail \_\_\_\_\_ Office phone \_\_\_\_\_

Spouse Name (if joint member) \_\_\_\_\_ Park Code/Field Area \_\_\_\_\_

Address (if different from above) \_\_\_\_\_

Home phone \_\_\_\_\_ Home e-mail \_\_\_\_\_ Office phone \_\_\_\_\_

Category	Type of Membership (check one)			
	Individual One year	Two years	Joint One year	Two years
Active (all NPS employees)	<input type="checkbox"/> \$25	<input type="checkbox"/> \$45	<input type="checkbox"/> \$40	<input type="checkbox"/> \$75
Under \$25,000 annual salary (GS-5 or equivalent)	<input type="checkbox"/> \$35	<input type="checkbox"/> \$65	<input type="checkbox"/> \$50	<input type="checkbox"/> \$95
\$25,000 – \$34,999 (GS-7/9 or equivalent)	<input type="checkbox"/> \$45	<input type="checkbox"/> \$85	<input type="checkbox"/> \$60	<input type="checkbox"/> \$115
\$35,000 – \$64,999 (GS-11/14 or equivalent)	<input type="checkbox"/> \$60	<input type="checkbox"/> \$115	<input type="checkbox"/> \$75	<input type="checkbox"/> \$145
\$65,000 + (GS-15 and above)	<input type="checkbox"/> \$75	<input type="checkbox"/> \$145	<input type="checkbox"/> \$90	<input type="checkbox"/> \$175
Life (open to all individuals)*	<input type="checkbox"/> \$750		<input type="checkbox"/> \$1,000	

\* Life payment may be made in three payments over three years. Life dues effective 11/9/96.  
 To help even more, I am enclosing an extra contribution  \$10  \$25  \$50  \$100  Other

**Return membership form and check payable to ANPR to:**  
**Association of National Park Rangers, P.O. Box 307, Gansevoort, NY 12831**  
*Membership dues are not deductible as a charitable expense.*

**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 field area four-letter codes before submitting your application.

**Administrative Use**

Date \_\_\_\_\_

Rec'd \$ \_\_\_\_\_ Check # \_\_\_\_\_

By \_\_\_\_\_

► **ANPR may publish a membership directory, for distribution to members, in the next two years.** May we publish your:  
 e-mail address?  yes  no  
 home address?  yes  no  
 home or office phone?  yes  no

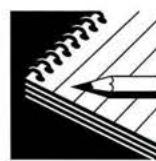
► To assist the ANPR board in planning Association actions, please provide the following information.

\_\_\_ Do you live in park housing?

\_\_\_ Number of years as a NPS employee

\_\_\_ GS/WG level (This will not be listed in a membership directory)

\_\_\_ Your job/discipline area (interpreter, concession specialist, resource manager, etc.)

**Share your news with others!**

Ranger will publish your job or family news in the All in the Family section.

**Send news to:**

Teresa Ford, Editor  
 26 S. Mt. Vernon Club Road  
 Golden, CO 80401

Name \_\_\_\_\_

Past Parks — Use four-letter acronym/years at each park, field area, cluster (YELL 88-90, GRCA 91-94) \_\_\_\_\_

New Position (title and area) \_\_\_\_\_

Old Position (title and area) \_\_\_\_\_

Address/phone number (optional — provide if you want it listed in Ranger) \_\_\_\_\_

Other information \_\_\_\_\_

## Directory of ANPR Board Members, Task Group Leaders & Staff

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(406) 888-5210

#### Southwest Regional Rep

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#### Pacific Northwest Regional Rep

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(360) 697-2192 • kjope@silverlink.net

#### Alaska Regional Rep

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#### Budget and Finance

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#### Work Life

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#### Elections

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#### Promotional Items

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