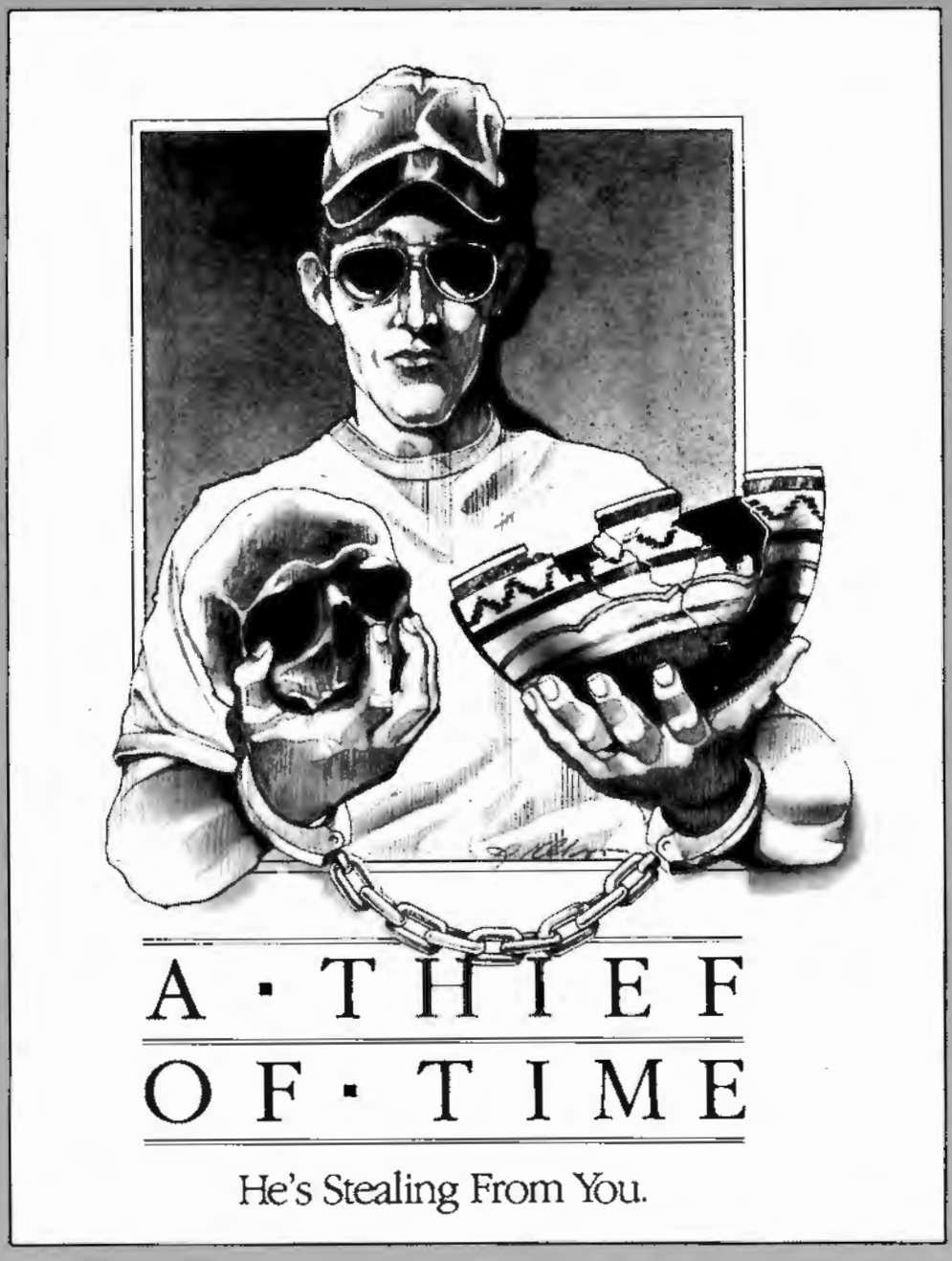
RANGER

The Journal of the Association of National Park Rangers

Vol. III, No. 2 Spring, 1987



Archeological Resource Protection

Editor's Notes

When you picked up your copy of the winter issue of *Ranger,* you may have noticed that it was a bit heftier than in the past. That's because the magazine was 28-pages long, exceeding the lengthiest of its predecessors by four pages. It could easily have run to 32 pages, but at a somewhat prohibitive additional cost to the membership. The reasons for the increased length were various — inclusion of new ads, the lengthy seasonal hiring survey, the amount of material coming out of the Rendezvous. Even with the increase in the number of pages, though, there was a good deal of copy and not too many illustrations. More Rendezvous material appears in this issue.

The point to be noted here is that, as a rule, there is no longer a problem in generating sufficient copy for each issue of *Ranger.* There is enough going on within the Association and the Service at large to ensure that the problem the editor faces each issue is not how to fill up the pages, but how to get all the material in and still leave room for illustrations. Although it is both possible and economical to extend to 28 pages, that will have to be the ceiling on length for the foreseeable future. This is *not* meant to discourage authors, only to ask that, as before, prospective contributors call before submitting articles, and to request that letters and articles be written as tightly as possible.

Some changes have been made in the format of the magazine to ensure that there's enough room for letters and Association reports. The Washington section has been deleted, because some of the information found there could be found elsewhere (i.e. *National Parks* magazine, produced by NPCA, and the *Ranger Activities Information Exchange,* which comes out of the Ranger Activities Office in WASO and is available through your chief ranger) and the remainder was perhaps less than interesting or revealing. It seemed worthwhile to trade off that section for an additional page or two of letters, but that decision is subject to change if enough of you would like the Washington report to be resurrected.

This publication is open, as always, to constructive criticism and suggested changes in format or contents. There has been no great cry for change to this point, which has been read as a vote of affirmation for *Ranger's* current editorial philosophy and directions. If this is not the case, than it is incumbent upon you as a member to speak up for change.

These thought are at least partly prompted by P.J. Ryan's comment in the October *Thunderbear* that he had for years believed "that the Association of National Park Rangers organization was basically a company union and that their publication *Ranger* was a method of recycling WASO memos in more readable form." While P.J.'s comments were no doubt partially in jest, there's the suggestion that some people may share this perception. If this is the case, dissenters should share their objections with other members in the letters section. *Ranger* is a member publication; although it is the editor's duty to set editorial direction and apply editorial controls to assure a quality magazine, it is also the editor's duty to respond to member concerns.

For those of you who'll be contributing to any of the next three issues, the deadlines for those publications appear below:

Summer issue — May 6, 1987
Fall issue — August 5, 1987
Winter issue — November 13, 1987

Incidentally, if you'll be attending Rendezvous XI in New Jersey this fall and are interested in writing for *Ranger,* there will be numerous opportunities for you to cover and report on events there — workshops, presentations, social activities. If you're interested, please contact the editor before mid-summer. This was tried once before, only to fail due to lack of adequate preparation and organization. This time for sure...

* * *

As we went to press in late February, word was received of the sudden death of Tom Lucke, head of the Service's Water Quality Division, a life member of ANPR, and a contributor to this edition of *Ranger.* The Association is greatly saddened to hear of the death of this talented, energetic and dedicated man. Our sincerest condolences to his family and many friends.

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RANGER
The Journal of the Association of National Park Rangers

Vol. III, No. 2 Spring, 1987

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

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

Letters, comments and manuscripts should be sent to Bill Halainen, Editor, *Ranger,* Apt. D-422, 3004 Lee Highway, Arlington, VA 22201, (703) 522-4756. Editorial guidelines are available upon request. Submissions should be typed and double-spaced and submitted in duplicate when possible.

A membership/subscription form is available on the inside back cover. If you have moved since the last issue, please send your old mailing label and new address to ANPR, Box 222, Yellowstone National Park, WY 82190. Include your four letter park code and region.

Typesetting and paste-up by Felicia Hart. Printed by Atlantic Printing, 2720 Dorr Avenue, Fairfax, VA 22031.

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Cover photo: *Archeological resource protection poster produced by Arizona's Archeology Advisory Group.*

President's Message

As ANPR begins its tenth year, I am honored, pleased and a bit awed to be able to add my efforts to the many hours given by members in support of the National Park System and Service. I accept the challenge with humility and promise to strive to give strong and fair representation to all disciplines.

It's important that members know what to expect of those you have elected. We all owe you an open mind when you bring issues and concerns to our attention and we should make decisions based on the best information we can gather following our guidelines in the bylaws. In addition, regional representatives owe their members a regional report for each *Ranger,* responses representing their members when asked for input on issues, and at least a few letters to members in their region each year. Work group leaders also owe the members a regular submission to *Ranger* in addition to their assigned task.

As importantly, members owe us some of their time when asked for comments, and need to make us aware of issues that may not be known to us. Your regional representatives have been asked for input on a number of issues. Please tell him how you feel about:

- Political involvement — A new work group will explore the advisability and legality of our becoming more active in this area.
- Spring board meetings — Most organizations our size find a need for the board to meet twice a year. In order to not create a personal financial burden, ANPR would probably have to pay transportation. That could result in a dues increase. Are you willing?
- Lengthening board members' terms to three years — This would not affect those of us already in office, but would provide a better chance for future board members to follow through on projects.
- Elections before the Rendezvous — People who end up being elected after the Rendezvous miss out a lot during the Rendezvous by not attending board meetings, etc. Nominations and elections could be done by mail over the summer. Should this happen so that "officers elect" could attend the Rendezvous knowing of the responsibilities coming up January 1st? Obviously, this could not take effect this year.
- Board nominations at the Rendezvous — Should we take nominations early in the week this year so members can get to know the candidates that are at the Rendezvous? Would this interfere with a candidate's enjoyment of the Rendezvous? Is it fair to those who can't attend?
- The membership survey — We've been instructed to do it, but we feel that in order to do it right we should consult a professional, which will cost. What do you want the survey to find out?
- A "trade show" at Rendezvous XI — Please send Bill Wade any thoughts you have regarding appropriate firms to contact as potential exhibitors.
- Finances — Our finances are in order, thanks to Debbie Trout's commitment, but we have no long range financial strategy. What should we be thinking about for finances for the future?
- Organizational goals — The last request is probably the most important one, and the most frustrating. Goal-setting sessions have been held at the last two Rendezvous and the input has been helpful, but the entire membership should be heard from. Goals, objectives, or whatever you call them — what should they be, both long and short range? Our lack of clear goals is a constant complaint, but careful thought is required to develop achieveable and appropriate ones.

You should find a vacancy announcement in this issue for the business manager. As you know, Debbie Trout, who has put our finances, tax exempt status and membership records in order, has chosen to only do her *other* full-time job for awhile. We respect her desires and extend our very warm thanks. Applications for the position will be carefully reviewed by a work group of four or five board members, and, in accordance with the bylaws, the board will approve the new person. We hope to have the position filled by this summer. You are all encouraged to apply or seek well-qualified applicants for this extremely important position.

Before closing, I want to address one other matter. We understand that three very important positions in the Washington Office — the Associate Director for Operations, the Associate Director for Planning and Development, and the Chief of the Division of Interpretation — will soon be announced for competition.

We hope that people with field experience will consider a position in the Washington Office as good for the System, and, in the long run, beneficial to their personal and professional needs. The Director should seek and hire persons with strong field credentials for the three positions in order to assure that these key people have the backgrounds necessary to make sound decisions for the System and to give wise advice to the Service.

ANPR *has* made a difference in the past and we will continue to do so in the future. I'm excited about that future and look forward to working for you with two years of hard work, with some frustrations for sure, but with continued success and lots of fun.

Jim Tuck

Letters

Editor:

Great article by Don Goldman. Unfortunately, Don has "plagerized" an earlier and hitherto little known principle of management known as "Parkinson's Theory of Balcony Management."

To understand fully Parkinson's management concept, the reader has to be familiar with a famous Michigan resort area, Mackinaw Island, and The Grand Hotel which is on that island. The Grand Hotel is world famous for its balcony, which runs the full length of the structure. It is, reportedly, the longest uninterupted balcony in the world (now there is a piece of trivia worth remembering). On this balcony are very closely spaced wicker rocking chairs. In the summer each one is occupied by a female or male senior citizen guest of the plush hotel.

Now the reader must use imagination to conceptualize Parkinson's theory. For each wicker rocking chair, substitute a gray, metal, GSA double or single pedestle office desk and chair. Each desk is twelve inches apart from its neighbor. The balcony is 1/6th of a mile (880 feet) long. The reader can do the mathematics required to determine the number of desks that may be involved. It is sufficient to say that a considerable number occupy the length of the balcony.

Under Parkinson's theory each desk is occupied by a *specialist* in park administration and management. Under this concept, the word *specialist* is used in its broadest context. Specialist fields are all-encompassing. Obviously, information is the basic tool required by each specialist. Information comes from "below" to the specialist's desk, where it is turned into a form that can be rendered to the *specialist's* superior. Under the theory, there is a common supervisor for all *specialists.* The supervisor can only equate performance of the *specialist* by the volume of reports, action plans, etc. that the *specialist* generates.

To complete this picture we need one more ingredient. Below the balcony, centered on the lawn so that it is visible from each balcony station is a lone gray metal GSA single pedestle desk and chair. Its occupant is a division chief of a park. To this desk comes an avalanche of requests from each balcony desk for reports, statistics, summaries, studies, policies for review, procedural manuals, etc. that are important to the performance of each balcony *specialist.* Of course each request has its own deadline — some short, some long.

None of the above balcony organizational structure is meant to imply that there is any lateral communication along the 880 feet of balcony length. In fact, there is virtually none. So, in spite of the specialization of each desk incumbent, the nature of things dictates that there is no doubt overlap between some specialities and information bases supporting that specialty.

We do not have to go any further with this analogy. Don's inverse funnel is my balcony. The lone desk occupant gets "dumped" on continually. There is no relief even after Labor Day. In fact, Labor Day seems to be the signal for ever increasing dumping. He/she might consider *risk management options* such as, chucking things into file 13, telling someone it is a useless report, and that the information has already been submitted in a slightly different format under another title.

The seasons go by. Finally that great time arrives and retirement is at hand. The lone desk occupant cleans out the work space, packs his/her bags/truck/camper and heads out on the open road to visit those parks where he/she has worked for 30 years and never (except in the every first years) had a chance to see.

Thanks for bearing with me. *Ranger* is a great relief valve for the lonely, dumped-on desk occupant. Not much will ever come about to resolve the serious problem that we have, because we are all human and self-serving. I know that the current *Management by Slogan* system isn't going to work. The difference between pronouncement from on high and daily operations is unreal.

Have to go to work now. VIP FY87 budget is due. Monthly EO Counsellor's report is due. Got to revise the Statement for Interpretation. How are the EO Action Plan and the Affirmative Action Plans coming? We have to come up with an auction item for the Superintendents' Conference today. Word is that the boss got nicked for not having a Youth Hostels Plan, so that must be done. Another PWE 302 (Cultural Resource Preservation) 10-year funding plan must be done. That's OK, since I have to update the Cultural Resource Management Plan anyway to incorporate all the XXXs that have been accomplished. Check the 350 LCS units and face another year of little or no money (some say funding) to even stabilize our National Register buildings.

Only two years and eleven months to go. Frank Kowski said he was glad his career ended when it did. He didn't envy future managers.

Charley Parkinson
Sleeping Bear Dunes

Editor:

This is a brief personal note of appreciation for ANPR's invitation for me to attend and "hold forth" at Rendezvous X. While in Jackson Hole, I got some valuable insights and perspectives on NPS operations, I got "hands-on" information to work with at home, and I saw the distinct bonds between our respective "resource management/public protection/visitor service" agencies. And I did all that while meeting some dedicated and talented people. I had a great week!

A tremendous reassurance for me was to see that critical issues which face the California State Park System are virtually the same issues you discussed at your business meetings and workshops. Funding for interpretation, "back seat" resource management pressures from special interests, seasonals, volunteer groups, housing, training, commercialism, and concessionaires, appropriateness of political activity, union activity, and many more such topics continue to be agenda items at our CSPRA meetings. Indeed, we're both playing the same game. I felt right at home.

Thanks also to all who attended for their enthusiasm and willingness to put up with my rather disjointed and informal "Dark Side of the Forest" music presentation.

And one final item: I got a chance to discuss your NPS "specialist" concept, versus our DPR "generalist" approach, within our respective ranks, and I learned a new phrase, "multi-specialist", when your *Journal* for summer, '86 came out.

I'd like to express my special thanks to Jim Tuck for his consideration and attention throughout the event. The way he seemed able to juggle several issues at once, and with competence, he must be one of the multi-specialists.

ANPR folks, you done good by me. Thanks again to all.

Carl R. Burger
State Park Ranger I
Portola State Park

Editor:

It was with considerable interest that I recently read the summary of the multi-specialist management concept being re-introduced on the Blue Ridge Parkway. I congratulate Ton Bonano on a well-written and concise article.

For years, the Florida Park Service has relied upon the multi-specialist park ranger for implemention of virtually the entirety of its operational spectrum (Administration, Maintenance, Visitor Services, Protection and Resource Management). It is only recently that we have begun to specialize, particularly in the areas of maintenance and protection (specifically, law enforcement). Hence the particular applicability of your experiment to our present management approach.

As the article points out, there are windfalls and pitfalls in both concepts. It may be that continued growth and freshness in our profession is dependent upon our ability to remain open and flexible, not becoming entrenched in either philosophy. This, of course, with the recognition that certain staffing and economic flows and woes often become the

prime determinants of our direction.

It is, for instance, considerably more convenient to recruit and find seasonal employees who are suited for specific and well-defined roles, while successful development of the multi-specialist seems dependent upon long-range training and field experience for permanent staff members.

The questions posed at the conclusion of the article are good ones. Not being a member of your particular organization or by any means an expert, I would address only two. First, my experience seems to indicate that innate intelligence and a "can do" attitude seem the most important criteria in recruiting multi-specialists. Specific education requirements in any particular element of the field can be helpful in a limited sort of way, but seem secondary to an eagerness and willingness to learn. (Certainly, recruiting folks who are already qualified in all areas can be tedious to say the least).

As for the development of managers, there seems little doubt that the multi-specialist who has experience in all elements of park operations can more easily understand the role of management in the big picture. I think this has been proven true over and over in the Florida Park Service.

Finally, it is my feeling that the park ranger who can respond to the broadest range of the needs of visitors and resources is the most ideal. Certainly, the visitor may not be aware of any division of responsibilities, and delay can prove inconvenient at best, while the resource may suffer while awaiting the trained eye to happen by. It seems to me that the closer we come to this ideal, the better.

Mark W. Glisson
District II Manager
Division of Recreation and Parks
State of Florida

Editor:

As a newcomer to the ANPR, I attended the Rendezvous last fall primarily to get a better idea of what the organization is all about. When I joined last summer, I had only a vague idea of the exact purpose the Association seeks to serve, and nothing in my membership information clarified the matter very much. As a seasonal, I was not even sure that the organization pertained to my concerns, but I went to the Rendezvous hoping to learn more. Although I was disappointed that seasonal issues (such as career status) were not examined, I was very interested in the issues which were discussed.

What I found most striking during these discussions was what seems to me to be a lack of identity of the ANPR. The organization seems to be pulled in several directions by people with various interests and concerns. As I sat in the RMR caucus listening to a rather dry discussion of ranger museums and possible product endorsements, I could hear the WR caucus's lively debate about pay comparability and downgrades. This emphasized to me what I perceive as a very basic problem in the organization.

I joined the Association because I thought it was a group which sought to improve the lot of rangers, a voice for ranger concerns in the bureaucratic jungle of the federal government. I want a career in the NPS, and was looking for an organization that was concerned with ranger career issues. The ANPR is only partly concerned with those issues, and I think that is mistake. To spend time discussing ranger museums and product endorsements seems to me to be a distraction from more pertinent issues. Ranger museums should be developed within the NPS, just as museums for Native Americans, mountain men, and natural history have been. Interpretation of the ranger profession is best carried out by the agency itself and we should work toward that goal while on duty. Also, perhaps the best ranger museum of all is a park staffed with an experienced, skilled, and dedicated ranger force which carries out its duties with pride, competence, and professionalism. It should be the ANPR's goal to ensure that the system and climate of the agency encourage that type of ranger force.

Furthermore, there was talk at the Rendezvous that the Association become involved, much like a conservation organization, in resource policy issues. I believe this too, while a worthy endeavor, would be a mistake. The best way for the ANPR to affect those issues is to ensure that there is pay comparability, fair hiring practices, and ample career development opportunities so that the "best and the brightest" are not only attracted to the NPS, but are given every chance at earning a rewarding career so that they not only affect policy, but also create it.

Sadly, this is often not the case today. This may be just the opinion of someone at the bottom looking up, but the NPS seems to be in the middle of a personnel crisis; rangers are becoming more and more skilled and educated, but are not receiving recognition for these advances. If, as we were told at the Rendezvous, "the ranger is the ultimate symbol of the National Park Service" and we do "work worth doing", then why are we not considered professionals, why is our pay not comparable to our equals in other agencies, and why is there so little chance at career advancement? These are issues which directly affect NPS field rangers, and for which rangers need a collective voice.

Therefore, I think it is vitally important for the ANPR to narrow its focus to the human resource issues of the NPS, preferably beginning at the seasonal level, where careers begin. To become involved in too many issues only serves to water down the organization and reduce its effectiveness. This is not to say that the other issues are any less important, just that they are perhaps beyond the realm of this particular group. If the ANPR chooses not to take this direction, then maybe a new organization should be established which will fill this need.

Brian C. Kenner
Lake Mead

Editor:

Thank you, Linda Kelly, and the ANPR for publishing the updates of the Ranger/Aid Summer Seasonal Hiring Survey - 1986.

In 1978, Bruce McHenry (NARO) gave me the go ahead to work on first project. I'd spent four seasons working with seasonals in the Rocky Mountain and North Atlantic Regions. Those front liners are really responsible for articulating the need for such a survey. It was a joy to complete the survey (NPS computers could not talk to each other in those days) and see it in use. I remember wondering if it would ever be published again.

I recall that the frustration surrounding the GS 025-026 issue was an item we tried to address in that same issue of *In Touch*. The Association of National Park Rangers who born at the time that issue was boiling hot. Congratulations to ANPR for growing to the broad-based organization it is today.

I'm proud to be a member.

Doug Mackey
Western Oregon Refuges
USFWS

Editor:

In October, I took advantage of an opportunity to visit New Zealand and Australia. While "down under", I met with a variety of rangers. One of the rangers, Allan Anderson, is in the forefront of an Aboriginal Ranger Intake Program in the New South Wales (state) National Parks and Wildlife Service. Allan has written to me requesting information that would enable him to correspond with someone in a similar situation (i.e. a native Indian ranger) here. If anyone is aware of an employee in any of our conservation agencies who could accommodate Allan's interest, he can be contacted directly at the following address:

Ranger Allan Anderson
Ku-ring-gai Chase National Park
Bobbin Head
via TURRAMURRA, N.S.W. 2074
c/o TNT SKYPACK
P.O. Box 466
San Francisco, CA 94080

Continued on page 26

In Print

Books

A Wilderness Original: The Life of Bob Marshall, by James M. Glover. 1986. $17.95. 326 pages. The Mountaineers Books, 306 2nd Avenue West, Seattle, WA 98119; (206) 285-2665.

The National Park Service is only a few short years away from its Silver Anniversary, and most other land management agencies and conservation organizations are as old or older. With only an exception or two, all the great figures from the first third of this century, when America's conservation ethic was being formulated and codified, have passed from the scene — Muir, Pinchot, Mather, Olaus Murie, Leopold and many others. As our memories of their idealism and zeal fade and we become more bureaucratized, it is imperative that each of us read widely among the histories and biographies that touch upon that era.

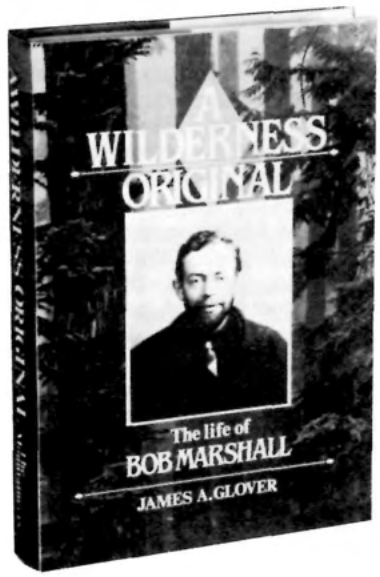
Among the books that should be included on any basic reading list is James Glover's biography of Bob Marshall, perhaps the foremost exponent of wilderness preservation in this century. Glover's book, although occasionally slow-moving and a bit dry, is a clear, well-written narrative of Marshall's life. The author had access to much of what the voluminous Marshall wrote during his short life, and was also able to talk to his surviving brothers and former friends and associates. What emerges from this extensive research is a candid, thorough and occasionally amusing account of Marshall's life and times.

Glover does a good job of describing the people and circumstances that shaped Marshall in his early years, including exposure to the romantic narratives of explorers (particularly Lewis and Clark), summers with a veteran guide and naturalist in New York's Adirondack Mountains, and the influence of his father, a brilliant Constitutional lawyer, social activist and advocate of wilderness preservation.

What emerged from this formative era was the Bob Marshall who is now recognized as one of the progenitors of modern environmental activism — a zealous fighter for wilderness, an articulate spokesman and author, and an energetic explorer who frequently hiked 40 miles in a day and once covered 300 miles in a 13-day expedition.

After graduating from New York's State College of Forestry, Marshall joined the Forest Service and gradually became immersed in the fight to keep some Forest Service lands forever wild and out of the hands of logging companies. While working in the northern Rockies, Marshall came to describe the woods as akin to a temple, and Glover convincingly contends that much of Marshall's motivation to preserve wilderness came about because "a pristine mountain wilderness... did more for him spiritually than any work of human architecture (and) he simply hated to see something debased which to him held so much spiritual value."

Glover then traces Marshall's increasing activism through passages from his books and articles, accounts of his travels through Alaska, and excerpts from correspondence and journals recounting his meetings with prominent conservationists such as Pinchot, his battles with professional foresters over the proper management of forests, and his increasing involvement with Federal land management policies and actions.



All of these activities led to the formation of the Wilderness Society, the one accomplishment for which Marshall is perhaps best remembered. Interestingly, the action that precipitated the formation of this organization, according to Glover, was the Park Service's decision to build Blue Ridge Parkway and a ridgeline highway bisecting Great Smokey National Park. Along with Benton MacKaye and others, Marshall created the Wilderness Society to oppose such road building and to fight for wilderness nationwide. The importance of this action, Glover notes, is that it established the first *national* wilderness group and unified previously regional efforts toward wildland preservation.

Marshall's on-going relationship with the Park Service makes for particularly interesting reading for those of us in the agency today. He often felt that the Service was guilty of putting in roads where there was no need for them and destroying wilderness areas. As a rule, he felt that the Forest Service could do as good or better a job at preserving wilderness, but supported National Park Service administration of some sites (such as Olympic) in favor of his own agency when he felt that the Park Service would do a better job of protecting the land.

The closing chapters of the book describe several successes and failures in Marshall's unrelenting battle for wilderness preservation, ending abruptly with his untimely death at age 38 in 1939. Even though his life was short, Glover concludes, his impact was considerable:

"Marshall was... a humorist, writer, explorer, scientist, and social critic — a kind of da Vinci in high-topped sneakers," says Glover. "(He) deserves recognition (because) he helped preserve hundreds of thousands of acres of wild land, became an inspiration to a couple of generations of wilderness advocates, and was a founding father of the modern environmental movement. He ranks with John Muir, Aldo Leopold and a handful of others who taught us that by saving wilderness we also save a vital part of the human spirit."

Bill Halainen
WASO

Interpretive Views, Gary E. Machlis, ed. 1986. $9.95 ($11.95 post paid). 179 pages. National Parks and Conservation Association, Washington, D.C.

Interpretive Views is a collection of essays by 24 people involved or interested in the field of interpretation. The book was edited by Gary Machlis of the University of Idaho Cooperative Park Studies Unit and former editor of *The Journal of the Association of Interpretive Naturalists.* The essays are short, three to six pages long, and each includes a brief biography of the author.

The contributors are a very diverse group from inside and outside the National Park Service — interpreters, managers, sociologists, and concessioners. The forward is by Director William Mott, and includes a literature review, and the book ends with a summary by Gary Machlis. The essays are grouped by the authors' relationships to the Service, including interpreters like George Robinson, Chief of Interpretation at Yellowstone, managers like Bill Briggle, Pacific Northwest Deputy Regional Director, university professors such as Don Field of Oregon State University, concessioners like Wally Owen of Peaceful Valley Trail Rides, Inc., of Madora, ND, and outside advocates and critics for the parks like educator and film maker Bill Eddy.

The book presents differing ideas on how interpretation can be effectively evaluated in the national parks. Because of recent demands for cost effectiveness in times of tight budgets, ideas on this subject are of interest to interpreters. Many of the authors maintain that evaluation of interpretation serves as a tool to convince others of its value, while several say evaluation is not needed.

The essays project both simple and complex thoughts, gut feelings and scientific measurements. The writing itself varies in style from academic to interpretive, and most essays evoke a sense of idealism mixed with practicality. Cynthia Kryston, Interpretive Specialist for the North Atlantic Region, for example, writes that "tours, walks, exhibits, etc., do not measure well into bottles and jars or dollars and cents," but also observes that "this is not to say that there cannot be a structured, organized approach to interpretive evaluation."

Interpretive Views requires some mental activity, so allow time for careful thought when reading it. As the forward suggests, it is not "...a text book on how to evaluate interpretation...", it simply gives the reader food for thought.

You don't have to be an interpreter to gain something from this book. In fact, I think its best audience may be managers who have never been closely associated with interpretation, but who determine where park money is spent. Readers will at least have an opportunity to see how complex a business interpretation is.

Tom Haraden
Golden Spike

Reviewers Needed

A number of books have come in to *Ranger* in recent months for which no reviewer could be found. If you'd like to review any of the following, please write or call the editor, If you write, please note briefly the reasons why you feel you're qualified to review the book in question:

- *Grizzly Country,* by Andy Russell. 320 pages. A paperback which the press release says "is not only the story of the bear (but is also) a book about a wild, delicate, and marvelous ecosystem."
- *Views Of the Green,* edited by Paul Pritchard, NCPA. 154 pages. Subtitled "Presentations from New Directions for the Conservation of Parks: An International Working Conference", this book is an anthology of papers on European national parks, wilderness management, interpretation, and the philosophy of conservation. Although it's been around a while (it's based on a 1983 conference and was printed in 1985), it's a book which rangers should be aware of.
- *Audubon Wildlife Report: 1986,* National Audubon Society. 1,094 pages. Don't be put off by the length of this one — the section on the NPS, entitled "Wildlife and the National Park Service" and written by Chris Elfring, is the section of most interest to rangers, and is only 30 pages long. The remaining sections, however, need to be skimmed to determine if there's anything within that is of particular consequence to the Service.
- *Constitutional Law For Park Law Enforcement Officers,* by Dan Murrell and William Dwyer. 134 pages. This little book by Murrell and Assocation member Bill Dwyer is meant to be a quick guide to legal rulings as they apply specifically to situations found in parks. It looks like it could be a valuable training tool, and the publisher has offered a discount for purchases of more than ten copies at a time. The reviewer for this one ought to have a considerable amount of experience in law enforcement and in training.

Ranger will undoubtedly get more books from publishers in the future, and it would be useful to have a list of potential reviewers in hand. If none of these books appeal to you, send the editor your name with a note on your areas of professional expertise for future reference. Please be sure to include your phone number(s).

Periodicals

One of the recommendations that came out of the Rendezvous was Jack Morehead's suggestion that *Ranger* begin carrying more summaries of court cases with bearing on the National Park Service. Because of time constraints and other intervening circumstances, it was not possible to begin such reviews in this issue. Association member Tom Lucke, however, has promised to send on court decisions which come across his desk as chief of the Service's Water Resources Division, and, in the interim, you might pick up on reviews that currently are appearing in other publications.

Tom's own article in a 1986 edition of the *George Wright Forum* (Vol. 5, No. 1) would be a good place to start. Entitled "The National Park Service in Law Reviews and Law Journals: A Fourth Update", it summarizes a number of articles which have recently appeared in law publications that discuss court cases or legal issues related to parks.

A recent edition of the *Recreation and Parks Law Reporter* (Volume II, No. 4) has a report on Coates vs United States, the case that arose out of the overflowing of the Lawn Lake Dam in Rocky Mountain National Park in 1982 and the subsequent drowning of Terry Coates. Although there was acknowledged negligence on the part of the deceased, the court found against the Service, and its decision has some instructive comments on how the court viewed the Service's responsibilities to provide warning in an evolving and potentially life-threatening emergency.

Those documents ought to give you some good reading until *Ranger* can line up a few volunteers to review and write summaries of court cases. Any takers?

Hangouts

Hangouts

In order to lighten these pages a bit and to provide a service (of sorts) to Park Service travelers, *Ranger* is initiating an occasional section which will run short descriptions of ranger hangouts around parks and regional offices. These are not necessarily places that you might find in an AAA travel guide, but are the bars and restaurants that rangers head out to after a long summer's day at the visitor center desk or a particularly exhausting day on patrol. They're the places where parks have going-away parties for departing employees, and (sometimes) where people are taken for lunch or a beer when they come into town on a detail or for training.

Every park's got at least one, and you know where they are — Fahrquahr's at Mesa Verde, Dornan's at the Grand Tetons, the Spectrum at Colonial, Wolfe's Pass in Gettysburg, the Willow Pond at Minute Man. Yeh, not every one will agree with your selection, but send in your choice anyway. Please keep entries brief and informative, and do your best not to scandalize your superintendent. Here's a couple of selections to start things going:

The Black Rose (Boston NHP) — Generally listed as one of the best bars in the city, the Black Rose is located just a couple of blocks from park headquarters and the regional office in the restored downtown section known as Quincy Market. It is so authentically Irish that it could have been lifted from Dublin and set directly down in Boston — it even has it's name listed on the marquee in Gaelic as well as English. The waitresses all seem to have just flown in from County Kerry, and the walls are covered with pictures of the patriots of the 1916 Easter Rebellion and illustrations of Irish clan coats-of-arms. The Black Rose serves both food and alcoholic beverages. If you've a taste for Guinness, be sure to try a "Black Velvet" — half champagne, half stout. If you're in Boston, put a trip to the Black Rose on the top of your list of things to do.

The Aquarius Cafe (Capital Reef) — Located just outside the park in the tiny town of Bicknell, Utah, the Aquarius is run by Ted and Emily Stallman and is one of those classic little restaurants that you still find in isolated Western towns. You can get a splendid home-cooked breakfast in the morning, and equally good Mexican food in the evening. The cowboys hanging out here have calluses and bow-legs, not $75 stetsons and customized pickups with over-sized tires. The Aquarius is down-home good, and and the closest thing to a frontier restaurant that you'll find in the Lower 48.

Protecting Archeological Resources

Marilou Reilly
Archeological Assistance Division
WASO

Whether in the deserts of the Southwest, the ocean waters off the Florida coast or the battlefields of Virginia, archeological thefts are on the increase. You may have read about the more celebrated cases, such as the excavation of prehistoric grave sites in Utah or the theft of sacred Hopi ceremonial masks and their subsequent sale to a Chicago art museum. What you may not be aware of is the dramatic increase everywhere in such illegal acts, prompted largely by the lucrativeness of the international market in stolen artifacts.

No one can accurately say how many sites have been damaged or destroyed or how much has been lost to theft, but estimates of the scope of the problem on Federal lands are available. In BLM's two-million-acre San Juan Resource Area in southeastern Utah, an area that includes 100,000 prehistoric sites, about ninety percent have been either disturbed or obliterated by everything from shovels to backhoes. In southwestern Colorado, upwards of 60 percent of prehistoric Anasazi sites have been vandalized. In the deserts of southern California, it's estimated that one percent of all artifacts are stolen each year.

Although the preponderance of cases occurring on Federal lands over the past few years have fallen under the jurisdiction of BLM and the Forest Service, it seems more than likely that they will be on the increase on National Park Service lands in the future. Our sites are often as remote as those on other agency lands, and may be patrolled just as infrequently. Because of the variety of resources protected in our parks, there are greater offerings for artifact poachers — from the shell casings at Custer to the Anasazi pottery at Chaco Canyon to the ship fittings on submerged wrecks at Biscayne. And the artifacts taken from them bring just as high a price in the growing black market both here and abroad (a good pot, for example, may go for as much as $10,000 to $30,000).

It is incumbent on all of us, therefore, to know something about the law that protects archeological (and historical) sites, the efforts that are being made to combat site depredations, and the resources available to you to deal with cases that should arise in your park.

The problem is not a new one. Treasure-hunting has long been looked upon as a romantic venture (witness the Indiana Jones movies), and pot-hunting has been considered a legitimate enterprise by many, particularly in the Southwest. Many an early archeologist hired locals to dig up sites in search of pottery and other artifacts, and not a few ranchers made a living at this trade. By the turn of the century, however, public concern grew over the wholesale pilfering and destruction of archeological sites, and in 1906 the Antiquities Act was passed to preserve and protect them. Over subsequent years, it became clear that it was difficult to successfully prosecute cases of looting or vandalism under this law, and that the corresponding fines were minimal compared to the value of the resource lost or destroyed. Violators of the act were treated as misdemeanants, and could not be fined more than five hundred dollars or jailed more than 90 days, or both. Since the value of a pot could easily exceed the fine by many times, pot-hunteres were willing to risk court actions and write off any fines as "overhead".

The increasing frustration with the weakness of the act peaked with the 1977 Jones-Gevara case, in which three men were caught red-handed stealing artifacts from the Tonto National Forest. Despite the solidity of the case against them, the Federal judge dismissed the charges, partially because the Antiquities Act was "unconstitutionally vague" in its wording. Although the Circuit Court of Appeals reversed the decision and the defendants were eventually retried and plead guilty, the outcry which arose as a result of the initial finding led to a concerted effort by many people to have the law strengthened. The result of that effort was the passage of the Archeological Resources Protection Act of 1979 (ARPA).

Among other things, ARPA included tough new penalty sections. Under Section 6 (d), the criminal penalties for violation of the act are fines of not more than $10,000 or imprisonment for not more than a year, or both. However, if the commercial or archeological value of the resources involved and the cost of their restoration or repair exceeds the sum of $5,000, violators can be fined not more than $20,000, or imprisoned not more than two years, or both. If the violator is caught and convicted a second time, the fine increases to not more than $100,000 and imprisonment to not more than five years, or both.

Another section of the law provides Federal land managers with the authority to assess a civil penalty against "any person who violates any prohibition contained in an applicable regulation or permit issued under this Act", with the amount to be based upon regulations promulgated pursuant to the act and such factors as value of the resource and cost of restoration and repair of the site. The court may also seize all vehicles and equipment used in connection with the violation, and all archeological resources which are in the possession of the violator.

Prior to the 1984 promulgation of ARPA's Final Uniform Regulations, U.S. attorneys were reluctant to pursue ARPA cases, but a number of cases have been successfully prosecuted since then. The U.S. attorney for Utah is now coordinating a law enforcement task force composed of representatives from Utah's Federal land managing agencies, which was established specifically to combat the state's problem with looting on Federal lands. Their com-

Sign at Bandelier warning potential pot-hunters of consequences of vandalizing or stealing from archeological sites. *Photo by Tom Lucke.*

Marilou Reilly is a program assistant in the Archeological Assistance Division in the Washington Office. Among other things, that office is responsible for coordinating information on all ARPA violations within the Service.

bined efforts resulted in the successful prosecution of a case last March in which the defendant pleaded guilty and received a two-year suspended sentence with an additional five years probation. As a result of the unsuccessful prosecution of a related case, however, the U.S. attorney's office has since suggested amendments to the legislation to improve and strengthen it.

The available statistics on incidents of archeological site depredation occurring on lands administered by Department of Interior agencies suggest that we still have a long way to go in controlling this problem. ARPA requires that the Secretary report to Congress each year on various aspects of the law, and data is accordingly requested from Interior agencies on the number of cases of vandalism, arrests, second offenses, and so forth that have occurred on their lands over the past year. In fiscal 1985, 400 cases were reported, but only 15 percent (approximately) were discovered in time for an arrest to be made or a citation to be issued. Less than half of this number resulted in criminal convictions and only about a third of the convictions were for felonies. These numbers must be used with caution because some of the information about convictions comes from cases that originated in earlier fiscal years. The general trends and relationships seem clear, however — very few ARPA-type incidents are being discovered in time to apprehend the vandals or looters, much less prevent damage to archeological sites. But efforts continue to bring this problem under control.

Secretary Hodel, as part of his "Take Pride in America" initiative, has consistently talked about the value of archeological resources, and has pressed for increased public awareness of the problem and aggressive prosecution of ARPA cases. In July of 1986, the Secretary wrote a letter to the Attorney General which emphasized the importance of such prosecutions, and asked that appropriate penalties be imposed to deter other potential offenders.

The Bureau of Land Management has increased the number of officers in its law enforcement division, prompted in part by the need to provide greater protection to archeological resources. They are also working on a program to heighten citizen awareness of the irreplacable loss of this country's archeological record to vandals and pot-hunters. Similar efforts are being made by Fish and Wildlife.

Within the National Park Service, a number of actions are underway to improve the preservation of our archeological resources through public education, primarily through interpretation. Park employees are often a visitor's first and only introduction to the value of archeological sites, and the proper interpretation of their value both enhances a visitor's appreciation of their worth and serves to prevent their unwitting destruction.

Isle Royale has been particularly successful in this area. Shipwrecks within the park were being vandalized, and the park staff cooperated with the Service's Submerged Cultural Resource Unit (SCRU) to design an underwater trail at the site of the wrecks. Recreation divers now use the trail, which is being promoted by local community organizations and commercial charter services. In addition to providing information about the sites, both park and charter service employees advise divers about the legal perils associated with vandalizing sites.

There have also been successes in enforcing the law. In January of 1985, three men who had been caught digging up artifacts at Richmond Battlefield's Cold Harbor unit plead guilty to the charges brought against them and were fined, sentenced to prison terms and forfeited their equipment. On the same day that they were being sentenced, another individual was being arrested at Petersburg; he was found guilty three months later of stealing public property, given a suspended sentence, fined and also forfeited his metal detector. And three divers were arrested for removing artifacts from a shipwreck in Biscayne last June. They subsequently pled guilty to misdemeanor charges and forfeited $30,000 worth of equipment (see related story).

Another area of effort has been in the development of a departmental working group to improve public awareness and appreciation of archeological sites. The group, coordinated by the Service's Archeological Assistance Division, met twice in 1986 and will meet again early this year.

The Archeological Assistance Division has also created and is maintaining two informational clearing houses — one on public awareness projects, the other on incidents of vandalism against archeological resources on Federal lands. Agencies are asked to prepare a one page case summary sheet for each of these clearing houses; the information gathered will then be entered onto computer sheets and provided to other Federal agencies. The information for public awareness projects is primarily obtained from cultural resources specialists, and case summary information on incidents and prosecutions is usually obtained from the law enforcement officer responsible for the apprehension of the individuals involved.

Although the problem of theft and depredation to archeological sites is considerable and will no doubt get worse, we can begin to check it by increasing public awareness of the problem, sharing information on ARPA incidents and prosecutions, and working with other agencies to jointly solve shared problems. Archeological and historic sites are our common heritage, and it is out duty to defend them.

Some of the Civil War artifacts stolen from Richmond Battlefield's Cold Harbor Unit. Photo courtesy of Chuck Rafkind.

A common feeling among all those involved in archological resource protection is that communications and centralized record keeping are critical in our efforts to combat the problem. If you have further information that you would like to contribute to the centralized clearing houses on ARPA, you can obtain blank summary sheets by writing to Marilou Reilly, National Park Service, Archeological Assistance Division WASO (436) or by calling her at FTS 343-4104. She'll also be happy to provide you with additional information, link you with others with similar problems, or discuss your concerns.

If you're interested in further reading on the subject, here are some suggested recent articles on archeological thefts and vandalism:

Continued on page 25

Enforcing ARPA

Ken Garvin
Petrified Forest

The Archeological Resources Protection Act (ARPA) had given park rangers a new and effective enforcement tool if used correctly. The following is an overview of the fundamentals of case preparation and development which should be supplemented by further training on ARPA enforcement.

It should be remembered at the outset that ARPA was enacted by Congress to protect our nation's archeological resources from the serious or commercial pothunter, and that Title 36 of the Code of Federal Regulations should be used for *minor* infractions. Although it remains hard for us to view any resource infraction as minor, you would be wise to first contact your U.S. attorney to determine guidelines for your area. Laying such a foundation will prove valuable in the future should you decide to file an ARPA case.

Along with the U.S. attorney, it is important to develop a contact with an archeologist who is familiar with the special needs of ARPA investigations. The Forest Service, for example, has recognized this need, and has sent some of its archeologists to ARPA training at FLETC and to training courses on court room testimony. Because of this training, Forest Service archeologists are well-prepared to serve as important members of an ARPA investigation team.

Training in courtroom demeanor and testifying is critical to a professional who otherwise might not be prepared for it. Martin McAllister, who has served as a contract archeologist for the Forest Service and has participated in ARPA investigations, observes that an archeologist unschooled in such things may find that the "courtroom milieu does not lend itself to creative conversation":

> "They are interrupted in their responses to questions by opposing counsel. They are warned by judges to confine their answers to the limited questions asked. Their responses are often misconstrued either because an attorney does not understand the archeological lingo or because of deliberate litigation ploys. In short, they often leave the witness stand highly frustrated, having experienced only one portion of the system, but convinced that it does not function as a truth-seeking enterprise."

If you happen to investigate an ARPA case, do you think that an archeologist who's been through such a process will be eager to assist you?

To successfully prove the elements under the Archeological Resources Protection Act, considerable cooperation and teamwork must exist among the investigator, archeologist, and the United States attorney. The U.S. attorney must have the required evidence and information concerning the case before a successful prosecution can be realized. The investigator must provide evidence placing the suspect(s) at the scene, and provide additional evidence that the suspect(s) knowingly excavated, damaged, removed, defaced or altered an archeological resource. The archeologist must provide the commercial or archeological value of the resource, and estimate any restoration or repair costs.

By working together, the investigator and archeologist will be better able to link pots sherds, soil samples, and other archeological resources found in possession of the suspect(s) with the site from which they were removed. The archeologist must also conduct an investigation of the site to arrive at a resource damage appraisal. All costs of the archeologist's resource appraisal, including salary, travel, per diem, vehicle rental, equipment and supplies, are considered part of the restoration or repair costs. Depending on the size of the site, the damage incurred, and the evidence obtained and analyzed, it is not uncommon for an archeologists's investigation to last as long as several months.

As you can see, the enforcement of the Archeological Resources Protection Act is indeed a specialty in itself. Like the investigation of illegal drug activities, motorcycle gangs, traffic accidents, burglaries or criminal homicides, a thorough understanding of the law and subject matter is necessary for a competent investigation, indictment, and conviction.

To prosecute someone under ARPA, we must prove that:

- the suspect(s) knowingly excavated, damaged, removed, defaced or altered an archeological resource, as identified by ARPA;
- the archeological resource in question is located on public or Indian lands;
- the suspect(s) acted without a permit, as identified by ARPA; and
- the commercial or archeological value of the resource plus the restoration or repair costs is either more or less than $5,000.

If the value of the archeological resource plus the restoration costs exceeds $5,000, the suspect will be fined not more than $20,000 or imprisoned for not more than two years, or both. If the repair or restoration costs are under $5,000, the fine and imprisonment is cut in half. In the case of a second or subsequent violation, however, the suspect, upon conviction, will be fined not more than $100,000 or imprisoned for not more than five years, or both.

The Archeological Resources Protection Act also provides for:

- civil penalties equal to the archeological or commercial value of the archeological resource involved, and the cost of restoration and repair of the resource and the archeological site involved;
- payment of witness fees to witnesses summoned to testify;
- rewards, not to exceed $500, to any person who furnishes information which leads to the finding of a civil violation, or the conviction of a criminal violation;
- forfeiture of any archeological resource taken, plus forfeiture of all vehicles and equipment involved in the violation; and
- confidentiality protection of any archeological resource by location and nature to prevent risk or harm to such resource or site.

The successful investigation requires both an understanding of ARPA and a complete knowledge of investigative techniques. If you arrest the suspect(s) at the scene after observing digging taking place, you would be unable to complete an investigation in time to charge the suspect(s) under the provisions of the Act. Due to the requirements for a speedy trial, you would be forced to charge the suspect(s) under a 36 CFR violation or a misdemeanor. If charged under this statute, any professional pothunter knowledgeable of the law would plead guilty at the arraignment and pay a fine of $500 or less.

If you are going to use ARPA as an enforcement tool, you must be able to prove the elements required by the act. If you are fortunate enough to spot an illegal dig in progress, observe the activity. Identify the suspect(s) involved by clothing and physical descriptions, type of tools, vehicles, and equipment being used. If possible, photograph the activity and suspect(s). All observations of the activities and evidence obtained will be used later to strengthen your case.

When you make contact with the suspect(s), obtain identification, take photographs, and seize all archeological resources, tools, and equipment found in their possession. Make positive identifications of vehicles and heavy equipment used. Use vehicle identification numbers, license numbers, make, model, and color for identification purposes. Take numerous photographs of the tools, vehicles, and equipment used to assist with identification. All of this will help when forfeiture proceedings are brought against the vehicles and heavy equipment used in con-

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Ken Garvin is a district ranger at Petrified Forest. He has worked in the Southwest for 15 years, and has been involved in a number of ARPA investigations. He teaches ARPA investigation at Western Region law enforcement refreshers.

nection with the violation.

Sketch the crime scene and identify each hole dug separately. Measure each hole dug and collect all evidence. Common evidence found in or near sites have included shoe or boot prints, vehicle tracks, food and drink containers that might contain fingerprints, probe holes made in the soil with a metal rod in an attempt to locate artifacts, cigarette butts and wrappers, and shovel and trowel marks in the soil.

United States Forest Service
Cottonwood Box Ruin
Archaeological Damage Appraisal

Salaries	
Field labor (40 days @ $40/day)	$1600
Lab labor (20 days @ $40/day)	800
Project director (80 days @ $60/day)	4800
Prin. investigator (4 days @ $152/day)	608
Project manager (4 days @ 54/day)	216
Typist (12 days @ $40/day)	480
Salary Total	$8504
Employee Benefits (21% of salaries)	1786
Operation Costs	
Per Diem (50 days @ $25/day)	1250
Mileage (900 miles @ $.27/mile)	243
Publication/Copy Costs	1000
Supplies	400
Total Direct Costs	$13,183
Indirect Costs (41% of T.D.C.)	5,405
Total Project Cost	$18,588

Any artifact evidence collected from the dig site should be made available to the archeologist. At times, pieces of pottery found at the site have matched pieces found in the possession of the suspect(s), and have fit together like a jigsaw puzzle. During your investigation of the site, do not damage the scene, as the archeologist must still complete an investigation and damage appraisal. Remember, it is the archeologist's damage assessment that may ultimately determine whether or not the suspect(s) will be charged with a misdemeanor or felony crime.

The exact location of the archeological resource can be identified by the use of a map, and a check of permit requirements can be done at the park level.

The commercial or archeological value of the resource plus the restoration or repair costs is determined by the archeological damage appraisal. The adjacent Cottonwood Box Ruin archeological damage appraisal shows how these costs add up. Note, too, how long the damage appraisal took.

Crime scene investigation and protection bring about special problems when dealing with Archeological Resources Protection Act cases. Most such resources are found out-of-doors, and the scene must be protected from weather, animals, and from the curious. Unless you have an archeologist on staff, you may have to wait several days before one can arrive. During this wait, the scene must be protected to prevent further damage or possible evidence tampering.

To assist with the identification of items that should be seized as equipment involved in pothunting activities, I have listed below items that have commonly been found in the possession of pothunters:

- shovels — both large and small, used for moving the soil to get at the artifacts;
- trowels — used to move small amounts of soil from around an artifact to avoid further damage;
- probe — a quarter-inch steel rod, usually from three to four feet in length, to which a "T" handle is welded on one end to assist the pushing and pulling of the probe into the archeological site in the attempt to locate artifacts;
- screen box — used to screen the soil to find beads, arrowheads, bone, and other small artifacts;
- guns — most pot-hunters contacted in the West have been armed;
- paper sacks and newspaper — the paper sacks and newspaper are used to wrap and store the pothunters archeological finds (in some cases, the pothunter has written site location, time, and date on the outside of the bags);
- camera — many pothunters like to record their finds;

Making A Case at Biscayne

Late one Saturday afternoon last June, Biscayne ranger Matthew Fullmer spotted three men in a boat just east of Ceasar's Creek. Since the men were in wetsuits and there was a possibility that they'd been fishing out of season, Fullmer stopped and boarded the vessel. Along with the anticipated spearguns, catchbags, and dive gear, Fullmer noticed an underwater metal detector and a bucket containing what appeared to be "metal objects encrusted with coral and other marine growth." The men said they'd been diving on wrecks outside the park; their nautical charts, however, were marked with locations throughout the park's reef areas. Fullmer read the boat operator his rights and called for assistance.

The investigation that followed the arrest of the three divers revealed that the items in the bucket were in fact metal spikes taken from the 18th century "Pillar Dollar" wreck, which is located well within park boundaries. Among the items seized from the boat were video tape equipment and a videotape. When played back, the latter proved to be a tape of the dive in which the artifacts had been removed from the "Pillar Dollar."

Confronted with the evidence against them and the real possibility of receiving the stiff fines and sentences mandated by ARPA, the three agreed to a plea bargain arrangement in which they paid $1,500 in fines, forfeited all their equipment (which was valued at about $30,000 and included the boat, trailer, diving gear and video equipment), and promised to provide intelligence on their contacts, sources of information and other activities.

Although the men were not prosecuted under ARPA, the park and U.S. attorney were ready to go that route and felt that a conviction was likely. A plea bargain was agreed to because the park felt it would be more valuable to gain intelligence on pilferage of artifacts from other ships in the park. Without ARPA, the case could not have been made and the park's rangers are convinced that ARPA "is the only way to go" in protecting archeological resources.

Biscayne rangers inventory the artifacts taken from the park's "Pillar Dollar" wreck. Photo courtesy of Mike Hill.

• maps — many times maps have been found in the possession of the pot-hunters which have shown the location of past, present, and future pot-hunting trips;
• dust masks— when digging in caves where the soil lacks moisture, these masks help prevent chances of catching Valley Fever;
• tents — tents with false floors have been used in an attempt to conceal digging in open terrain;
• wheelbarrow — used to move soil from one place to another, or, if screening is done outside of a cave, for better lighting;
• heavy construction equipment — several cases have involved the use of frontend loaders, backhoe machines, and dozers.

If your area is rich in archeological resources, you can expect an archeological resources violation in the near future; as economic times decline, we can expect an increase in such violations. The combination of high profit and small chance of being caught is quite an incentive for a pot-hunter, and fines for Title 36 CFR violations are nothing more than an inconvenience. Not when you can sell a 12"x12" petroglyph for a swimming pool or fireplace inlay for $1,500, and a 36 CFR violation may cost you $50.

Proper signing of park boundaries, frequent patrols of archeological sites, unannounced aerial surveillance, and the use of sensory devices to detect illegal activity in critical areas may assist us in the apprehension and conviction of pot-hunters. But we must become familiar with and use the Archeological Resource Protection Act to ensure the present and future preservation of our nation's archaeological treasures.

Personnel *continued*

tually offering you the position. At Yosemite, we send inquiries to employees at the beginning of the season to solicit interest. This year one of our supervisory park rangers at Yosemite contacted an applicant on a register who was distraught over the fact that he had just accepted a position (at a lower grade) in another park — it was his "dream" to work at Yosemite. The applicant told the supervisor that he felt an obligation to follow through on his first commitment, but hoped he could compete again next year for Yosemite. If the applicant applies to our park again this year, he will be the first person that supervisor plans on hiring.

Interagency Cooperation Under ARPA: Two Approaches

The Southwestern Plan

Ken Mabery
Southwest Regional Office

If you have been around the government for any length of time at all, you have heard the axiom: "Let's stop re-inventing the wheel." Most of the time it is used in reference to in-house situations; only occasionally has it really been a concern between agencies. Consolidated law enforcement training at FLETC and wildland fire suppression are two examples of what agencies have done in the interest of *not* re-inventing the wheel. Conservation legislation applying to the National Park Service often applies to other land management agencies as well, and when Congress makes it *clear* that a piece of legislation applies to all land management agencies, it only makes sense that each agency not re-invent the wheel when implementing the law.

This is the case with ARPA. Congress mandated that the various agencies, working together, "shall promulgate such uniform... regulations as may be appropriate..." It took four years for these regulations to be drafted and implemented. With implementation, however, cooperation almost ended. It has only been recently that attention has been directed to two basic objectives of ARPA that are not being accomplished. Section Two stresses that one purpose of the act is to foster increased cooperation and exchange of information among agencies, and Section 13 mandates an annual comprehensive report to Congress from the Secretary of Interior.

Particularly in the western United States, where Federal lands comprise a large percentage of the total acreage and differing agency lands often have common boundaries, it would seem that interagency cooperation on ARPA (and other laws) would be a way of life. While this is often true locally, such as in southern Utah, sometimes broader coordination and interaction are necessary.

In southern Arizona, for example, BLM has a toll-free phone number to report ARPA violations on their lands. In northern Arizona, the U.S. Forest Service has an active surveillance and investigation program. In northern New Mexico, a national park has a poster that proclaims "Don't Pocket the Pieces". Wouldn't it prove more effective to work cooperatively across agency lines on efforts such as these?

Does the public always know when they are on one agency's land as opposed to another's? Or care? How would one go about reporting a violation on BIA or tribal land? How much more cost-effective would it be to print two or three posters on ARPA for use throughout a geographic area? Or advertise one toll-free number for all agencies in a state or a group of states?

A common telephone reporting system would improve our effectiveness greatly. It would get much more use since publicity would be wider spread and there would be no confusion on where or how to make a report. A common inventory form, map scale, and information clearing house would facilitate getting reports to the agency involved in time to conduct an adequate investigation, and would also enhance each agency's ability to make a comprehensive annual report to Congress. Finally, training programs involving all affected agencies would insure the most complete training objectives and curriculum, and the best instructors.

We are making progress towards meeting those objectives. Southwest Region has for years met quarterly with the Forest Service to discuss issues of mutual interest. When John Cook became regional director last August, the meeting was expanded to include the BLM. A position paper introduced by the Park Service which increased interagency cooperation on ARPA was well received. The Forest Service (Region Three) has offered to make space available for the phone reporting and clearing house functions. Our immediate goals are to establish regional programs in the following areas:

Interagency Training: Training already exists for field personnel through FLETC. The course concentrates on investigation and enforcement and can easily be adopted to meet local needs. There is, however, a lack of training for managers. A training curriculum for a 16-24 hour course for field managers is therefore being developed by our office, utilizing managers in Archeology, Ranger Activities, Planning, Law Enforcement, Interpretation, and others as needed. Additional expertise will be obtained from the F.B.I., U.S. Attorney's Office, and Forest Service. A two-day interagency course has twice been scheduled, but has yet to be held due to lack of funding and broad-based support in other agencies.

Public Education: Local area public education efforts need to continue; however, not all parks, forests, or other sites have programs, nor can all support such

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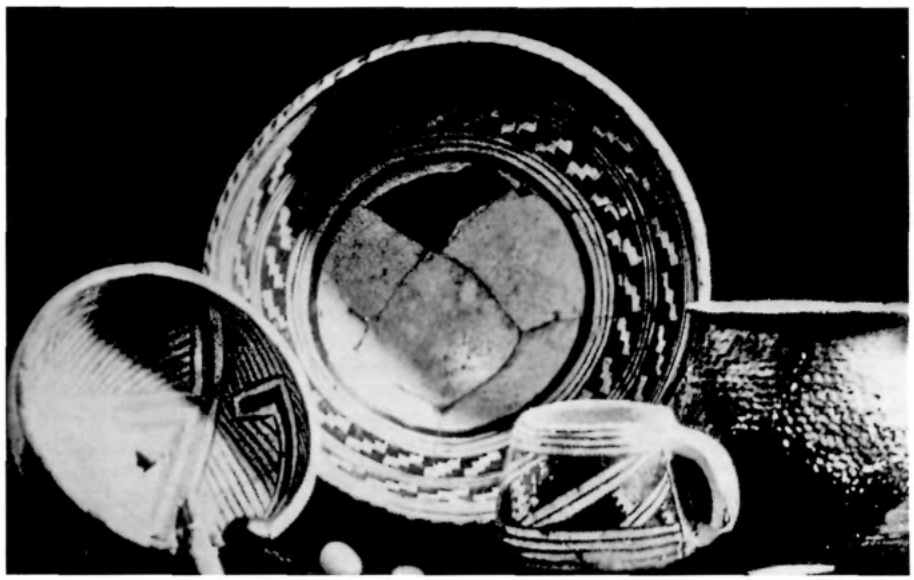
Ken Mabery is a park ranger in the Southwest Regional Office. He has worked at a number of parks with archaeological resources, including Chaco Canyon and Canyonlands, and is involved daily with efforts to reduce ARPA violations in Southwest Region.



Anasazi black and white pottery is much sought after and can bring high prices on the international market. *Photo by Tom Lucke.*

programs due to budget limitations or higher priority needs (archeological resources are not always a park's most significant resource). In keeping with the Secretary's "Take Pride in America" program, the goal is to establish programs targeting two themes: a) enlighten public land users to the value of this public resource, and b) enlist their support in achieving the goals of ARPA. It seems unlikely that these programs will change the commercial collector's behavior, so present efforts target the law-abiding user and weekend collector. In particular, programs must overcome perceptions that weekend collecting and digging is an acceptable form of recreation. ARPA's provision for rewards will be enhanced as a managment tool by incorporating this message in educational programs.

Reporting Violations: Educational programs will be only partially effective if the public does not have an easy method of getting further information and reporting violations. When, for example, a citizen reports a violation to a park's visitor center and is told that nothing can be done because that site is on BLM land, he is going to get discouraged and possibly confused when he considers reporting other violations. Any one of at least eight different Federal agencies and numerous Indian tribes may have jurisdiction. A toll-free phone number covering a wide geographic area and all affected agencies will eliminate this confusion. The agency manning the phone will take reports from the public, determine which agency has primary jurisdiction, and, as requested, inform the public about ARPA.

Federal Land Managers are charged with the protection of thousands of archeological sites — many times more than they have funds or staff to properly protect. Data on prehistoric pueblo sites indicates that at least 59 percent of them have been vandalized or completely destroyed. In the Mimbres cultural area, where pots can sell for a thousand dollars or more, site disturbance runs as high as 90 percent. Although Park Service sites generally have escaped the wholesale destruction that others have suffered, our time may come. As undisturbed sites outside of the parks become scarce, park resources will become more appealing.

In 1985, the Forest Service was sued for not taking the proper steps to preserve archeological resources in the Jemez Mountains of New Mexico. The courts upheld the action and directed the Forest Service to increase their efforts under applicable laws to preserve these irreplaceable resources. We know how the courts will rule on this kind of case, and we know that there are interested publics that will take us to court to see that the law is upheld. It is now up to all management levels to do what they can to carry out the mandate. The major Federal agencies in the Southwest Region are beginning to take steps to fulfill that mandate.

Efforts in Northern Arizona and Southern Utah

John Ritenour
Glen Canyon

In the late summer of 1985, rangers at Glen Canyon received a tip about people digging in an area outside the park boundaries which ultimately resulted in arrests for violations of the Archeological Resources Protection Act. More importantly, however, these arrests pointed out the need for increased interagency cooperation in ARPA enforcement efforts.

The problems for the park are considerable. Glen Canyon is 1.25 million acres in size, and lies in two states — Arizona and Utah. Because it's located on the Colorado Plateau, the area is rich in archeological resources. Although many sites were inundated when Glen Canyon was flooded to form Lake Powell, the lake's surface only covers 170,000 acres. There are countless uninventoried sites on the uplands and in the canyons, and many are being lost due to the unintentional impacts of the public, active collection by "hobby" collectors, and the deliberate destruction of commercial diggers.

A meeting of several local, state and Federal agencies was set for September of 1985 to discuss these problems. The park has proprietary jurisdiction, which makes law enforcement complex. The recreation area shares common boundaries with the Navajo tribe, Bureau of Land Management (under two state administrations), the city of Page, and Canyonlands, Capitol Reef and Grand Canyon National Parks. Law enforcement involves five counties, agencies of both states, Federal enforcement and land managing agencies, and tribal and Bureau of Indian Affairs officers. Prosecution entails coordination with the courts, judges and attorneys of both states, the five involved counties and two Federal court districts.

That first meeting was a success. It involved park staff, archeologists from WASO, Rocky Mountain Region and the Utah and Arizona BLM offices (resource area, district and state level), BLM special agents from both states, BLM management staff, Jim Deason and the program software contractor with the NPS/USFS information computer operation in Marana, a military reserve office involved with reserve training, and representatives from the Coconino County sheriff's office.

The group shared information on the scope of the problem, the manpower,

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John Ritenour is the chief ranger at Glen Canyon, and a member of the interagency task force on archaeological resource protection in northern Arizona and southern Utah.

equipment and types of intelligence available, and agency priorities for archeological protection. The following recommendations resulted:

- the area of cooperation would include southern Utah and northern Arizona;
- we needed to educate personnel in each agency and the public on ARPA and the value of archeological resources;
- although highly sophisticated equipment and technical support was available for information sharing and intelligence, procedures to obtain and coordinate their use were required;
- patrol activities needed to be coordinated so that combined agency teams could target specific locations or activities; and
- an investigative effort was needed to attack the national and international market in artifacts.

A follow-up meeting was planned for November with more agencies invited.

Between meetings, some interesting things took place which lead us to believe that our timing might be perfect. Secretary Hodel was introducing his public lands educational campaign, which would become "Take Pride In America". In New Mexico there were Congressional hearings to determine how well Federal agencies were carrying out their ARPA responsibilities. The Secretary's Office was emphasizing the need for more interagency and interdepartmental cooperation among land managing agencies. And there were positive indications that, if a large interagency program could be gotten off the ground, sophisticated equipment would be made available to support it. The NPS/USFS computer system at Marana could provide the support necessary for data collection and analysis, as well as resource and manpower coordination.

At the September meeting we had 21 people; in November there were 47. Attending were representatives from the Arizona attorney general's office, two Forest Service regions (Three and Four), Coconino National Forest, eight parks, Arizona's Department of Public Safety (highway patrol), Coconino (AZ), San Juan (UT) and Kane (UT) county sheriffs, the Kaibab and Navajo tribes, Rocky Mountain Regional Office, the Arizona State Historic Preservation Office, and state, district and resource area BLM offices. Noticibly lacking were representatives from the Marana NPS/USFS computer operation, because their travel was denied the day before the meeting. This was one function the Service could have taken the lead on, and it could very well have been the catalyst which linked everyone together.

At that November meeting, we gave a briefing on why the meeting was called and broke into groups to discuss the earlier recommendations. The product of the meeting was an interagency proposal which included background information, identified eleven specific problems, established a goal for long-range protection of resources in southern Utah and northern Arizona, and established objectives for public education/information and cooperative enforcement. These objectives were to be accomplished by an interagency task force over a three-year period.

Directed by an interagency policy and priority committee, the task force was to function under the incident command system. There would be five strike teams: education-training, patrol-surveillance, investigation, information-equipment and administration. The compilation of a basic archeological resource inventory was recognized as a needed objective, but the geographic area was so large that it was beyond the scope of the task force's capabilities.

The proposal was supported by Regional Director Mintzmyer, who shared it with her counterparts in Western Region, the two Forest Service regions and both BLM state offices. As a result, Rocky Mountain Region, the Forest Service's Region Four in Utah, and Utah BLM agreed in principal in June 1986 to cooperatively address three issues: enforcement, public education-information, and resource inventory.

At the same time, Glen Canyon staff members were interviewed by a GAO investigative team which was conducting follow-up field data gathering as a result of the hearings in 1985. This team visited Glen Canyon in the summer of 1986, and sought information on the scope of problems with ARPA and on what was being done in the field by Federal agencies to enforce it.

In November, 1985, the governor of Utah had created a task force on archeological protection. Although invited, neither members of that task force nor other Utah state agencies had representatives at the Glen Canyon meeting. The Federal and Utah task forces never did get coordinated, and this tended to dilute our efforts in Utah.

In late spring of 1986, BLM and Forest Service agents conducted raids in the Four Corners area which resulted in seizures of artifacts and arrests. After this joint effort, there was a dramatic loss of commitment by the involved agencies. The timing of this single, well-publicized activity severely impacted agency commitments to a three-year interagency task force, and created the false sense that the problem had been solved.

Where are we today? Were our efforts on too large a scale? Too complex? The budgetary requirements of our task force, estimated at $1.8 million over three years, spooked everyone, including myself — we couldn't do this out of programmed funds. Ours was a field-level attempt to stop resource losses which we deal with every day. It required tremendous effort to overcome agency and individual turf concerns. The Service was perceived by some as unable to carry out investigative activities, so it proved impossible to coordinate efforts to make the necessary impact on large-scale commercial operations.

Lack of communication partly did the proposal in. The interest was intense and no one disputed the need to resolve the problem, but from there on individual involvement had many aspects. We couldn't keep all the players and different levels of management current on unfolding developments. We couldn't stay ahead of the rumors or perceived impacts on agency or individual perogatives It was a graphic lesson. The managers who needed to make the command decisions and direct their staffs to make it work never all got the same briefing. We were dependent on 40 some individual participants at our meetings — each with their own concerns, doubts, agendas, egos and priorities — to brief their respective managers.

Political boundaries also affected the outcome. Glen Canyon is in Rocky Mountain Region, so Utah became the test area. If we had had the same opportunity in Arizona, I believe we'd have been more successful. We received letters of support from different Arizona state agencies (you can also see this support in the list of participants), a commitment from tribal agencies, and strong support from both Forest Service Region Three and Arizona BLM special agents.

Philosophically, maybe we were ahead of our time. Public concern for archeological resources has not yet reached the consensus needed to make this type of effort a political necessity. All of us will continue to do what we can within our areas of organization. When opportunities to carry out cooperative activities occur, we will maximize them. But we are a long way from really doing the job. The Park Service hasn't even decided how we are to record ARPA offenses so that we can define the scope of the problem. We need the same intense interagency cooperation for this resource as we have pulled together for poaching and wildland fire suppression. And this resource is not renewable.

We must develop an extensive education program. The public needs to value this resource, so that there is public indignation when archeological sites are looted or destroyed. That public includes the prosecuting attorneys, judges, legislators, educators, media representatives and all the individuals who make up our land managing agencies who provide input to policy makers, establish policy or carry it out.

Continued on page 27

Bary Lopez's Annotated Bibliography

Several members approached Barry Lopez at the end of his presentation at the Rendezvous last fall and asked him what books he'd recommend for further reading in natural history. Barry suggested that they refer to the annotated bibliography which he'd prepared for the Autumn, 1986, issue of the literary magazine *Antaeus,* which was a special issue focusing on natural history. If you'd like a copy of that magazine, which also contains bibliographies by a number of other authors, you can obtain it by sending $10.00 plus postage to *Antaeus,* 18 West 30th Street, New York, NY 10001. If not, here's Barry's bibliography as it appeared in that publication:

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With the thought that Tom Lyon will be adding the several classic and contemporary works we'd all agree on, I thought I would limit myself to a handful of books that seem unduly obscure, including a book for children, who always seem to come out on the short end of this thing.

The Desert, John C. Van Dyke. The author, an art historian and librarian, traveled extensively in the Mojave and Sonoran deserts between 1898 and 1901. He wrote with an extreme sensitivity to light and color, and his philosophical deliberations on the landscape have held up remarkably well.

Make Prayers to the Raven: A Koyukon View of the Northern Forest, Richard Nelson. A non-Cartesian field guide, grounded in historial research, on lengthy interviews, and the author's own experience. Nelson writes with deference toward the people and with an engaging enthusiasm.

The Peregrine, John Baker. An intensely observed, beautifully written account of "the bird, the watcher, and the place that holds them both." Baker's eye is sharply discriminating, his approach wild and unsentimental.

The Clam Lake Papers: A Winter in the North Woods, Edwards Lueders. A graceful concatination of ideas. The author builds a bridge between a particular winter landscape and the world of the mind, to illustrate the power of metaphor as a tool for human learning.

The Heart of the Hunter: Customs and Myths of the African Bushman, Laurens van der Post. One of several books based on the van der Post's experiences with the native people of the Kalahari Desert. A compassionate, high-minded valediction, bearing, among other things, upon the role of story and the place of the individual in society.

The View from the Oak, Judith and Herbert Kohl. A lucid presentation of a fundamental idea in ethology — that different biological organisms perceive the same environment in different ways. Written for children, too.

I would also like to make some general comments. The North American literature is rich in first-hand reports of encounters with the land, particularly landscapes startlingly new, by virtue of their scale or breadth, or by virtue of their remarkable denizens. A book that comes to mind here is a vivid account of four years (1860-1864) spent by William Brewer in California, with the first geological survey there. The book, a series of very long letters ably edited by Francis Farquhar, is called *Up and Down California.*

Brewer's book brings *people* into the picture, especially contemporary attitudes toward the land. The inclusion of people in the natural history of a region is also what makes John Graves's work so fine, in a book like *Goodbye to a River,* the Brazos. In a vaguely related way, Rockwell Kent's *Wilderness,* about his sojourn in Alaska with his young son, is a wonderful example of how we project our romance with life onto the physical land. Isabella Bird, in *A Lady's Life in the Rocky Mountains,* is enthralled with the land, but it functions as scenery for her. She is less emotionally engaged, and it is important to read her for that reason alone, for the difference of her insight.

Fine but obscure animal books abound. For different reasons I think of Bernd Heinrich's *Bumblebee Economics;* of Cameron Langford's *The Winter of the Fisher;* of Roderick L. Haig-Brown's book about steelhead fishing, *A River Never Sleeps;* and Laurence Klauber's *Rattlesnakes,* though its material on native American thought is, lamentably, slipshod.

One cannot but help, in musing over books like these, to realize two things: the good books one does not know of, and the amorphous limits of the genre. The unifying principle for me in selecting books here is that their subject be some sort of meditation on the land, or a part of it, like a single animal, or a single ecosystem; and that the writer show a keen regard for the power of language. You rarely see the combination in full flower, but there seem to me many good efforts, each of which moves or charms a different audience.

A related, somewhat troublesome issue in all this, crucial to mention, is our tendency to simplify and idealize the natural world, particularly our relationships with wild animals. We are often unwilling to face either the dark side of natural history or our own deep-seated differences with animals. Howard Norman's *Where the Chill Came From,* Donald Knowler's *The Falconer of Central Park,* Eugene Linden's *Silent Partners,* Jonathan Maslow's *Bird of Life, Bird of Death,* and a collection of John Haines's essays, *Stories We Listened To,* among recently published books, are skillful illuminations of different aspects of this problem.

In closing, I think of Joseph Kastner's *A Species of Eternity.* This is a good introduction to the history of natural history writing in America, and it underscores one of the most important aspects of this kind of writing — keenly observant writers have been out there ahead of all of us. We are turning up their unpublished papers constantly in the archives of little-known historical societies. Some, who lacked a gift of language, had vision enough to make their work profound.

If I were to offer a reader advice in this area, some place to explore, I would suggest, first, the anthropological work that records with respect and fidelity the *other* visions of North America, those of the native people. And, second, the revitalized field of American geography, work like Yi-Fu Tuan's *Space and Place,* for example, which deals with how we look at, and develop separated feelings toward, undifferentiated lands and our home places.

I suppose this is a conceit, but I believe this area of writing will not only one day produce a major and lasting body of American literature, but that it might also provide the foundation for a reorganization of American political thought.

The 025 Comparability Study: An Update

Walt Dabney
Washington Office

At the Rendezvous in Jackson Hole, there was a great deal of interest and discussion of the 025 comparability study which has been going on in Washington, and there's no sign that there has been any waning of interest in the subject since that time. Several people have asked for an overview and update on what's going on. What follows is an attempt to distill this complex subject into a relatively few paragraphs.

The 025 study almost immediately evolved into a much broader project than originally envisioned. A better name than "Comparability Study" might be "A Study of Management and Classification of Park Ranger Positions." This involves many things, none of which includes the comparison of one position to another.

Classification of work can only be accomplished by comparing the description of the work against an approved standard, not to another position in the same or a different series. If we tried to compare one job to another, there would be no standard.

When we say that we do more of something or the same level of some type of work as a person in another series in another agency and get paid less, that may well be true, but that is not generally a problem related to the various classification standards involved. In such a case, an agency (or even an individual supervisor) is for some reason not requiring employees to accomplish the tasks described in their position descriptions. This is more likely to occur in agencies with high turnover rates.

Here's an example: An 025 ranger is performing law enforcement duties that appear to be the same as some of the duties performed by another individual who is classified as an 181 criminal investigator. This may in fact be the case, because some of the 1811's duties may include patrol, interdiction, and so forth. But the quantity (percentage) and level of work which controls the series and grade is not the patrol work; it's the investigative work. If the duties that control the grade of the 1811 position are not being performed, that is a management/supervisory problem, not one of classification. An audit of this position would not support the grade (see the descriptions of series 1810, 1811 and 083 for specifics on what's required for the classification of investigative work).

When I arrived in Washington last March, I was armed with a huge supply of facts, figures and examples of how the system is screwed up, and was convinced that it would be easy to fix. I believed with great conviction that, after many years as a field ranger, I knew what was true and what was not. This attitude, which is not uncommon, turned out to be the principal problem I had in dealing with this issue. It was soon very clear that, despite years spent as a supervisor, I had very little real knowledge of classification and other critical aspects of position management. Before going further in a discussion of the specifics of what I learned, however, I want to make two general observations.

The first is that there are some problems with classification standards, particularly at the lower grade levels. Some of these can be rectified by teaching supervisors how to organize work and how to properly write position descriptions. Some aspects of the problem, however, will only be improved with a government-wide change in what will be paid for certain kinds of work. The task group is working closely with OPM toward a possible change of standards for law enforcement and rescue which may go part way toward achieving this end. But we have no control over the changing of standards.

The second observation is that supervisors and managers and all rangers must develop as a "ranger skill" a good working knowledge of position management and the Federal classification system. Rangers work for rangers. It is our responsibility to know and understand the system with which we have to work. The more you know, the more successful you will be in applying the options available to you in accomplishing the goals you hope to attain. You will find it much more productive to deal with your personnel office when you're working from a good knowledge base and are dealing with facts instead of emotional arguments based on philosophy.

There used to be comparability within GS-025. In the mid-1970's, we had approximately 1,500 park ranger (025) positions. These positions had a journeyman level of GS-9, although we filled some at a trainee level of GS-5. Within a year, the GS-5 was eligible for a GS-7 (advance training level), and, within another year, the GS-7 moved up to a GS-9 (journeyman, full-performance level).

In Federal classification, employees graded GS-9 and above generally have specific program, planning and coordinating responsibilities. The grade is based on these duties, although the position description (PD) might include lesser duties as well. To accomplish work on a day-to-day basis that did not involve program management, many agencies, including BLM, the Forest Service, Fish and Wildlife, the Corps of Engineers, and the Park Service, hired technicians. All but the Park Service and Corps still have technicians, and the Corps had no choice in the loss of its use of the GS-026 series. It was the only agency that shared the series with the Service, and was more than a little miffed when the NPS, without consulting the Corps, requested that 026 be abolished.

The work accomplished by technicians in Federal agencies is in support of program managers or program specialists. A range scientist, biologist, forester, fire management specialist or park ranger would utilize technicians to accomplish the work necessary to implement a program or project.

Work of technicians is generally classified from GS-3 through GS-8. People in other agencies understand that a certain position is a certain grade, and that, unless the duties of the position are changed, the job will always remain at the same grade. Other agencies, including the Corps of Engineers, generally assigned their employees work that was within the scope of their PD. This was often not the case in the Park Service, however, where employees classified in the 026 series were routinely used to do virtually anything they were willing and capable of doing.

This was not a classification problem but a problem of proper supervisory and management control. But 1979, there were approximately 1,500 GS-025 park rangers in positions graded GS-9 and above, and 2,350 park technicians in grades GS-8 and below.

In grades GS-5 through GS-9, duties in the two series were in the some cases so indistinguishable that rangers and technicians both began crying "Foul!" Our solution to what was a management problem — not a classification problem — was to abolish the 026 series. The results of this action included the general lowering of the grade structure of the park ranger (025) series. That series now includes grades GS-1 through GS-15, with full performance work at each grade level.

The new 025 standards were released in November of 1985. OPM gave the Service 180 days to review all 025 positions against the new standards. As of January 30th of this year, this review has resulted in 212 GS-6 positions being upgraded to GS-7. If any positions get downgraded, it will be because the PD reflects a level of work that is actually not being accomplished.

If, for example, your GS-9 PD says that you have program responsibilities for resource management for a district, you have to be able to show, tangibly, that you have plans and are actually coordinating such a program. If you're not actually doing what the PD requires, the position isn't

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Walt Dabney is chief of the Division of Ranger Activities in the Washington Office and has been a member of the 025 comparability task force since its inception.

going to hold the grade. No positions at this time have been downgraded, but there are some that are in jeopardy for the above reason.

I hear complaints that positions get downgraded after they are announced and before they are filled. That is not because of classification; it's because a manager has the right to add or delete duties in order to properly manage positions. If you think the position was downgraded and that grade controlling duties were not removed, you can and should ask for a desk audit. If you request an audit or even go to a classifier to talk about your concern, you should be able to state specifics. Why, for example, is your job a GS-7 rather than a GS-5 when measured against the standard? If you're going to answer that question properly, you'll have to learn something about classification.

To augment the new GS-025 standards, the task force has prepared a "supplemental classification guide." This guide is particularly significant for classficiation criteria for the GS-4, 5, 7 and 9 levels for duties relating to interpretation, resources management, EMS, SAR and law enforcement. The guide should help improve grading consistency Servicewide and give credit for ranger duties not clearly defined in the existing standard.

Organization of work is one area where we need to learn all we can about the options available. There are some basic principles that will give some overall idea of what a position's grade is likely to be. The highest graded work which is performed from 25 to 50 percent of the time will generally control the grade. The highest graded work that occurs in a PD which is performed 51 percent or more of the time generally controls grade *and* series.

This concept is developed extensively in a product of the task force entitled *Classification Handbook for Managers.* Your personnel office has a copy if the division office does not.

This handbook should prove to be a valuable tool in understanding position management. When a person with specialized skills or education is needed for a job, honest position management may result in a classification into a series outside of 025. That does *not* mean, however, that the person can't be a park ranger in every sense of the word. The incumbent can still be uniformed and perform a myriad of traditional ranger duties in tandem with the responsibilities of his grade and series. If, for example, a professional wildlife biologist is required to fill a position in a wildlife management program, the position should be classified as a GS-387 position. If necessary, the incumbent could still be commissioned or red-carded. Two actual examples of such creative position management exist in Yellowstone and Yosemite.

In Yellowstone, resource management coordinator positions were established in each of the four districts in order to give the park a more effective and accountable resource management program. Four nonsupervisory GS-7 positions were restructured as GS-9 positions. The GS-9 grades were supported by program responsibilities for resource management which occurred in excess of 25 percent of the time.

In Yosemite, six GS-025-7 positions have been reclassified as GS-025-9 positions as a result of assigned GS-1811-9 level criminal investigative duties occurring in excess of 25 percent of the time. The rangers in this example are performing the duties at a frequency great enough to become proficient and frequently enough to control the grade. Because of the 1811 duties they now have, these six GS-7's are now GS-9's.

The task force recommended to the Director that the ban on recognizing criminal investigative work in the Service be repealed. That decision has been made and a recent memo to that effect has been sent to the field. It allows the establishment of 1811 positions if park management believes that they are necessary. More likely will be the increase of investigative responsibilities in some ranger positions. If the increased duties comprise more than 25 percent of real 1811 work, the grade will also be affected (see 1810, 1811, and 083 series guides to understand the differences among different types of Federal investigators).

The last major product of the task force that has been released to the field to date is a demographic study of the nearly 3,200 GS-025 positions. The study is not encouraging, but it is honest. It assumes that everyone will retire when eligible, so the survey in some ways is actually looking at a best case scenario. It is worth serious study, as it shows promotion potential over the next 20 years. One of the obvious facts about the ranger profession in comparison to professions in other agencies is that almost no one leaves the Service. In a nonexpanding system, that means there's little movement.

Something to keep in mind, if you don't like the odds, is to look at other career opportunities within the Park Service. Persons with park operations experience could use that experience, together with some cross-training, to move into positions in safety, concessions, administration (personnel, procurement, property, contracting), and so forth. The Service currently relies heavily on recruiting people from outside the agency to fill some of these positions. We will follow-up shortly with a demographic study concerning other Park Service occupations which comprise 30 or more positions. This should help identify some of these other career options.

I have only touched upon some of the main considerations of the task force. Each of these areas could be (and has been) discussed at great length. We are bound by the system within which we work. There are lots of specific things we can do within the system to make things better, both in the quality of work produced and in the enhanced quality of some positions. Further recommendations are going to be forthcoming which will deal, among other things, with training in position management. OPM is engaged in some rewriting of law enforcement standards which may, through cross-referencing, enhance the basic grade for employees with law enforcement (patrol) duties in all Federal agencies. We are watching this closely, just as we are monitoring developments in other agencies.

The more each of us learns about the system, the more successfully we will be in managing our positions. Learn what is fact and what is fiction. Deal with facts and not emotion. There are not many quick fixes. Read standards that might be useful in organizing the work in your positions, including the 025 standards and supplemental guideline. Understand the concepts in the *Classification Handbook for Managers,* including, where necessary or proper, the classification of some positions into other series. If you need specialists, get them. Establish a working relationship with your personnel office, particularly the people responsible for classification. Run ideas past them as a ranger knowledgeable in classification concepts and in position management options.

Personnel management, including a general understanding of classification principles, is a critical "ranger skill". Rangers work for rangers. It's time for us all to get as serious about being professional in these skills as we are in many of the other things we do.

All in the Family

Ranger reports on transfers, departures from the Service and retirements in each issue. Entries should be *typed or clearly printed* and contain all essential information (particularly correct name spellings). Send to: Editor, *Ranger*, Apt. D-422, 3004 Lee Highway, Arlington, VA 22201.

Barker, Steven - from park technician, Indiana Dunes, to resignation.

Belland, Sandra - from seasonal park ranger, C&O Canal, to park ranger, Corps of Engineers, Somerville Lake, Texas.

Benson, Tammy - from park ranger, NCP Mall Operations, to same, Jean Lafitte.

Bjork, Jenny - from natural resource specialist, Southwest Regional Office, to same, Padre Island.

Brock, Mac - from natural resource specialist, Hawaii Volcanoes, to same, Haleakala.

Coffey, Jenness Hall - from natural resource specialist, NCP-East, to same, Joshua Tree.

Coffey, Mike - frm natural resource specialist, Sequoia/Kings Canyon, to same, Lake Mead.

Consolo, Sue - from natural resource specialist, Yellowstone, to same, Badlands.

Cook, Bob - from natural resource specialist, North Atlantic Regional Office, to same, Gateway.

Crowley, Carolyn - from supervisory park ranger, Old Post Office Tower (NCP), to park ranger, Sequoia.

Darty, Pam - from park ranger, Canaveral, to same Harpers Ferry.

Davila, Vidal - from natural resource specialist, Southwest Regional Office, to same, Guadalupe Moutains.

Doherty, Mary - from purchasing agent, Fredericksburg, to superintendent's secretary, Prince William.

DuBois, Stephanie - from park ranger, Gateway (Sandy Hook), to naturalist, the Valley Nature Center, Weslaco, Texas.

Edwards, Janet - from natural resource specialist, Mt. Rainier, to same Pacific Northwest Regional Office.

Fong, Mitch - from resource management technician, Assateague Island, to park ranger, Boston.

Frye, Margaret - from park technician, George Washington Birthplace, to secretary (I&RM), Prince William.

Galipeau, Russell - from natural resource specialist, Everglades, to same, Southeast Regional Office.

Gavan, Katie - from landscape architect/construction supervisor, Denver Service Center, to administrative officer, Boston.

Grant, Victoria Mendiola - from natural resource specialist, Ozark, to same, St. Croix.

Gregory, George - from natural resource specialist, Everglades, to same, Mammoth Cave.

Harriett, Rebecca - from park ranger, Cape Lookout, to same, George Washington Carver.

Harris, Rich - from natural resource specialist, Alaska Regional Office, to same, Bering Land Bridge.

Harris, Richard - from park ranger, Padre Island, to resource management specialist, Indiana Dunes.

Hawkins, Cat - from natural resource specialist, Mt. Rainier, to same, Olympic.

Healy, Bob - from trails program assistant, Midwest Regional Office, to park ranger, Jean Lafitte.

Hiett, Kathy - from park ranger, National Capital Parks, to same, Wolf Trap.

Huyck, Heather - from Congressional Liaison, WASO, to House Interior and Insular Affairs Subcommittee on National Parks and Public Lands, chaired by Rep. Bruce Vento (D-Minn.).

Johnson, Harrie - from park ranger, Hampton, to supervisory park technician, Lincoln Home.

LaMar, Rob - from park ranger, Cape Lookout, to same, Wilson's Creek.

Lambert, Brian - from natural resource specialist, Shenandoah, to same, Valley Forge.

Lane, Pat - from park ranger, Prince William, to resignation.

Lynch, Pat - from natural resource specialist, Fire Island, to same, Saratoga.

Mauch, Tim - from seasonal park ranger, Blue Ridge Parkway, to park ranger, Chattahoochee River.

Manski, David - from natural resource specialist, Alaska Regional Office, to same, Aniakchak.

McGlothlen, John - from park ranger, Corps of Engineers, Lake Red Rock, Iowa, to same, Herbert Hoover.

Meldrum, Janis - from natural resource specialist, Isle Royale, to same, Apostle Islands.

Milestone, Jim - from natural resource specialist, Pacific Northwest Regional Office, to same, Crater Lake.

Mocilac, Tom - from "long-time" seasonal ranger, Yellowstone, Sequoia/Kings and Lake Mead, to traffic officer, California Highway Patrol.

Oviatt, George - from natural resource specialist, Indiana Dunes, to same, Grand Teton.

Purcell, Ed - from park ranger, Colonial (Jamestown), to Eastern Mountain Sports.

Schaefer, Terry - from park ranger, Cuyahoga, to same, Gulf Islands.

Schroeder, Mark - from natural resource specialist, Dinosaur, to same, Grand Teton.

Continued on page 27

Executive Travel

Planning on a trip soon? Looking for a travel agency that can offer you full services and low rates? Interested in an agency that will return a portion of the commission it receives for arranging your trip to the Association?

Executive Travel of Fort Myers, Florida, has worked out an arrangement with ANPR whereby it will arrange the travel of Association members (and anyone else who supports the organization) and then return 30 percent of the commission it receives to the Association's general treasury.

Reservations may be made by calling locally in Fort Myers (939-5567) or by employing a toll-free number (1-800-282-9845 in Florida, or 1-800-237-6735 in the rest of the United States). Once you've reached them, simply arrange your travel as you would with any other travel agency and *specify the account as "ANPR".*

Seasonal Insurance

The Association has arranged an insurance program which for the first time makes health and life insurance available at reasonable rates to non-permanent employees who are Association members. Included are:

- a major medical plan with provides comprehensive health care benefits for you and your family, with up to $1 million maximum lifetime benefits per insured person, a choice of deductibles, affordable group rates and comprehensive benefits both in and out of hospital;
- a supplemental hospital plan which provides up to $100 per day in cash to help pay for those extra "out-of-pocket" medical expenses your basic insurance doesn't cover and offers a choice of daily cash benefits up to the above noted ceiling, optional spouse and dependent coverage, affordable group rates and guaranteed acceptance if under age 60 and actively at work;
- a Medicare supplement plan which helps fill the gaps in Federal Medicare benefits;
- group term life insurance up to $150,000 maximum coverage, with optional spouse and dependent coverage, affordable group rates and a benefits increase option which keeps pace with inflation by automatically increasing coverage.

If you'd like more information on this program, write to Marsh McLennan Associates, P.O. Box 7157, San Francisco, CA 94120, or call 1-800-652-1844 (inside California).

Association Notes

Rendezvous XI at Great Gorge

Rendezvous XI will be held from Tuesday, October 27th, to Sunday, November 1st, at the Americana Great Gorge Resort in McAfee, New Jersey.

As members may recall, this is the final year of the Association's contract with the Americana Hotels Corporation, which has enabled us to secure very low room rates over a three-year period (1985-1987). This year we'll be getting the best deal of all — a $45 per night rate for rooms that normally go for $145 per night. We have reserved 200 rooms for the Association, and the special rate will also be in effect for three days before and after the Rendezvous.

Although the Americana will actually have sold the hotel by the time of the Rendezvous and it will be under another name, the on-site staff will not change and they have assured us that they will do everything necessary to see that our gathering there is the best one ever.

The Americana Great Gorge is another former Playboy Club resort (as was the one in Lake Geneva) and was designed in anticipation of local approval of gambling. Since that never came to pass, Playboy sold out. The hotel, however, continues to boast the amenities associated with the Playboy Club chain, including an excellent championship golf course (three nines), an indoor pool with the largest jacuzzi in the east, health clubs (with aerobics classes, universal gym, masseurs, steam rooms, and saunas), indoor tennis, a cabaret room, ballrooms, several restaurants, a delicatessan, riding stables, a disco, a house band five nights a week (no cover charge), a games room, clothing shops and over 600 guest rooms with HBO in each.

The hotel is set on 800 acres of wooded hills in northern New Jersey, about 55 miles from New York City. Contrary to the images that may be called up by those of you who've never seen that stretch of country, however, it is not the New Jersey of oil refineries, chemical waste dumps and high-rise apartments. The Skylands Region, as it is known, is rural and dotted with old farmsteads, and is more similar to stretches of the Catskills or Berkshires than the flatlands of eastern New Jersey.

The Association is working through Executive Travel to secure special discount rates on Eastern Airlines and with a rental car company. Ground transportation is also planned whereby members can shuttle from Newark Airport to the hotel via chartered bus. Newark Airport is a very modern facility, and is the hub for many airlines. Those of you who will be coming by auto will find that McAfee is just a short drive off Interstate 80 or 84. If you come from the west on I-80, you might even take the old trucker's shortcut up Route 209 through Delaware Water Gap and see a portion of your host park.

We hope to take advantage of our proximity to the attractions of New York City, and to make arrangements for a trip to the Statue of Liberty, the World Trade Center, and, perhaps, Federal Hall. We will be working on specifics in the near future, and would be interested in any thoughts you might have on places you'd like to visit in the area. We'll be about four hours from Philadelphia and Boston, and in a good "hub" location to partake of the fantastic cultural, historical, scenic, recreational and sporting opportunities available within a short distance.

If you have any questions or comments, please give me a call at Delaware Water Gap (717-828-2321).

Bill Sanders
Delaware Water Gap
Rendezvous Site Coordinator

Rendezvous Events

An initial Rendezvous schedule has been drawn up which will give you a general idea of the events planned for each day. More detailed versions will appear in coming issues:

Monday, 10/26	Board meeting
Tuesday, 10/27	Board meeting; registration; regional caucuses; social gathering
Wednesday, 10/28	General sessions; keynote address; workshops
Thursday, 10/29	General sessions; keynote address; regional caucuses; afternoon off
Friday, 10/30	General sessions; keynote address; workshops; Halloween costume social followed by a dance
Saturday, 10/31	Morning off; general sessions and regional caucuses or workshops
Sunday, 11/1	Check out

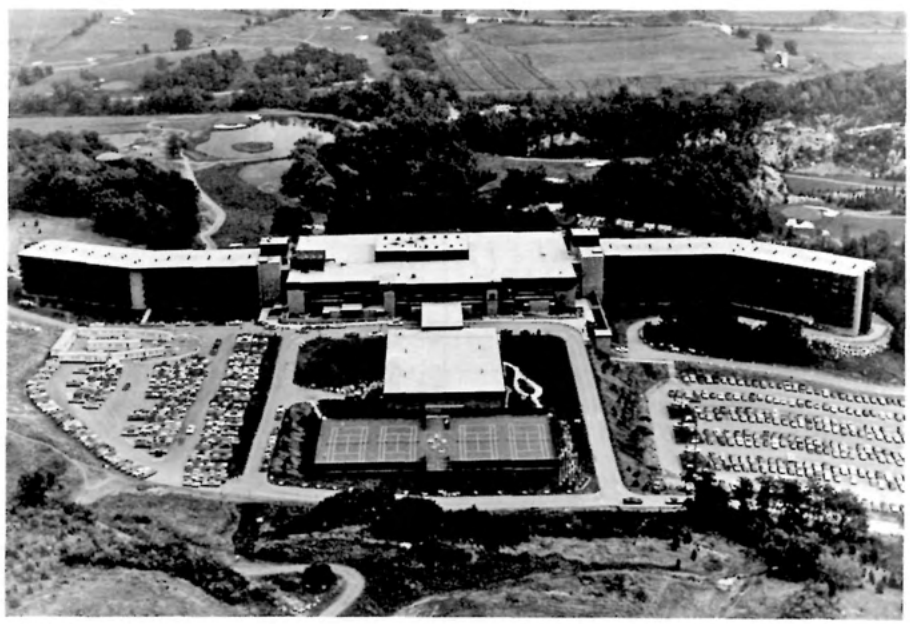
Based upon comments from the Rendezvous X evaluations, considerations are being given to the following:

- a pre-Rendezvous training course;
- a workshop on completing SF-171's and KSA's;
- an ANPR goal-setting workshop;
- separate workshops for interpretation and for visitor protection (both from the WASO level);
- a financial planning, tax and retirement workshop;
- less "interference" by the raffle; and
- a more "versatile" band, i.e. one that can play more than just C&W music.

Several other minor changes in the program are being considered based upon the excellent feedback from Rendezvous X participants.

Since the Rendezvous is scheduled during the Halloween season, we will have a costume party. Start planning your costume now. We'll give out prizes for the best ones.

At this time, contacts have been made with Senator Bill Bradley and with author John McPhee to determine if either would



The Mountain View Resort at Great Gorge, site of this year's Rendezvous
Photo by Playboy.

be interested in being a keynote speaker. Contacts have also been made with speakers on leadership and motiviation and on managing emergency communications.

As noted in Bill Sanders' article, we are working on options for visiting nearby NPS areas and/or New York City during the optional time off on Thursday afternoon.

Plans are progressing to have a number of commercial exhibitors show and demonstrate their wares to participants.

Anyone interested in presenting a workshop or who has a suggestion for a workshop topic should contact Bill Wade at Mather Training Center (304-535-6371) as soon as possible.

Bill Wade	Dick Ring
Mather Training Ctr.	Delaware Water Gap
Program Co-Chair	Program Co-Chair

NPS Bibliography Project

Maureen Finnerty is in the process of compiling a complete bibliography of all books about the National Park Service and the many professional specialties practiced by its employees. The list, for example, will include both histories and biographies associated with the Service, and recommended reading in such professional areas as interpretation, search and rescue, resource management, archaeology and so forth. The objective is to develop a single reference in which people can find books about every aspect of the National Park Service and the jobs its employees perform in accomplishing the Service's mission.

If you have a title you think should be included, write her at 16 Crofton Commons, Cherry Hill, NJ 08034.

Association Commemorative Items

At the Rendezvous in Jackson Hole, the board approved the set-up of a marketing organization which would assign different duties to members who've volunteered to help handle marketing for ANPR. At that time, no one had yet volunteered to coordinate the preparation and distribution of a special catalogue of discount items that R&R Uniform will put together and make available to the membership. Gordon Olson of Antietam has offered his services in this capacity, however, and will be working on possibilities with R&R. If you have any ideas, give him a call.

Pat Quinn of Shenandoah has offered to take care of ANPR promotional items. All future inquiries and orders should be sent to him at Route 3, Box 319, Elkton, VA 22828.

At present, the Association is running low on some (and is completely out of other) items that we've carried over the past few years. The list below gives a fairly good idea of the status of each item:

Item	Number In Stock	Unit Cost
ANPR patches	300+	$2.00
ANPR decals	100+	$1.25
EMS patches	36	$2.00
EMS decals	100+	$1.75
ANPR polo shirts:		
Large	5	$12.00
Medium	12	$12.00
Small	3	$12.00
Rendezvous VIII T-shirts:		
Small	3	$5.00
Rendezvous X hats	12	$5.00
ANPR coffee mugs	Out of stock	
ANPR steins	Out of stock	
ANPR belt buckles	Out of stock	

If members would like us to re-stock some of these items or if they have any ideas on new items, please contact either Pat or myself.

Kurt Topham
Herbert Hoover
Marketing Coordinator

Rendezvous Volunteers

Kathy Loux and Bobbie Antonich would like to thank the following people for their efforts in assisting them in a variety of capacities at the Rendezvous in Jackson Hole. This is the only recognition they receive for their considerable efforts in running the Rendezvous, and the Association adds its thanks for a job well done:

Registration
Dick Ryan, Cape Cod
Blair and Robert Hoyle, Grand Tetons
Marion Kennedy
Elaine and Fred Harmon, Gateway (Sandy Hook)
Sherrie Wade, Mather Training Ctr.
Eileen Salenik, Santa Monica Mtns.
Hal Grovert, Katmai
Betty Knight, Sequoia/Kings
Lynn Woodward, Grand Tetons
Judy Chetwin, Carlsbad
Jerry Case, Glacier Bay
Sharon Morgan, Cumberland Island
Renee Sessions, Grand Tetons

Raffle
Bill Wade, Mather Training Ctr.
Rick Gale, Santa Monica Mtns.
Rob Arnberger, Saguaro
Nancy Wizner, Santa Monica Mtns.
Diane Moses, Yellowstone
Kathy Clawson

Marketing and Sales
Kurt Topham, Herbert Hoover
Pat Quinn, Shenandoah
Elizabeth Mozzillo, Jean Lafitte
Sharlene Milligan, Grand Teton NHA

Fun Run
Sheriff Roger Millwood, Teton County

Spouse Activities
Pat Burgett, Grand Tetons

Videotaping
Judy Kuncl, Yellowstone

Photo Contest
Andrea Sharon, Bandelier
Lee Riddell, Riddell Rhotographics

Child Care
Linda Olson, Grand Tetons

Restaurant Sign-ups
Mary Risser, Grand Tetons

Western Swing Lessons
Craig and Robin Patterson, Joshau Tree

If you know of someone who contributed his or her time and energy at the Rendezvous whom we've overlooked here, please let us know.

Personnel Corner

In a past issue of *Ranger*, Association member and Yosemite personnel officer Mary Sargent-Martin offered to answer questions on personnel matters for members. The following is Mary's response to the first query submitted. If you have a question you'd like to ask, send it to the editor and he will forward it to Mary:

How early before the season starts can a park require a seasonal with rehire rights to commit to or decline their position? I've been asked to commit before registers are available to the other parks I've applied to. This makes it impossible to inquire about new job opportunities.

Nanci Klinger
Glacier Bay

There is no "textbook" or regulatory answer to your question; however, I've seen this situation arise frequently, and there are proper and improper ways to handle it. Some parks and regions have their budgets formulated early, are aware of their seasonal personnel requirements, and are very anxious to fill positions. As an applicant, if you find yourself in a position where a park is pressing for an early commitment, be honest with the selecting official. Let him/her know that you are interested in broadening your experience by working in park "X", and would appreciate the opportunity to fully compete for positions in that park prior to committing to the present park. The majority of selecting officials will be understanding. Do not place yourself in the position of accepting a position, then, at the last minute, declining the offer. Selecting officials remember applicants who do this for a *very* long time. Also, make sure the park is ac-

Continued on page 12

Business Manager Vacancy Announcement

The position of business manager of the Association will be vacated by the incumbent, Debbie Trout, as soon as a replacement can be selected. The announcement for that position follows:

Description of Duties

- Maintains and continually updates ANPR membership records and provides periodic reports to the Association.
- Provides board and member mailing labels to the board. Provides editor of *Ranger* with a full set of mailing labels for each issue.
- Processes all new memberships and renewal memberships, and sends out monthly renewal notices.
- Receives all funds due to ANPR and maintains bank accounts for the processing of funds.
- Prepares an annual budget for board approval in consultation with the secretary/treasurer.
- Prepares required annual tax forms for the Internal Revenue Service.
- Keeps all records of monies owed to ANPR and of expenditures incurred by the Association. Takes all appropriate measures to assure prompt collection, payment and accounting of Association funds.
- Maintains all current records, files and library of the Association and handles general correspondence in cooperation with the secretary/treasurer.
- Attends annual Rendezvous to provide information to members and handle finances and membership records.
- Performs other duties as requested by the president.

Contract

- The contract is for a two-year period upon the recommendation by the president and approval of two-thirds of the board.
- The contract amount is $4,000 per year, payable in arrears at $1,000 per quarter.
- Expenses such as telephone, postage and office supplies are reimbursed. Travel is not reimbursed.

Supervision

- Works under the supervision of the president, although almost all work is performed independently.

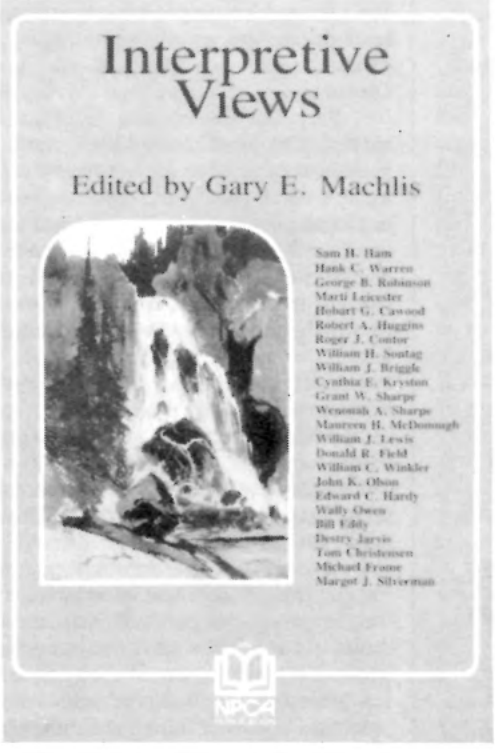
KSA's

- Knowledge of ANPR purposes, structure and operations.
- Ability to use word processing, database management and spreadsheet software.
- Knowledge of bookkeeping, accounting and budgeting for non-profit associations.
- Familiarity with operations of non-profit organizations and knowledge of their IRS 501(c) (3) status.
- Ability to work independently, manage time efficiently and meet deadlines.

How to Apply

- Address each KSA separately, providing specific examples.
- Provide a concise resume.
- Mail directly to ANPR, P.O. Box 118, Gatlinburg, TN 37738. Applications must be received by June 1, 1987. A five-person panel will review and rate all applications.

For further information, contact Jim Tuck (303) 989-3008 (evenings and weekends).



Reflections on the latest trends in interpreting the parks

A New NPCA Publication!

Interpretive Views

Having developed the art of interpretation to a high degree, the Park Service is increasingly stepping back and looking at the science of evaluating interpretation. . . *Interpretive Views* is a welcome addition to the growing body of professional literature dealing with evaluating interpretation. I urge each of you to join in the professional debate this volume is designed to stimulate. . .

—William Penn Mott, Jr.
Director, National Park Service

The essays provide special insight to the philosophies that currently. . . guide interpretation in the National Park Service. In sharing their opinions on evaluating interpretation, most of the authors had to confront and then describe what they thought interpretation was all about. For the reader interested in the vocation—the rationale for interpretation—there is much to learn from these contributions.

—Gary Machlis
University of Idaho

Interpretive Views. Edited by Gary E. Machlis. September 1986. 179 pages. Softcover, $9.95.

Address orders to: NPCA
Books
1015 31st Street, NW
Washington, DC 20007

Please send me _____ copies of *Interpretive Views* at $9.95 per copy.
Please include $2.00 for postage and handling.

TOTAL ORDER: _____

☐ I enclose $_____ ☐ Charge my ☐ Visa or ☐ Mastercard

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Telephone Number _____

Signature _____

Tax Tips for '86

Last winter I worked as a telephone tax assister for the IRS in Phoenix (to obtain Federal status) and learned about some tax breaks that could be of benefit to many park rangers. I would like to pass on to you some of the most useful ones.

Your taxes for the 1986 tax year will not be affected by the new tax legislation that recently passed Congress. That tax program will go into effect starting in the 1987 tax year. Even though you have probably already filed your income tax for 1983, '84, and '85, it is not too late to take advantage of new information, since you have three years to amend your return from the filing deadline for that year. You can, for example, amend your 1983 return until April 15, 1987.

The following article was carefully researched in the IRS tax law library. Despite this, there are still grey areas of the law that are open to different interpretations. I have tried to be conservative without denying legitimate deductions. Everything I will cover in this article is available *without* "itemizing deductions". You may have to file Form 1040 instead of 1040A or 1040EZ, but all forms now use the same tax table so the only problem with the 1040 is the inconvenience of filling in a lot of zero's in areas that don't apply to you. Your tax will be the same or less with the 1040, *never* more.

Moving Expenses

One of the most common things park rangers seem to do is to move. Moving expenses are deductible on Form 3903 if you meet *both* of the "tests" below:

• **Distance Test** — Your new job location must be at least 35 miles further from your old home than your old job was from your old home. In other words, your one-way commute to work must have *increased* more than 35 miles than if you had not moved. (The IRS considers the *increase* of 35 miles each way a good enough reason to move.)

• **Time Test** — You (or your spouse if filing jointly) have to work *full time* (defined as that which is customary in your profession) for at least 39 weeks in the first 52 weeks after your move. It doesn't matter if you work 39 consecutive weeks, or, if filing jointly, which of you meet the 39 week test. You can't add the weeks each of you work to get a total of 39 weeks (it's not acceptable, for example, to make the claim you work 25 weeks and your spouse works 14). One exception to this test occurs if you reasonably expected to meet this test but did not because you were laid off.

Another exception for "seasonal work" exists where there is an off-season *covered by a contract,* so "subject-to-furlough" appointments present no problems. Typical seasonal appointments (180 day appointments), on the other hand, do present a problem because 180 days only works out to 36 weeks of *full time* employment, which is three weeks short of the required 39. If the off-season is covered by a contract, as is usually the case with school teachers, for instance, then you would meet this test. If you do work full time for 39 weeks, you obviously meet this test regardless of the type of appointment you have. You'll also meet this test if you work a second job after finishing your first, as long as the combined time is 39 weeks and you don't move before the 39 weeks is up.

The new tax reform act changed the moving expense deduction into an itemized deduction beginning in the 1987 tax year. If you have moving expenses after January 1, 1987, you will have to itemize deductions in order to itemize moving expenses.

Employee Business Expenses

Some of the expenses you incur in the course of your work are deductible (without "itemizing deductions") on Form 2106. Most any time you are away from your residence overnight, including training, backcountry patrols, etc., you can deduct the amount you spend on meals and lodging. The trip must be long enough to require you to stop for sleep or rest.

Accounting for this can get confusing. If you are reimbursed for your expenses as compensation that is included on your W-2, then the entire amount you spend should be deducted as long as it's "reasonable". Usually you should be given per diem amounts for travel (transportation, meals and lodging). In this case, you can *not* deduct these amounts because they have not been added to your taxable wages on your W-2. In other words, you can't submit these amounts because you didn't pay them, your employer did. If this has been done correctly by your park, there should be no taxes withheld from your per diem check when you receive it. If you spent more on meals than you received as per diem or if you received no per diem, the excess you spent out of your own pocket is deductible. You may deduct a flat rate of $14 per day for meals ($9 per day if away from home for 30 days or more), or you may deduct "reasonable" expenses if you save receipts. Your expenses for lodging *must* be documented by receipts.

You must account to your employer in order to be able to deduct reimbursed expenses. This condition can be satisfied just by receiving per diem or by receipts.

Use of your personal vehicle for business purposes, such as attending training, is currently deductible at 21 cents per mile (or 11 cents if you have already deducted over 60,000 business miles on your vehicle). You can also use actual business car expenses if you wish to and have receipts.

Seasonal Rangers

If you have a "tax home" established and you have a second job away from your "tax home", you may be considered "away from home" on business for the entire time you are working your second job. A school teacher who works as a seasonal ranger during summer vacation is a classic example. He/she can deduct meals ($14 or $9 per day) and all lodging expenses. (See IRS Pub. 463 for additional deductible items such as laundry, etc). Only the employee's expenses are deductible; family expenses are not.

Unfortunately for many seasonal rangers, the provision in tax laws for employee business expenses while "away from home" requires that you have a "tax home". A "tax home" is defined as a combination of where you spend the majority of your work time *and* where you earn the majority of your income, but it's not that simple. There is a disqualification for "transient" workers, in which case the "tax home" moves with taxpayer from job to job. Even if a home is maintained and you go back after every season, it is not your "tax home" if you don't make the majority of your income there. There is an extensive amount of "case law" regarding this grey area of the law. One of the guiding principles in the case law is the existence of "duplicate living expenses", such as rent and utilities. As a seasonal, you may be able to consider the park you work in as your "tax home". Returning for a second season probably would not be enough. A third season *might* qualify.

Housing

Park Service housing is often considered "required occupancy", and you may have been given a letter from the park citing CFR 1.119, which says that housing has been provided for the employer's convenience There are three requirements for housing expenses to be included (subtracted) from income, however, *regardless* of whether or not you've received such a letter:

- the lodging most be furnished on the business premises of the employer;
- the lodging must be furnished for the convenience of the employer; *and*
- the employee must be required to accept such lodging as a condition of his/her employment.

The third requirement means that lodging must be accepted in order to enable the employee to *properly* perform the duties of the job. Twenty-four hour on-call status is a good reason, if living elsewhere would impair your ability to effectively do your job. If there is other housing available that you could live in and it would not interfere with the proper performance of your job to live there, you would not qualify for this exclusion in most cases.

Continued on page 25

Regional Reps Report

North Atlantic

Representative Jim Gorman, Saratoga. Address: RD 2, Box 33, Stillwater, NY 12170. Phone: (518) 664-9821 (work).

Mid-Atlantic

Representative Roberta D'Amico, Colonial. Address: Star Route Box 150, Gloucester Point, VA 23062. Phone: (804) 898-3400 (work).

Due to the very considerable work commitments Mary Kimmitt had for this year's Bicentennial of the Constitution at Independence, she resigned from her position in favor of a regional member who could spend more time on Association business. Roberta was appointed to fill out Mary's term.

National Capital

Representative Rick Erisman, C&O Canal. Address: P.O. Box 19, Oldtown, MD 21555. Phone: (301) 395-5742 (home) and (301) 722-8226 (work).

Although the planned February hike to Shenandoah had to be cancelled due to a variety of conflicts, plans are still in the works for an April 25-26 hike into that park. Interested members in National Capital or Mid-Atlantic Regions should contact Bill Halainen or Deke Cripe in WASO. Jeff Ohlfs has reserved the Carderock Pavilion on the C&O Canal for picnics on the evenings of May 21st and August 12th. All employees, members and friends are encouraged to attend. Bring your own entertainment, food and beverages.

Rick would like to update his list of park representatives. Those interested in continuing to serve should contact him; those not interested should designate so meone else in the park who might like to assist in relaying information to members and otherwise participating in regional activities.

Rick encourages anyone with concerns, ideas or suggestions to contact him. What should be our long and short-term goals as an Association? Why don't we have the largest regional membership and how can we attain that goal? How can regional members better serve the organization? Are there other suitable locations for meetings and socials? Should we have a mini-rendezvous in 1988? If so, where? Rick is interested in setting one up if members support the idea.

As the eastern coordinator for corporate donations, Rick is responsible for arranging raffle donations. If you know of potential contributors, please contact him.

Rick can be reached locally (D.C. area) at 329-1966 on most Wednesdays and Thursdays.

Southeast

Representative Jan Hill, Everglades. Address: P.O. Box 279, Homestead, FL 33030. Phone: (813) 695-2481 (home) and (305) 253-2241 ext. 181 (work).

Jan would like to thank all those who voted for her and would like to take this opportunity to make a commitment to ANPR's Southeast members to represent them and keep them informed. Jan also extends her thanks to Jim Cahill, who presented a "What Is The ANPR?" session at the recent Ranger Skills class at FLETC to encourage membership in the organization.

Jan hopes that everyone received the letter she sent regarding new issues and ideas that the board plans to tackle this year. She used new park representatives as much as possible, and hopes that all members were reached this way. Please let her know if you didn't get the letter. Among other questions, Jan asked members what they thought the goals and objectives of the Association should be and what our financial strategy should be in the future. She encourages feedback from all members on these topics.

Jan enjoys hearing from members, either by phone or letter, on any interests or concerns they might have, so get in touch if you've got something on your mind.

Midwest

Representative Tom Cherry, Cuyahoga. Address: 449 Wyoga Lake Boulevard, Stow, OH 44224. Phone: (216) 650-4414 ext. 232 (work) and (216) 929-4995 (home).

Tom would like regional members to know that, even if he isn't organized and ready to start a new term, your new president is. Almost as soon as the call came advising the outcome of the election, Tom and the other members of the new board received a four-page letter with enclosures in which Jim asked for input on several issues. Although some had a short response time, others did not, and Tom is going to try to get out a general mailing to regional members which will seek responses on specific issues and general comments on other topics. Tom says that "the mailing will be his first and last if the return rate isn't better than 66%", noting that only a little more than half of the regional membership even bothered to vote in the elections.

Tom does, however, thank those who have taken the time to call or write him regarding Association matters.

Rocky Mountain

Representative Dennis Ditmanson, Custer Battlefield. Address: Custer Battlefield NM, P.O. Box 39, Crow Agency, MT 59022. Phone: (406) 638-2621 (work).

Southwest

Representative Cliff Chetwin, Carlsbad, Address: Drawer T, Carlsbad, NM 88220. Phone (505) 785-2243 (home) and (505) 785-2251 (work).

Cliff spoke at the Southwest chief rangers' conference on Rendezvous X and ANPR in general, as well as the "Five Points" which the Association addressed in its activities in 1986. The chiefs weren't particularly happy with the results of the mobility and relocation plans. Cliff also spoke briefly with Regional Director Cook and offered ANPR's assistance and support on regional issues and problems. He also sent a post-Rendezvous mailing to all regional members which detailed board actions and floor votes.

West

Representative Bill Blake, Yosemite. Address: P.O. Box 683, Yosemite, CA 95289. Phone: (209) 372-0314 (work) and (209) 372-4807 (home).

Bill would like to take this opportunity to thank regional members for electing him as regional representative, and would also like to congratulate Jim Tuck as the Association's new president. He asks that members support Jim over the next two years.

Bill reports that, since the last issue of *Ranger,* he has heard from many members regarding a variety of concerns.

The housing issue at Yosemite was one of them, and that remains unresolved. The Yosemite Tennant's Association is still active and soon will be in court with the government. Bill will keep you posted on developments.

Twenty-year retirement also seems to be a major issue in the region, and, perhaps, Servicewide. OPM recently requested comments on proposed rule changes regarding twenty-year retirements, and some of these proposed changes could possibly adversely affect rangers applying for such retirements. Rick Gale has provided Jim Tuck with positive comments on this issue, and it is Bill's understanding that, in principle, Jim supports Rick's position and will carry the message to OPM and the Director. Bill would appreciate your constructive comments on this subject, as he believes that this issue will be an area of concern at the next Rendezvous.

Concerning the issue of qualified seasonal applicants, there has been little response from those parks that were requested to repond to ANPR's questionnaire. There continues to be strong evidence that there are not enough qualified seasonals to fill law enforcement patrol positions in many parks. This is contrary to the information supplied by WASO in the past, and is an area that needs attention. Requesting individual parks to reply to a questionnaire was not the solution, however, as one whole region refused to reply

to the regional rep's request for information.

As ANPR moves into its eleventh year as an organization, it is Bill's hope to increase the regional membership and to take a proactive stance on those issues that affect the enhancement of the park ranger profession. Rangers from Western Region have a tradition of speaking up and standing accountable. Bill feels that, in the face of what he views as evidence of growing apathy, this organization needs to revitalize itself. One way to do this is to reach out and bring in new people with fresh ideas and enthusiasm. As he stressed in his earlier reports and letters, he hopes to increase Western Region's representation within ANPR and solicits your support in this effort. He hopes to make two recruiting trips within the region in the coming year and hopes that each one of you will take on the responsibility of recruiting new members. He also hopes to represent ANPR and regional concerns at the regional level by gaining attendance at regional office meetings that may potentially affect rangers. His goal in representing you is to take and/or support those positions which enhance the resource known as the park ranger, and he welcomes your comments and feedback.

Pacific Northwest

Representative Dave Lattimore, Olympic. Address: Quinault Ranger Station, Route 2, Box 76, Amanda Park, WA 98526. Phone: (206) 288-2444 (work and home).

Dave mailed the ANPR request on seasonal hiring problems to 13 park superintendents in the region on November 20th, and received replies from seven parks which he has forwarded for inclusion with responses from other regions.

Dave has mailed extra copies of the last two issues of *Ranger* to park reps for recruiting purposes. If any member knows of a potential ANPR applicant, contact Dave and he will send a complimentary copy of *Ranger* when extras are available.

Dave also mailed copies of several articles and documents on personnel issues to park reps for circulation among members. He encourages members to share information, ideas and opinions on any subject that affects the ranger profession and the National Park System. He requests that members write him to let him know which issues and goals they feel ANPR should focus on in the coming years.

Alaska

Representative Hal Grovert, Katmai. Address: Box 401, King Salmon, AK 99613. Phone (907) 246-3305 (work).

Work Groups

Housing

Leader Tom Cherry, Cuyahoga. Address: 449 Wyoga Lake Boulevard, Stow, OH 44224. Phone: (216) 929-4995 (home) and (216) 650-4414 ext. 232 (work).

There has been limited response so far to the request for documenation of housing problems which was made in the last issue. If you haven't yet submitted the sought after information (see page 24 of the winter *Ranger*), please do so as soon as possible.

In case you didn't have an opportunity to comment on the proposed rulemaking published in the *Federal Register* of September 16th (and apparently many did not), you should now be aware of what's in the works. The revised Department of Interior property management regulations for housing (41 CFR Part 114) will be effective shortly, and you should look at them as soon as they're published. Of special note in the *Federal Register* proposed rules were the Department's responses to comments made by individuals with legitimate concerns or suggestions for improvement or change in the regs. Incorporated into more than one response was the following: "We are not authorized to do so, *nor shall we seek such authority*" (emphasis added). See your administrative officer for an eye-opening copy of this document, then get involved!

Dual Careers

Co-leader Lorrie Sprague, Yosemite, Address: Hodgdon Meadows, Yosemite NP, Groveland, CA 95321.

Co-leader Jan Hill, Everglades. Address: P.O. Box 279, Homestead, FL 33030. Phone (304) 253-2241 ext. 181 (work) and (813) 695-2841 (home).

Here's an update on work group activities:

- The workshops in Jackson were well-attended. An upcoming edition of *Courier* will have an article on dual career issues in the Service, and will summarize Mike Hill's report on dual career policies in the private sector.
- A newsletter with dual career information will be mailed in March to everyone who's in the 1986 directory, who attended the Rendezvous workshops, or whose name was suggested for the mailing list.
- The spring update of the directory has been cancelled due to lack of response. The deadline for inclusion in the 1987 directory (sometime in September) will be published in the next issue of *Ranger*.
- A few copies of the 1986 directory are still available. If you'd like one, send $6.00 to Lorrie Sprague for a postpaid copy. Copies have also been sent to Albright, Mather and FLETC, where interested persons should have access to them.
- Dual career employees are encouraged to contact each other about employment opportunities. Call people who work in areas you've applied to and ask about current or upcoming opportunities for your spouse. Or, if you're in an area where dual career opportunities exist (but are not being advertised at the same time), call people who might be interested. Use the directory to establish a network.
- A project that needs to be undertaken is research on what types of dual career opportunity information can be placed on vacancy announcements. Contact Lorrie if you'd like to start on this, as several people are needed to work with the different regions.

Training

Leader Laurie Coughlan, Eisenhower/Gettysburg. Address: P.O. Box 342, Gettysburg, PA 17325. Phone: (717) 334-1124 (work) and (717) 334-0716 (home).

The bylaws of ANPR state the following:

> "The Association shall provide education and other training to develop and/or improve knowledge and skills of parks rangers and those interested in the profession. The Association shall provide a forum for discussion of common concerns of park rangers and provide information to the public."

At present, that purpose is met through programs and workshops presented at the annual Rendezvous and occasional regional mini-rendezvous, through our involvement in establishing the Ranger Museum in Yellowstone National Park, and through publication of *Ranger*.

In keeping with both this stated purpose and the interest expressed by Association members, the president has established a work group to study ways to expand the educational and training activities of the Association.

The work group is directed to address the following issues:

- *In what subjects will the ANPR offer training?* Should this training duplicate that offered by the NPS or other sources or supplement it? Should it be solely job skills oriented?
- *What instructions and what formats will be used for the training?* Should we use members experienced in training as instructors, or allow subject matter experts without training experience to offer workshops as a learning experience for themselves as well as participants? Will we offer workshops, classroom instruction, video or audio taped instructions, or programmed learning?
- *Who will approve instructors, content, budget, location and scheduling?*

- *What official credit, if any, will members get for completing ANPR training?* Will we seek NPS or other entity certification for our own courses or use existing approved courses and instructors?
- *Under what circumstances should a region or regions offer workshops, mini-rendezvous or other group activities for educational or other informational purposes?* Should training courses be offered in conjunction with Rendezvous or mini-rendezvous, and should such activities be self-supporting?
- *Should the ANPR establish a resource center or clearinghouse for training information, correspondence courses, informational handouts, etc.?*
- *What financial commitment should ANPR make in establishing a training program, and what commitment should the benefiting members make?*

Taxes *continued*

The issuance of a letter from an employer is *not* what determines this exclusion. The "facts of the case" should be used to determine whether you meet the above requirements. Conditions two and three are generally to be considered together.

You should deduct your housing on line 22 of Form 1040 only. You should write "housing furnished for employer's convenience included as wages on W-2", then put the amount in brackets. Also include a copy of any letter from the park or a copy of your last wage and earnings statement showing the total deducted from your pay for housing for the year. Many people have deducted this in the past in all sorts of different places, because the IRS publications don't tell you how to do it. If you did this differently, don't worry about it as long as it didn't change your tax.

If you have any questions or would like further details, the following publications could be of help and are available from the IRS:

- Publication 17 - "Your Federal Income Tax"
- Publication 463 - "Employee Business Expenses"
- Publication 521 - "Moving Expenses"

Stephen G. Thede
Glen Canyon

Protecting Resources *continued*

"Raiders of the Sacred Sites", by Derek V. Goodwin. New York Times Magazine, *December 7, 1986.*

"The Culture Thieves", by Carol Ann Bassett. Science 86, *July/August 1986.*

"Outrage at Four Corners", by Jim Robbins. Western's World, *September 1986.*

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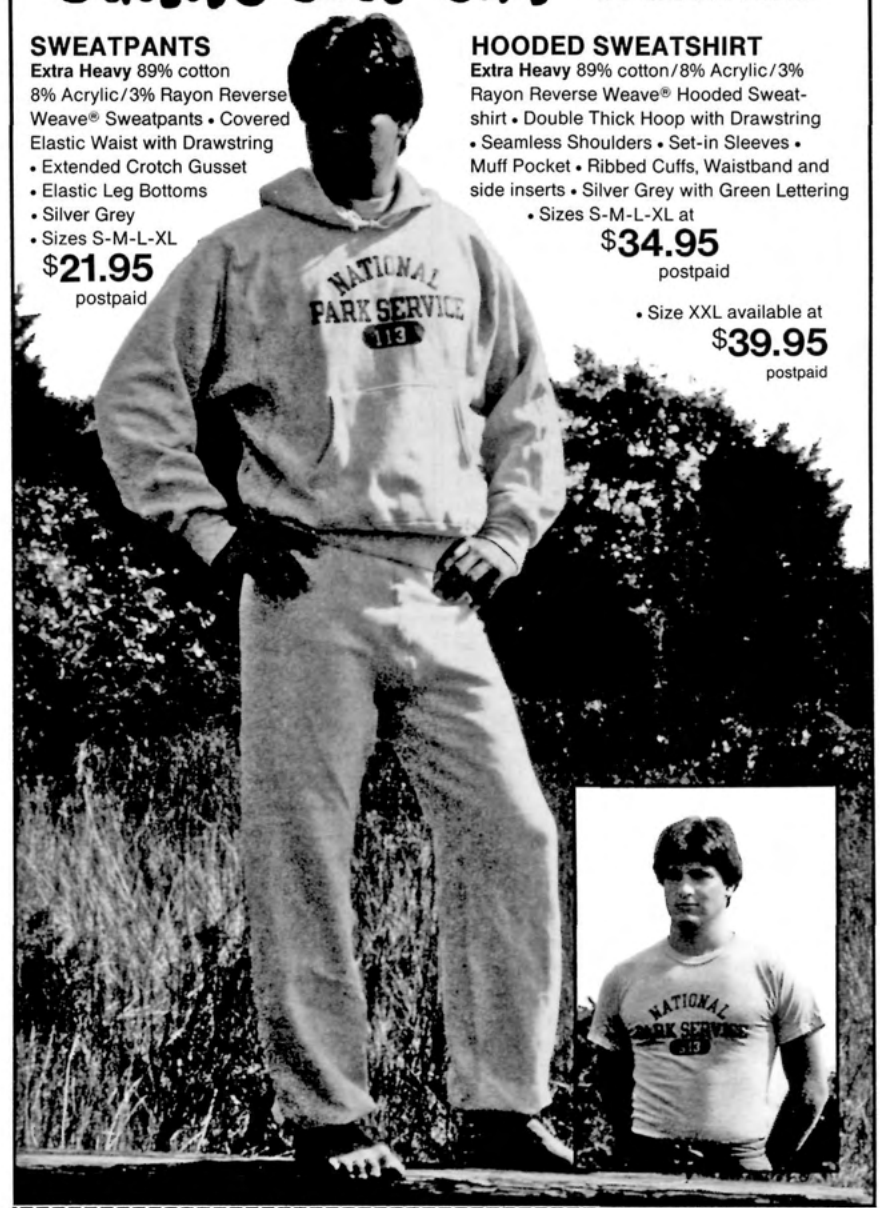

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Letters *continued*

While in Australia, I also attended a national conference on coastal management. On request, I will send a list of presented paper titles, with followup of individual requested papers. I can be reached by writing to me at NPS - Sandy Hook, P.O. Box 437, Highlands, NJ 07732.

Steve Cruse
Sandy Hook

Editor:

In response to Jim Tuck's letter to the editor in the Winter 86/87 *Ranger,* I cannot agree with him more. Without the so-called "top dogs", the Service would not be at the level of professionalism it is today. These professional rangers have, let's say, fought in the trenches to bring about the most effective and manageable changes to the Service. With their varied experiences and backgrounds, they have succeeded in working collectively with management at all levels to bring about these changes in the most effective manner.

True, it has taken time for us to be at the level we are today, and yes, there are still problems and concerns to be dealt with. But these can only be addressed intelligently by these "top dogs" who have been there in the best and worst of times.

George W. Baisley
Boston

Editor:

A recent memorandum (12/29/86) from the Acting Director of the National Park Service (NPS) addressed the issue of criminal investigation and who, within the NPS, should conduct the investigative function.

There are many positive aspects and points established in this memo. It recognizes that in many NPS areas criminal investigation is a legitimate workload. It recognizes that in many of those areas, rangers who perform the criminal investigative workloads are not given grade credit. It acknowledges that in many areas the criminal investigative function, and thus grade protection and/or enhancement, is diluted into too many ranger position descriptions. It recognizes and acknowledges that many position descriptions should address criminal investigation but do not or gloss over them.

While this memo has many positive aspects, it does have an area for which major concern should be expressed. This memo has the potential for adversely affecting the grade structure and/or the possibility for grade enhancement for the multi-talented workhorse of the National Park Service, the park ranger series. While this memo does address criminal investigation in a positive manner, it also lifts the moratorium on establishing and using GS-1811 criminal investigators in NPS areas (according to the memo, up to 20 may be established). My concern on the establishment of criminal investigator positions is based on a simple law of physics. In general, that law states you can't make something from nothing!

Applying this accepted principle to the issue of criminal investigators, it should be recognized that to establish GS-1811 criminal investigator positions in NPS areas can only be done by removing professional level duties (and thus grade protecting and/or enhancing duties) from the park ranger series. In classification theory, for every GS-11 criminal investigator position established, four park ranger series positions at the GS-9 level have been adversely affected. My question: Why is the management of the National Park Service willing to allow the removal of professional level duties, as well as duties that are grade protecting and enhancing, from the series that it considers its professional series and from a series which is already underpaid and whose morale is at best, questionable? Having recognized that criminal investigation is a legitimate workload, why not take the bold steps necessary to establish Servicewide direction and leadership in the protection and enhancement of the grading structure of the park ranger series by developing a system in which park rangers do criminal investigative work and are given grade credit?

It should be the National Park Service's intent and policy to acknowledge criminal investigation as one of the variety of specialized duties that are legitimately performed by park rangers (025 series). It should also be the policy of the Service to assure that this traditional workload/function not be removed from the realm of duties and responsibilities performed by rangers. In those areas that have a significant investigative workload, it should be the policy of the Service to require that rangers manage the investigative function, that the investigative function be managed within established standards, and that rangers do the investigative work.

In 1976, the General Authorities Act for the administration of the National Park System (16 USC 1A-6) established that criminal investigation be included within the overall duties performed by the NPS park ranger (025). This is illustrated by Senate Report 94-1190 (1976) which states that "in order to eliminate possible uncertainities relating to law enforcement activities in the National Park System, all existing law enforcement authorities will be replaced with a clear mandate authorizing designated employees performing law enforcement functions within the system to bear firearms; enforce all Federal laws including serious criminal violations as well as misdeameanors applying specifically to Parks; execute process; and investigate offenses". Clearly the Service has the responsibility for investigating criminal offenses occurring within its jurisdictions.

Another question the Service needs to determine is who should be conducting investigations in national park areas, park rangers or criminal investigators? The answer to this question can be found in House Report 1187, which states that "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 duties." This language is significant as it authorizes park rangers to perform criminal investigations, and it clearly states that these duties will be performed by park rangers along with and not separate from a variety of other protection duties.

Congress has established that criminal investigation should be part of the duties of the park ranger in the 025 series. Like search and rescue, wildlife management, law enforcement, public contact, emergency medical services, fire management, public safety, fee collection, campground management, etc., criminal investigation is among the wide variety of specialized duties that are a legitimate part of the overall 025 series description.

Within the Service's investigative workloads and functions, as is the case with other "special" ranger skills, there are situations where criminal investigation is one of the primary functions that the incumbent of the position performs. In those parks and areas that have significant criminal investigative workloads it should be the policy of the Service to structure an investigative framework around and within the 025 park ranger series. In developing the operational framework managers and supervisors should be required to develop an investigative structure that will allow and promote competent investigation while at the same time assuring that the duties and responsibilities of investigation does not push the incumbent into the GS-1811 investigative series. This can be best accomplished by consolidating the investigative workloads into fewer park ranger positions to the point that one of the major duties of the position is centered around the investigative function. However, this consolidation of workloads should not be structured so that the position(s) will have as a major duties an investigative workload in excess of 50 percent.

Another area of concern is that of career ladders. Management of the National Park Service should establish procedures for protecting and enhancing grades of its park ranger series by developing better career ladders in the area of law en-

forcement. One means of accomplishing this would be the removal of U.S. Park Police personnel in field areas such as Lake Mead. This would allow park rangers to be given grade protecting credit for investigation instead of the park police. In addition, NPS management could follow the example of the Alaska Regional Office by utilizing a park ranger as the region's law enforcement specialist versus a park police captain. Such actions would firmly establish managements commitment to and the belief in the fact that park rangers perform at professional levels in the functions of law enforcement and investigation.

The investigative framework outlined above will accomplish the following:

a) By consolidating the investigative workloads into fewer positions the Service will establish support for the concept of professional park rangers doing professional work.

b) By consolidating this function into fewer positions, these positions can then be appropriately trained, supervised and managed to offer, allow and promote competent investigation. Such a system will offer a quality investigative function being performed by the traditional yet professional park ranger.

c) By not allowing the investigative positions to perform in excess of 50 percent of worktime in the investigation function, the Service maintains this traditional and historical function within its park ranger series. This would establish a commitment by the Service not to remove professional level work from the universe that makes up all work done by park rangers. This would also stop the watering down effect that creating special 1811 positions would have on the 025 park rangers.

e) By consolidating the investigative workloads into fewer ranger positions, but not to the point that 1811 positions are established, the Service will prohibit the park technician vs the park ranger issue from being recreated. That is to say, if the Service allows the creation of 1811 positions at the expense of the ranger series, rangers who work beside and with them will question, as park technicians used to question, why they are not the same grade and have the same benefits.

In summary, what is needed from WASO is the establishment of leadership, direction and Servicewide continuity in the development and implementation of policies that affect the investigative framework at the park level. We need management's commitment to enhancing the park ranger profession. Personnelists explain that generally up to 50 percent of one's duties are grade controlling; 50+ percent series controlling. Leadership on this issue dictates that we keep something that enhances professional and monetary rewards in the ranger series. Prematurely conceding the need to utilize other series, such as the 1811 series, rather that the park ranger series ultimately further reduces the park rangers' professional responsibilities. To erode the professional duties of the park ranger is to erode the profession.

Bill Blake
Yosemite

Family *continued*

Schwarzkopf, Stephen - from file clerk, Bureau of Reclamation, to park ranger, Jefferson National Expansion.

Swift, Herb - from dispatcher, C&O Canal, to resignation.

Syphax, Steve - from natural resource specialist, Rock Creek, to same, NCP-East.

Trainer, Tim - from park ranger, NCP-Central, to same, Lincoln Home.

Vogel, Lisa - from park ranger (interpretation), Jean Lafitte, to park ranger (law enforcement), Mammoth Cave.

Wade-Edwards, A.B. - from refuge manager, Loxahatchee NWR, to park ranger, Prince William.

Wallner, Doug - from natural resource specialist, Gettysburg, to same, Fredericksburg/Spotsylvania.

Warner, Melissa - from administrative clerk, Grand Canyon, to secretary/administrative assistant, Ranger Activities, WASO.

Weestner, Meg - from natural resource specialist, Delaware Water Gap, to same, New River Gorge.

Zimmerman, Pam - from park ranger, Prince William, to same, Petrified Forest.

ARPA *continued*

We cannot let this problem fall by the wayside, or it will literally disappear. We must continue cooperative efforts, develop public concern through interpretive programs, and educate our staffs and the public. We need a clearing house for ideas. Without such a multi-faceted program, our archeological resources will continue to be plundered, vandalized and destroyed forever.

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