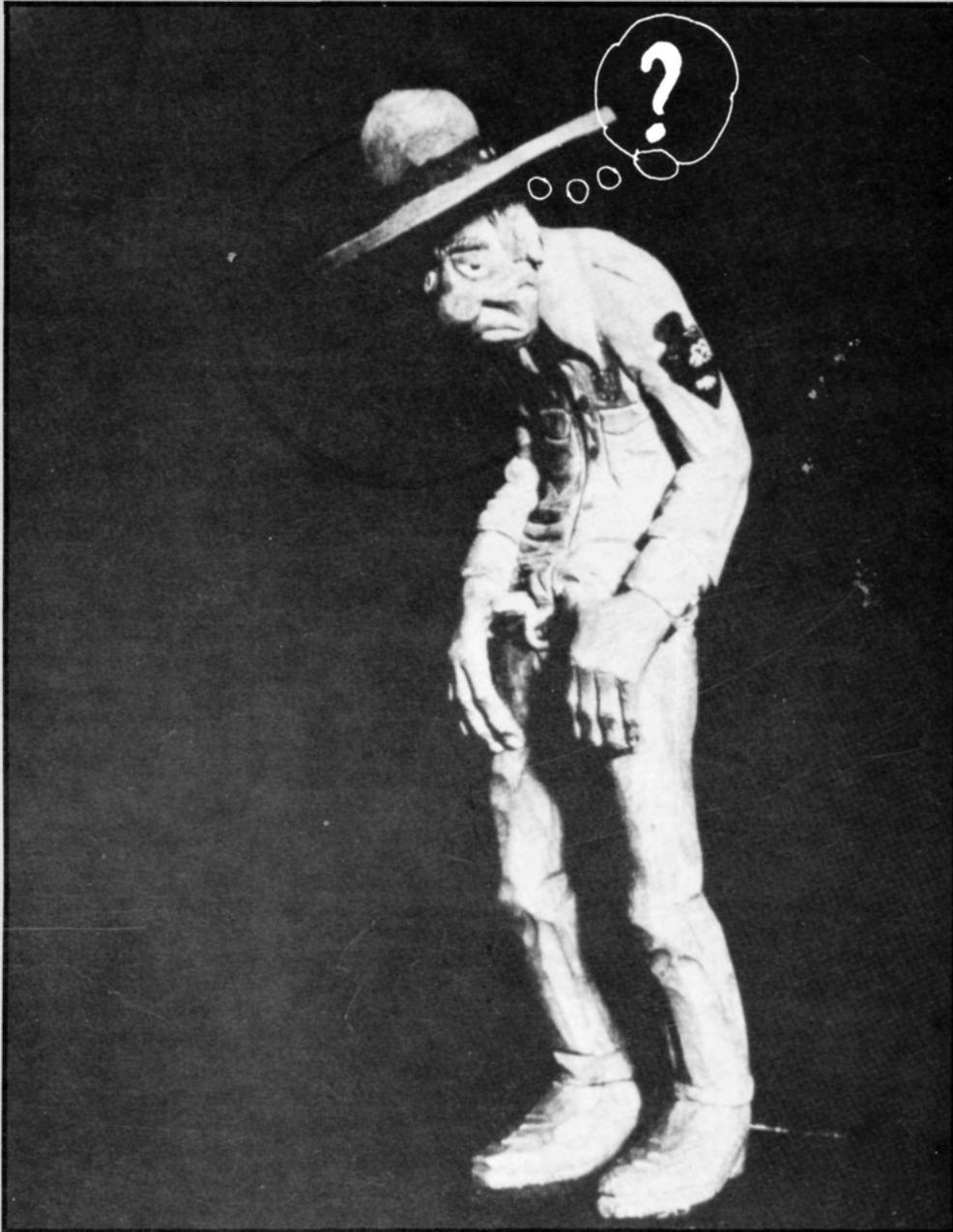


# RANGER

The Journal of the Association of National Park Rangers

Vol. VIII, No. 4

Fall, 1992



What Is A Ranger?

## Editor's Notes

As was noted in the last issue of *Ranger*, I am still interested in turning over the editorship of this magazine to anyone who is both interested and qualified. The following vacancy announcement provides specifics. If you're interested, please send a *short resume* to me, not just a card or letter saying you're interested. My address is 640 North Harrison Street, Arlington, VA 22205.

### General Responsibilities

The editor is responsible for writing, editing and publishing *Ranger*, a 28- to 40-page quarterly magazine published by the Association of National Park Rangers. An assistant editor provides help in formulating issue plans, editing text and proofreading copy.

### Description of Duties

- **Issue planning** – Plans each quarterly issue of *Ranger*, a task which entails meeting or talking with members and friends of ANPR and key people within the NPS to determine appropriate topics for future issues. Contacts regular contributors and feature writers and arranges length, scope and focus of articles. Contacts illustrators and arranges for timely submissions of photos and other art. Prepares annual issue plans for the president's review and concurrence.

- **Editing** – Reads all articles submitted and makes corrections for syntax, grammar, style and accuracy. Composes headlines and specifies type for text. Works with contributors on articles requiring extensive revision. Copy-marks all material for typesetter.

- **Writing** – Writing assignments include the following:

- Taking minutes of meetings and preparing summaries for publication.
- Attending workshops, speeches and other presentations, taking notes and writing accounts of events.
- Taking reports by phone or notes submitted through the mail and preparing articles from them.
- Researching and writing feature articles.

On occasion, the editor also prepares contracts, bid sheets, annual reports, issue reports and member surveys, and corresponds frequently with prospective contributors and others who write to the magazine.

- **Production** – Proofreads and corrects galley returns by the typesetter. Prepares dummy of issue for designer, a task which includes preliminary layout planning, overall design, cutting and copyfitting, and selecting, sizing and placing illustrations. Oversees the preparation of and gives final approval to mechanicals and blue lines, and works closely with designer and production manager on all aspects of production to assure issue quality.

- **Administration** – Administers a \$25,000 budget, including printing, postal and impress accounts. Performs all routine administrative duties, including correspondence, general mailings to board members and others, responses to phone inquiries, filing, acquisition of supplies, and related duties. Coordinates work performed by contracted assistant editor, advertising representatives and mailing service.

### Contract

- The contract is for a one-year period, renewable annually.
- The contract amount is \$4,800 per year, payable in arrears at a rate of \$1,200 per issue after each issue is mailed. The editor is a contracted employee who must pay self-employment taxes.
- Expenses such as telephone, postage and office supplies are reimbursed. Travel is not reimbursed.
- The editor is provided with an IBM-compatible, 40 MB hard disk computer with a 5 1/2" floppy drive and monochrome monitor; DOS, WordPerfect, and Aldus software; and a NEC P7 printer.

### Supervision

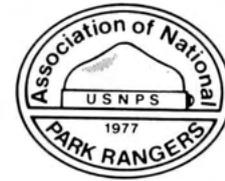
- The editor works under the supervision of the president, although almost all work is performed independently.

### Requirements

- The applicant should have:
- Knowledge of ANPR purposes, structure and operations.
- Experience and skill in editing and producing a magazine or other publication employing camera-ready art and typeset copy.
- Writing abilities.
- A working knowledge of ranger operations, including interpretation, law enforcement, resource protection, resource management, and emergency operations.
- Knowledge and understanding of the history, structure and operations of the National Park Service.
- The ability to use word processing software and computers.
- An ability and willingness to meet deadlines and assure that the magazine will be published and distributed at regular quarterly intervals.

### How to Apply

- Address each of the requirements briefly and provide examples where appropriate.
- Provide a short personal resume.
- Submit your application directly to Bill Halainen, 640 North Harrison Street, Arlington, VA 22205.



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# RANGER

The Journal of the Association of National Park Rangers

Vol. VIII, No. 4 Fall, 1992

*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.

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

**Submissions**

Prospective authors should contact the editor before submitting articles. Write to Bill Halainen, Editor, *Ranger*, 640 North Harrison Street, Arlington, VA 22205 (703/522-4756).

**Change of Address**

If you're moving, please send a change of address card either to Editor, *Ranger*, 640 North Harrison Street, Arlington, VA 22205 or to Debbie Gorman, Business Manager, P.O. Box 307, Gansevoort, NY 12831.

**Advertising**

Rates and specifications are available for advertising in *Ranger*. Interested parties should contact Jon Anglin, 956A Fort Berry, Sausalito, CA 94965 (415/332-1830).

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## President's Message

As vice president for special concerns, I've been asked to draft the president's message in Rick's stead. Most of you know why - Rick is serving as the incident commander on the Service's all-risk management team which is responding to the disaster in south Florida.

I had the privilege of spending time with Director Ridenour the day after he visited the devastated area. His report on the performance of the team - and all other responders - was absolutely glowing. It was gratifying to hear him speak so supportively about a concept that many of us have felt strongly about for a number of years. Congratulations to Rick and all the others who are involved in this important effort. The all risk incident management concept may have at last come into its own. I'd encourage each of you to think seriously about getting involved with these teams.

Speaking of the disaster: As you know by now, many of our colleagues and friends have been seriously affected by the impacts of Hurricane Andrew. Their needs for assistance are going to continue for months or years to come. I hope each of you will look into your hearts and make a generous contribution toward helping them. It's not out of the question that some of us may need comparable assistance sometime in the future. Please contact the designated key person in your area to get information about how to contribute. I intend to introduce a motion at the upcoming Rendezvous board meeting to have the Association send an appropriate contribution to the relief fund.

I hope many of you will be able to attend the Rendezvous. Maureen Finnerty has put together a great program. There promises to be substantial excitement about what will be happening in the country because of the election and the ways in which the results may affect our organizations (both the NPS and ANPR). Some of the results may become clear even while we are there, and I'm sure that several of our scheduled speakers will be addressing the future - one way or another.

Another interesting issue which will likely be discussed and debated will be how ANPR should involve itself with what appears to be a new umbrella organization growing out of the Association of Forest Service Employees for Environmental Ethics (AFSEEE). Their board, along with representatives from similar organizations in other agencies and other advocacy groups, have held several meetings, and appear to be moving toward the formation of an organization of state and federal employees of resource management and environmental protection agencies nationwide - an organization which will speak out for environmental ethics and protect the integrity of individual employees and scientists within the government who register dissenting views for ethical reasons.

As envisioned, the organization will eventually act as a federation which will represent numerous groups, including AFSEEE, ANPR

(if we chose to join) and others. Information on this issue will be available at the Rendezvous, and Jeff DeBonis, one of the organizers of both AFSEEE and the new organization, will be making a presentation to the board and speaking to the membership.

Since I have the license (and the floor), I'd like to note that this past year has been one of the most productive which has occurred during my fifteen years as a member, during many of which I served in some elected, appointed or volunteer capacity. Under Rick Gale's leadership, most of you have been extremely well represented by your board. This Association's contributions have been enormous in a number of areas, as you've read about in this and previous issues of the magazine and the several updates which you've received this year.

The Association's credibility has increased significantly in the eyes of some members of Congress, other advocacy organizations, the Service, and many of those who attended the symposium in Vail. This alone bodes well for both your future and the Association's, because it can't help but enhance our ability to work effectively on important issues. I have had a great time this year working with your elected board on issues of consequence to you. They have done an outstanding job. Express your thanks to them when you see them.

Having said all that, I think that incredible opportunities lie before us. The Association is looking at ways to strengthen its abilities and has, thanks to Maureen, obtained some highly competent consultation on ANPR's future from the Harvard University folks who were heavily involved in the Vail Symposium. They will be talking to many of you who attend the Rendezvous - and perhaps many who don't - in order to get your ideas and input. With this information and their organizational development expertise, we will acquire some important recommendations about how we can become even more effective. It's an opportunity we can't pass up, and I hope that you'll give your very best if given the chance to express your thoughts.



## Association Actions

### Housing Legislation

Late in September, S. 1704, formerly "The Ranger Fair Housing Act of 1992" but now retitled "The Land Management Act", finally passed the Senate and was sent on to the House with many other bills during the closing hours of the 102nd Congress.

All indications were that there would be no action in the House because of Chairman Vento's desire to defer hearings until GAO conducted a study of NPS housing. Because of the importance of this bill, regional reps and other board members contacted as many members and friends as possible and asked that they send telegrams to Chairman Vento urging him to reconsider his position. The many messages which were sent had an effect: Two days before the House adjourned, it passed an amended version of the bill and returned it to the Senate for consideration.

That's the good news. The bad news is that the amendments consisted of six other pieces of legislation which were opposed by significant numbers of Senators – bills to study Revere Beach as a possible national park, to conduct a national river study, to construct the Lincoln Research Center at Lincoln Boyhood and William O. Douglas Center at Santa Monica Mountains, to exchange military lands in Colorado, and to establish a process for *in lieu* selection of Forest Service lands. As we went to press on October 8th, it appeared likely that the Senate would either reject the bill or fail to act on it because of other pressing business.

In any case, language was included in the Interior appropriations bill this year which maintains the ten percent cap on rental increases through next September.

Earlier, on August 7th, President Rick Gale sent the following letter to Congressman Vento:

Dear Congressman Vento:

On June 25, the Senate Energy and Natural Resources Committee unanimously passed S. 1704, the Land Management Agency Housing Improvement Act. It is expected to pass the full Senate any day now. We are especially gratified with the bipartisan support the bill received in the Senate Committee.

As you know, this legislation is of great importance to the over 1,500 members of the Association of National Park Rangers and other field employees of the land management agencies, many of whom live in government quarters and are affected by this legislation.

S. 1704 would provide permanent relief to employees by preventing unreasonable, and in many cases unaffordable, rent increases. By indexing rent and utilities to the national average as determined in the American Housing Survey, all employees that occupy government quarters would be assured that they would not be forced to pay unreasonable amounts of their salaries on rent because of

the fact that they occupy government quarters as part of their jobs.

The bill would also direct the agencies to inventory their housing and address the needs in priority order – something that is long overdue.

When this legislation was introduced in the Senate last year, along with similar legislation in the House, we canvassed our membership to find out what kind of problems really existed in the field. This survey confirmed what we already suspected – that many employees of the National Park Service and other federal land management agencies are living in substandard housing and in many cases are paying an exorbitant amount of their income for the "privilege" of living in this housing. This information has been shared with House and Senate Committees looking into issues related to the NPS ranger profession. Among the other issues affecting rangers, housing recently has received substantial attention by the media and by public interest groups.

Mr. Chairman, employee housing is one of the three most important issues facing employees of the NPS today. It is a major concern of ANPR and its members. You have advised us about your reasons for requesting further study on this issue by GAO. We believe that the GAO findings will only confirm what is already known. We are deeply concerned that if S. 1704 dies for lack of companion legislation in the House this year, chances of such legislation reaching final passage next year will be in serious jeopardy.

The field employees of the National Park Service are not asking for preferential treatment, just a fair and equitable rental rate that reflects their levels of income and what they have to pay on utilities. They are only asking for housing that is safe, adequate, and affordable. These employees, by virtue of living in the parks, are never completely "off duty." They respond to visitor and resource protection emergencies at any time of the day or night. In addition, they provide a 24-hour, 365 day-a-year "presence" that is essential to the proper management and protection of these priceless areas of our nation's heritage.

ANPR appreciates your staunch support of the National Park System and hopes that you will consider your decision to delay legislation that addresses an issue that is of such importance to the guardians of the System.

Please let us know if we can provide additional information or be of assistance.

### Hearings on Use of Temporary Employees

The Association of National Park Rangers was asked to testify at the House Post Office and Civil Service Subcommittee on Human Resources' hearing on the utilization of temporary employees in the NPS and Forest Service, which was held at the University of Montana in Missoula on July 25th. President Rick Gale testified for ANPR, which was the only employee organization invited to speak at the hearing.

Here are Rick's comments:

Chairman Kanjorski, thank you for the opportunity to share with you and the other members of your Subcommittee the thoughts of the Association of National Park Rangers on the use of temporary employees in the National Park Service.

The Association of National Park Rangers (ANPR), formed in 1977, is a professional organization comprised of approximately 1,500 National Park Rangers – more than 200 of them seasonals and temporaries – and other employees from all regions, grades, and specialties. It is neither a union nor a bargaining unit, but rather is an organization formed to advance the ranger profession and support the National Park System and National Park Service.

Our Association is particularly concerned about issues pertaining to seasonal and temporary employees. Virtually all of us in ANPR came into the National Park Service through the seasonal ranks, as temporary employment with the agency has traditionally been the single best method to gain the work experience essential to being considered for highly competitive permanent ranger positions. We all know what it is like to worry about impending medical costs with no insurance, to return season after season yet receive no increase in pay for time in grade, to put in months of good service yet receive no retirement benefits. Although we willingly worked because of our love for our jobs, our dedication to the purposes of the National Park System, and our aspirations for the future, there was always the nagging sense that we were being short-changed by an agency that perceived seasonals as inexpensive alternatives to permanent employees. These same feelings and concerns continue to be prevalent among today's temporary employees.

Accordingly, our Association has taken positions in strong support of legislation before Congress this year which would remedy part of the problem by authorizing retirement and health and life insurance benefits for temporary employees; specifically, H.R. 4159, sponsored by Congressman McCloskey, and H.R. 4554, introduced by Congresswoman Mink. We applaud them for their efforts and are greatly encouraged to at long last see such legislation before the Congress. We also understand that the Office of Personnel Management (OPM) is currently looking at providing such benefits for seasonal and temporary employees after they have worked a specified number of cumulative months. We strongly endorse this endeavor and recommend that a cumulative total of 24 months be specified. Because no such benefits are currently available, some years ago this Association developed a group health insurance program for NPS seasonals. ANPR is the only National Park Service organization that currently provides such insurance.

However, as you are aware, there are a number of other issues regarding temporary employees that must also be addressed.

The first is within-grade increases for General Schedule (GS) employees. Although most of our seasonal and temporary maintenance workers are under the Federal Wage System and therefore qualify for such increases, the almost 4,000 GS seasonals who work for the NPS each year do not receive them. Let me cite just two examples from within our Association: one is a ranger in an eastern park who has worked there for ten seasons and is second in seniority among his peers, including permanent rangers, yet remains a GS-04/step 1; the other is a ranger in a western park who has worked for 32 seasons, yet has been a GS-05/step 1 since 1976! And these are just two among many, many long-term GS seasonal employees in the NPS who are still stuck in the first step of their appointed grade.

Perhaps we are overly sanguine in our estimation of what it would take to resolve this problem, but it seems to us that a very simple fix would take care of it. All Federal Wage System employees are authorized within-grade increases for satisfactory work under the provisions of 5 CFR 532.417. Provisions for within-grade increases for General Schedule employees come under 5 CFR 531.402, which says, in part, that the provisions of the section apply only to "employees who occupy permanent positions classified and paid under the General Schedule..." By simply striking the word "permanent" or instead stating that the section applies to all employees paid under General Schedule, the two sections would be consistent with each other and the same provisions for within-grade increases that now apply to all Federal Wage System employees would then apply to all General Schedule as well. This is an eminently fair, just, and equitable solution, and it should be enacted immediately.

The second issue concerns qualification to compete for permanent positions. None of the temporary employee appointing authorities commonly used by the National Park Service confer competitive status on seasonal or temporary employees, no matter how long they work or how well they perform their jobs.

Under the provisions of 5 CFR 335.102, "competitive status" is "acquired by completion of a probationary period under a career-conditional or career appointment or under a career executive assignment following open examination, or by statute, Executive Order, or the Civil Service rules, without open competitive examination." An individual with competitive status may be reinstated, transferred, promoted or reassigned without open competitive examination (that is, applying through OPM). And none of our GS seasonals are considered to have such status.

As a consequence of this arrangement, seasonal and temporary rangers interested in permanent employment must use one of an array of less than fully effective approaches to obtain such status in the National Park Service - seeking entry into our very limited intake program, applying for listing on intermittently

# 275,000,000 people depend on you each year. YOU can depend on us.

The National Park Service has reviewed the NASAR Wilderness EMT program and approves and applauds the concept as well as the curriculum.  
- Charles R. "Butch" Farabee, Jr.  
Emergency Services Coordinator  
National Park Service

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open and irregularly used OPM registers, taking the rarely used Administrative Careers with America (ACWA) examination, or, most commonly, gaining status through the time-honored backdoor method of briefly taking a position in some other series or with some other agency.

ANPR has developed a technical publication entitled "On Becoming a National Park Ranger" summarizing these myriad ad-hoc approaches that I would be pleased to provide to the Subcommittee.

We think it is time that this problem is fixed and recommend several possible courses of action:

- Establish a temporary/excepted appointing authority that would permit non-competitive conversion of a temporary or seasonal to career or career-conditional status upon completion of certain requirements such as performance and a certain amount of time as an employee, perhaps one or two years. Requirements could be based on those already in place for Veteran's Readjustment Appointments (VRA).
- Establish a mechanism whereby temporary or excepted service employees could be allowed to apply under a parallel merit promotion process directly with the agency, thereby eliminating the need for an OPM examination process.
- Expand the TAPER – Temporary Appointment Pending Establishment of a Register – regulations that give OPM the authority to allow agencies to fill a vacancy by TAPER appointment, which, at the end of three years, allows employees to non-competitively convert to a career appointment without further competition or examination.
- Seek delegated examining authority from OPM for the NPS and establish our own registers, thereby making it possible for the Service to accept seasonal applications for permanent positions and streamline the competitive examination process for our seasonal employees. We are aware that OPM has indicated a willingness to consider the establishment of a specific examining authority, managed by the NPS, and using non-traditional rating procedures such as bio-data profiles. We also understand that it may be possible to establish in this process methods to award extra rating points for seasonal experience in much the same way points are now awarded for veterans preference. We strongly support consideration of these options.

Of all these possibilities, the last is the most preferable, as it would give the National Park Service direct control over the hiring process. Although there have been discussions about seeking delegated authority within the NPS for some time, no action has as yet been taken. The time has come for the NPS to take a direct discussion with action that will assure recruitment and retention of a highly qualified seasonal and permanent workforce.

There are many other things that can be done to improve the conditions for seasonals in the NPS, most of them concerning internal policies and practices. One of the most effective, it seems to us, would be the establishment of a seasonal ombudsman within the National Park Service, an individual whose sole responsibility would be to help rectify seasonal issues and concerns. We believe such a position is very compatible with some of the human resources recommendations from the 75th Anniversary Symposium

Other agency improvements include better access to government-funded training, equitable classification of seasonals and permanents who are doing similar jobs, better housing – both in condition and rental rate – and improved seasonal orientation sessions.

Although all our recommendations are important, the three we discussed in some detail – health and life insurance and retirement benefits, step increases for GS employees, and delegated examining authority – are most important and could be partly or wholly dependent on Congressional action. The Association of National Park Rangers stands ready, willing and able to provide your Subcommittee with any specific assistance you deem appropriate to help attain these ends.

Mr. Chairman, thank you for the opportunity to testify today before this Subcommittee. I would be pleased to attempt to answer any questions you might have.

### Hearing on New Entrance Pass

Bill Wade, ANPR vice president for special concerns, testified in Washington on July 28th at a House Subcommittee on National Parks and Public Lands hearing on H.R. 4690, the "America the Beautiful Passport Act of 1991."

Here are Bill's comments:

Mr. Chairman and Members of the Subcommittee, thank you for inviting the Association of National Park Rangers to share with you our thoughts on the proposed amendment to the Land and Water Conservation Act of 1965 to provide for the establishment of the America the Beautiful Passport to facilitate access to certain federally-administered lands and waters, and to enhance recreation and visitor facilities thereon.

The Association of National Park Rangers (ANPR), formed in 1977, is a professional organization comprised of approximately 1,500 National Park Service rangers and other employees from all regions, grades and specialties. It is neither a union nor a bargaining unit, but rather is an association formed to advance the ranger profession and to support the National Park Service and the National Park System.

First, I want to make some general comments about recreation fee legislation and administration. Recent polls, interest and involvement in conservation activities, and political involvement all indicate a growing awareness and concern on the part of the public

about environmental issues. Specifically, there are strong indications that the owners of America's National Park System want to reduce the deterioration of resources and infrastructure in these precious heritage areas, and are willing to contribute more money to see that happen; or to support allocation of a greater share of the federal budget to these ends.

In our opinion, the most acceptable approach to administration of recreation entrance and use fees is to have the revenues, in their entirety, revert directly to offset costs of collecting fees, to enhance recreation uses and to help protect the resources where they are carried out. At the same time, such a program must be seen by the public as "additional" revenues, rather than "instead of" regular appropriations for these purposes.

We believe that many citizens believed that this was, in fact, what was taking place following the 1987 recreation fee legislation amendments. As a result of a complicated, incomprehensible distribution formula, along with what appeared to be offsets in appropriations and administrative adjustments, it was and is, in fact, impossible to tie the recreation fee revenues to any significant improvements in visitor services or resource protection actions. Visitors to the parks, and we assume to units administered by other agencies, have expressed the feeling of being conned. We still get this question constantly "Where does my entrance (or camping) fee money go?" We used to answer that some of it comes back to the parks; but because we can't demonstrate that, or how much, if any, does, we have shied away from answering in that way. On the other hand, many visitors still express a clear willingness to pay even higher fees, if they could be assured that the money was going back to those areas they visit and want to see protected; and, in turn, if they could see the improvements.

It is an indisputable fact that infrastructure and vehicle fleet, and in many cases, natural and cultural resources, are deteriorating at a rate faster than resources are being made available to turn these trends around. We know it – and the public is beginning to realize it.

Now some specific comments regarding the proposed legislation being reviewed here today.

We like the proposed establishment of the American the Beautiful Passport. The authority to allow non-federal government entities to sell the Passport can substantially increase the exposure, and potentially, the sales of these Passports. We see an opportunity to include important environmental education and information messages with the Passport.

With reference to the aforementioned general comments, we support the provision of the legislation that would allocate funds collected from the sales of *geographic permits* directly to the area which collected the fees.

We recommend that this act be revised to specify that all admission and user fees, except for the America the Beautiful Passport fees, be allocated directly back to the agen-

cies. Each fee collecting area should be able to retain, without further deposit, a sum equal to the amount expended for costs related to collecting fees. This would allow collecting areas to increase hours of fee collection, extend the collection season, provide for supplies and materials, and repair or replace deteriorating equipment and collection facilities. At present in the NPS, we generally must provide for this funding out of our base ONPS budget, which has not been receiving sufficient annual increases in recent years to cover increasing park operating costs, including fee collection. Increasing park costs, and the resulting competing priorities, are having a serious impact on our ability to maintain adequate fee collection activity levels.

If economic incentive is provided to the collecting area, the recreation fee receipts will increase. If recreation fee receipts are returned to the parks, park resources, the park visitors and future generations are the direct beneficiaries.

We support the addition of backcountry overnight camping to the list of uses subject to Recreation Permits. Also we strongly support the repeal of the distribution formula.

We again want to raise a "red flag" regarding these and any changes proposed in the future in the Recreation Fee Program. We must carefully consider that increasing fees in parks, in amounts and numbers of uses subject to them, elevates the potential that certain segments of society, especially poorer and often minority groups, could be less likely to be able to afford the park experience. This can result in an even greater possibility that parks are seen as benefitting only upper-class, Caucasian Americans and rich foreign visitors.

Thank you again, Mr. Chairman, for inviting the Association of National Park Rangers to comment at this hearing.

## Vail Symposium Recommendations

Rick Gale wrote to Director Ridenour on August 20th regarding the actions that the Association plans to take to implement recommendations of symposium work groups:

Dear Director Ridenour:

In earlier correspondence to you, we have described the support of the Association of National Park Rangers for the National Park Service's efforts to implement recommendations from the 75th Anniversary Symposium workgroups. Also, we have indicated that we would work toward "adopting" one or more of the recommendations and focus our efforts on assisting with implementation.

We have analyzed the final recommendations and discussed them with a number of people. We have concluded that, at this time, we can make our greatest contribution in the area of training. Accordingly, we propose to do the following:

1. We intend to focus our initial efforts on certain aspects of Issue #1 of the Organizational Renewal Work Group.

• **ANPR Action:** We already have taken ac-

tion to reintroduce the Managerial Grid training program to the National Park Service. The inaugural course is scheduled for the week of August 16, in Tampa, Florida. We plan to conduct several more courses, to include instructor preparation and certification seminars. ANPR is investing the up-front money into the renewal of this important management development program. At a time agreed upon by the Chief of the NPS Employee Development Division, ANPR intends to turn the program over to the National Park Service, complete with an available cadre of current instructors.

• **ANPR Action:** Recognizing that the NPS does not have the resources to meet all the development needs of its employees, we will conduct a survey of our members to determine their most critical development deficiencies that are being least satisfied by existing NPS training programs. We then will develop a plan whereby we will provide, in a way similar to that described for the Managerial Grid program, or assist the NPS in providing, training to meet these critical needs.

• **ANPR Action:** We are disheartened by the Service's record in recruiting and retaining qualified persons from under-represented populations. In addition to our current involvement in the Ranger Futures study, we intend to pursue the feasibility of developing a plan whereby Association members might assist the NPS in recruiting, monitoring and developing qualified applicants for positions in the Service. We will be discussing such a plan at the Ranger Rendezvous scheduled for early November and would welcome your thoughts on how to proceed before that meeting. If we are successful in developing a plan that we feel will contribute to resolving the problem, we will share our plan with you, and work with you to begin implementation.

2. Regarding Issue #1 from the Environmental Leadership work group and Issue #5 from the Resource Stewardship work group, we are accomplishing the following action.

• **ANPR Action:** We are taking a leadership role in the formation of a worldwide organization of park rangers and wardens. Through such an organization, we will share the American experience of national park management, promote a sound environmental and conservation ethic, and assure that beneficial examples and experiences from other countries are shared with our own NPS rangers. As a starting point in this effort, ANPR joined with representatives from Scotland and England to finalize and, on August 1, 1992, sign an accord establishing the International Ranger Federation. The first international meeting of park rangers is scheduled for 1994 in Poland. We hope you will plan to attend.

3. We still believe that the 75th Anniversary Symposium report provides an opportunity to galvanize the efforts of the employees

of the NPS. There may never have been such an opportunity before. There has been excitement, tempered with concern and reticence, for other programs have come and gone without much real positive change. Unfortunately, we see some of this opportunity beginning to fade. We don't believe there has been enough frequent communication to the lowest levels in the Service about what is happening, nor have these levels been offered much of an opportunity to contribute. The chances to build deep and widespread commitment and ownership for the outcome of the efforts of Team Implement are dwindling. We have reviewed the "Symposium Implementation Action Items and Assignments Developed at Team Implement Meeting June 9 - 11, 1992" memorandum to the Deputy Director. Our candid reaction to this document is that the action items and tasks seem too watered down and general or universal. We are dismayed to see so many "to be assigned" statements following the Target Date for Action Workplan items in the Organizational Renewal section of the report. Again, we fear that these are indicators that the process is losing its force and energy.

• **ANPR Action:** We believe that one of the ways to assure that recommendations from the 75th Anniversary Symposium are implemented and become institutionalized is to provide as many opportunities as possible for NPS employees to discuss and provide input to the proposed solutions. In this way, employees can feel some "ownership" of the outcomes. We have been working to provide the opportunity for Team Implement to attend the Ranger Rendezvous (scheduled jointly with the meeting of the Association of National Park Maintenance Employees), October 30 - November 3, in Spokane, Washington. We would be happy to arrange time and opportunity during the conference for Team Implement to meet with interested participants to get suggestions and input on actions being developed. We have also scheduled almost a full day of the Rendezvous agenda to discussion of the Vail recommendation.

4. We have communicated with you and with Gerry Patten our thoughts about the importance of strategic planning in the NPS. We believe that there is no task more important now than the establishment of the vision and broad direction for the NPS. This is acknowledged as the primary responsibility of you and your immediate staff. However, to be successful and accepted, they must be accepted by the employees of the Service and by those who provide the indispensable support and influence from outside. We have informed Gerry Patten of our interest in contributing, on behalf of our members and all employees of the Service, to the process of strategic planning. The National Park Service will move onward, with or without the proper vision and direction. We are committed to help make it proper and appropriate.

*Continued on page 30*

## International Accord Signed

On August 1st, Phil Page, chairperson of England's Association of Countryside Rangers (ACR), Steve Nunn, chairperson of the Scottish Countryside Ranger Association (SCRA), and Rick Gale, president of ANPR, signed an accord creating the International Ranger Federation (IRF) at Loosehill Hall in Peak District National Park in England.

The accord, the text of which appears to the right, declares the federation's goals, outlines criteria for membership, and establishes IRF's basic organizational structure.

During the meeting held before the signing, the participants, including the designated international contacts for each association, agreed, among other things, on the following:

- Bob Reid (SCRA), Gordon Miller (ACR), and Bill Halainen (ANPR) will continue as the primary IRF contacts for each association;
- Gordon Miller will serve as IRF's first chairperson, Bob Reid will serve as corresponding secretary, David Darling (SCRA) will serve as treasurer, Bill Halainen will serve as newsletter editor;
- member association, subject to approval by their respective boards, will commit one percent of their membership dues to IRF;
- IRF's initial tasks will be to spread the word about the organization and enroll national associations as members, and work towards an international meeting in Poland's Tatra Mountains in 1994 or 1995.

Gordon Miller and Bob Reid will be attending the Rendezvous in Spokane in October for the entire week and will talk about both IRF and the meeting in Poland.

### Text of Accord

#### Statement of Purpose

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

- further the professional standards of rangers throughout the world.
- advance the aims of IUCN's World Conservation Strategy in all our common efforts;
- share knowledge and resources;
- establish global communications among ranger organizations;
- foster professional exchanges among rangers;
- provide each other with advice and guidance on travel contracts in parks in our respective nations;



*The signing of the International Ranger Federation accord at Loosehill Hall. From left to right: Steve Nunn (SCRA), Phil Page (ACR), Rick Gale (ANPR), Gordon Miller (ACR and chairperson of IRF).*

- arrange and conduct regular international meetings; and
- undertake joint activities to directly support each other's operations where necessary and feasible.

#### Membership

Membership as an affiliate association in IRF is open to all national associations of rangers or wardens who perform the services associated with ranger work, including protection and preservation of wild lands and their resident flora and fauna, protection and preservation of historical and cultural heritages, provision of recreational opportunities in natural settings, interpretation of natural, historical and cultural themes, and administration of public lands. All member associations will have an equal voice in IRF activities. Associations seeking membership must be endorsed by an association already affiliated with IRF. Provisional, non-voting membership in the IRF is also open to individual rangers from countries who do not yet have national ranger associations until such associations can be established.

#### Organization

The presidents and chairpersons of the ranger associations of the signatory nations or their designees will serve as the members of the IRF's directorate. The coordinating committee will be comprised of a chairperson, a corresponding secretary and a treasurer.

#### Activities

In order to attain our common goals, the signatories to this accord agree to joint formulate an annual action plan which will be prepared by IRF's chairperson and approved by IRF's coordinating committee. Individual associations will be designated to lead in the accomplishments of each action.

#### Funding

Individual associations will fund their own participation in the IRF. The chairperson will recommend strategies for financing tasks initiated by the IRF and of benefit to all; the coordinating committee will review and approve recommendations.

#### Protocol

Member associations will apprise their respective international affairs offices of significant IRF actions and activities.

#### Signatories

As each new association enters into this accord with its counterparts in other nations, its president or chairperson will sign a separate statement of affiliation. Each will be forwarded to the corresponding secretary, who will maintain the original copy and will circulate copies to all members.

## All in the Family

All submissions must be either *typed or printed* and should include the author's return address and/or phone number. Send to: Editor, *Ranger*, 640 North Harrison Street, Arlington, VA 22205. If you are moving and also changing your address, please include past and present addresses. These will be forwarded to the business manager, who maintains the list of current addresses.

**Dave Bartlett**, who was a GS-7 lead park ranger at New River, is now the GS-9 sub-district ranger in the park's Bluestone Sub-district..

**Jim Bellamy** has moved from Glacier, where he was the assistant chief ranger for visitor services and protection, to Great Basin, where he's the chief ranger, Jim and Anne's new address is 7 Great Basin National Park, Baker, NV 89311.

**Ray Brende** (JELA '86-'87, ISRO '87-'89, PIRO '89-'92) has joined his wife in Yankton, South Dakota, where she took a department head position with South Dakota Human Services (State Hospital) and will be an ad hoc instructor at the University of South Dakota. Ray has taken a position with South Dakota State Game, Fish and Parks; he is district ranger at Lewis and Clark Recreation Area and is in charge of law enforcement and visitor services. You can expect to hear from Ray in his work with the state, as he is also one of the training officers for the 35+ commissioned officers with the state parks. The Brende's new address is 1400 Oakwood Drive, Yankton, SD 57078 (work: 605/668-3435, fax: 605/668-3600, home: 605/665-2495).

**Mark Carrico**, who was a GS-5 seasonal ranger at New River Gorge, is now a GS-7 lead ranger in the park's Bluestone Sub-district..

**Regina Carrico**, who was a GS-5 seasonal ranger at New River Gorge, is now a GS-7 lead park ranger in the park's Thurmond Sub-district..

**Bill Justice** (CHOH '73-'78, FOMC '78-'89, CACA '90-present) has been promoted from supervisory ranger, GS-7, to supervisory ranger, GS-9, at Carlsbad Caverns. he is taking the newly created position of Desert District Interpreter. He and his wife, **Barbara**, a park ranger (interpretation), live at 12 Permi-an Drive, Carlsbad, NM 88220.

**Tony Liquori**, who was a GS-5 seasonal ranger at New River Gorge, is now a GS-7 criminal investigator in the park's Canyon District.

**Jeffrey J. Lynn** (YOSE '82-'83, CODA '83-'86, YOSE '87-'92) has retired from the GS-5 seasonal ranks and is now a deputy sheriff III with the Fresno County Sheriff's Department. His new address is 4712 N. Delmar, Fresno, CA 93704.

**Greg Malcolm** has taken a position as GS-9 sub-district ranger in New River's Gauley Sub-district. Prior to the move, he was a GS-7 lead park ranger in the same park.

**Barb Maynes**, who was a GS-025-7 assistant district interpreter at Olympic, is now a GS-401-9 natural science interpreter/district interpreter in the same park. She and Jeff Bohman were married on May 9th.

**Scot McElveen** (NATR '83-'84, GUI5 '84-'85, GRSM '85-'90, PIRO '90-'92) has transferred from his position as a GS-9 district ranger at Pictured Rocks to become the GS-9 operations supervisor for the Sinepuxent District at Assateague Island. He can be reached at Route 1, Box 88B, Willards, MD 21874 (410/835-3121).

**Carol A. Moses** (YOSE '74-'92) resigned from GS-9 (many different positions within Yosemite) to GS-5 seasonal ranger in order to attend the San Joaquin School of Law. Carol has now graduated, taken the bar exam, quit the Service, and is working in the law field in Fresno, California. Her address remains the same.

**Bob Randall** has transferred from Cabrillo to the Barataria Preserve Unit of Jean Lafitte, where he is a GS-7 park ranger.

**Janice Richmond**, who was a law enforcement ranger at Glen Canyon, is now a law enforcement ranger at Petrified Forest. Her new address is: P.O. Box 2292, Petrified Forest, AZ 86028.

**Kinsey Shilling**, formerly a GS-7 lead park ranger at New River, is the new GS-9 sub-district ranger in the park's Thurmond Sub-district.

**Dennis Weiland** has taken a position as GS-9 sub-district ranger in New River's Grandview Sub-district. He was formerly a GS-7 lead park ranger in the same park.

**Vicki Wolfe** has moved from her position as a supervisory park ranger in interpretation at Upper Delaware to Death Valley, where she holds the same position. Her spouse, Gerry, has moved from Delaware Water Gap, where he was a roads and trails supervisor, to become roads and trails supervisor at Death Valley. Their new address is: P.O. Box 356, Death Valley, CA 92328-0356.

### Missing Persons

The following members have moved and the post office has returned mail sent to their last addresses. If you know where they are, please advise Debbie Gorman.

Palmer Forbes	McSherrystown, PA
John Goodwin	Westminster, CO
Steve Laise	New York, NY
Clyde Lockwood	Polson, MT
Pamela Matthes	Washington, D.C.
Margaret Pattee	Bellingham, WA
Gordon Pfister	Renton, WA
David Pugh	Twin Falls, ID
Patricia Queck	Redbank, NJ
Brad Saum	Everett, MA



## ANPR Selects Omega World Travel

The Association is in the process of completing an agreement with Omega World Travel, headquartered in Falls Church, Virginia, by which it will become ANPR's official travel agency. Omega is one of the top travel companies in the United States and is the largest woman-owned travel agency in the world. All travel booked through Omega will directly benefit the Association, in the form of travel credits for official Association travel or cash rebates to the Association.

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

Reservations for travel, including travel to the Rendezvous in Spokane, may be made by calling the following Omega branch office (ask for Liz or Bunny):

Omega World Travel  
12711 Shops Lane  
Fairfax, VA 22033-3834  
703/818-8848  
800-283-3239  
703/818-8822

Hours: 8:30 - 5:30 M-F; 10:00 - 2:00 Sat.

Omega guarantees that they will provide the lowest airfare at the time of ticketing, or they will refund double the difference. Further, if a traveler is dissatisfied with any portion of a trip, they will refund 100% of their commissions on that portion of the trip.

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

A special meeting fare has been obtained for travel to the Rendezvous in Spokane, as well as for car rentals while there. (Please note that for this Rendezvous, you should not have Omega make reservations for the hotel.) Omega will make seat assignments and pre- or post-Rendezvous travel arrangements for those wishing to see more of the area.

More details on Omega and member benefits will be distributed during subsequent member mailings.

## What Is A Ranger?

Jim Brady  
Ranger Activities  
WASO

What is a park ranger? Why even ask the question? Don't we all have enough real work to do without spending time on an advanced study of such a basic question? I wish it were that simple.

The question is being raised today as a basic yet critical step toward resolving some long-term, substantial, organizational work and position management issues. Key among these issues are ranger pay, career concerns, and related issues pertaining to ranger professionalization.

The issues are apparent. Rangers today are being asked to know and do too many different tasks to be able to professionally accomplish each of them. Ranger pay, particularly at entry levels, needs to be increased. Career choices for many rangers are confused by unresolved twenty-year retirement issues and will remain so until resolved on a Servicewide basis through the identification of covered positions. Due to the increased complexity of ranger work and staffing shortages, many of the administrative responsibilities that previously fell on those at the GS-11 level or higher are now being handled by GS-9 and GS-11 rangers. Proven seasonals cannot be converted into permanents without manipulation of the hiring process. Entry-level educational and knowledge requirements need to be refocused toward meeting the resource requirements of the Service's mission. A truly workable developmental program must be implemented for mid-level and senior managers. Fitness and medical standards for rangers need to be implemented. And dual career opportunities need to be increased.

Complicating these issues are a number of trends which are profoundly affecting the Service – dramatically changing park visitor demographics, an older and less mobile work force, shrinking operational budgets, the need for cultural and ethnic diversity in our work force, very real geo-political and global environmental issues, and intensified competition for both human and fiscal resources.

All of these matters bring one thought clearly in focus: We are at a crossroads or major junction in the evolution of the ranger occupation, and the choices made in the next few years will shape the destiny of ranger futures for some time to come.

Rather than just "react" to what will happen to rangers as a result of these trends and forces, we are now very involved in determining how we want to see the occupation change

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*Jim Brady is the chief ranger for the National Park Service and is a member of the ranger futures and organizational renewal work groups established following the Vail Symposium.*

to improve our collective resource stewardship abilities.

Specifically, what knowledge, skills and abilities will rangers need to meet a dramatically changing internal and external work environment? And what will it take to truly professionalize the ranger occupation?

As a result of the Vail Symposium and the director's initiative for organizational renewal, we now have a special set of circumstances which has not existed heretofore. The very top level at OPM has offered to work with us to define the duties, responsibilities and qualifications that we as an agency think rangers should possess to meet the challenges of the future.

This work effort is now underway. The program, called (oddly enough) "ranger futures," is intended to cover all dimensions of ranger occupational problems and needs, and includes, by definition, rangers in protection, interpretation and resource management. The goal of the program is to provide the best possible protection to park resources and services to park visitors through the development of a dynamic ranger work force which will meet changing organizational and employee needs.

The program will include actions which will focus on:

- developing a workable, organizational definition of the future duties, responsibilities and qualifications of the ranger occupation;
- establishing professional resource-based recruitment procedures;
- establishing an effective front door career entry path into the ranger profession;
- improving pay and career ladders;
- resolving twenty-year retirement problems;
- establishing ranger development programs, including means for accelerating leadership skill development for rangers at all grade levels;
- developing minimum fitness levels and medical standards; and
- expanding ranger recognition and awards.

Given the increasing complexities of virtually all aspects of ranger work, some have suggested that the ranger of the future should really be a public safety officer who would specialize in law enforcement, SAR, fire and EMS. Others have reaffirmed the traditional role of the ranger in resource management and resource protection, specifically backcountry and wilderness management. Some say that the ranger should primarily be a communicator and interpreter.

There are other issues as well. What about the skills now required to deal with volunteers and partnerships, so common in our many urban parks? Where does generalist work end and specialist work begin? And who will perform technician-level work if rangers are to become true professionals?

The latter is a key question. According to OPM, there's no way to professionalize the occupation unless one or more technician series are employed as adjuncts. The good news is that many technician series now exist which can be used.

At the very heart of the problem, many feel, is the lack of a clearly defined, agreed-upon role for rangers. I believe that an NPS ranger is a professional, resource-based, multi-skilled specialist whose primary job is protecting, interpreting and managing park resources – natural, cultural, human and recreational. She or he is a unique combination of ambassador, educator and protector. While both complex and arduous, a ranger's job varies in intensity and scope from generalist to specialist according to the nature of park resources and visitor uses.

We have taken a number of steps in the process of solving these problems. The first was to distribute a questionnaire to the field asking a number of questions about rangers and their duties. Responses have been received and collated, and a summary of both findings and comments follows. I think you will find it edifying.

A second focus over the past few months has been a fact-finding endeavor. The ranger futures steering committee and the private consultants who have been contracted to help us in this project have visited many areas, interviewing rangers, managers, superintendents and specialists. A concept paper on the qualifications, duties and responsibilities of the ranger of the future, based on these interviews, is now being prepared.

This paper will elaborate on the core skills rangers will need to meet mission needs, and will also discuss personnel system options that will best support the ranger of the future. It will be circulated for review and comment to all NPS units and to others who have an interest in this project. Once we, as an organization, have defined what we want the ranger of the future to be, we will then immediately move into an intensive examination of the best personnel management and classification system available to transform concept into reality.

## Ranger Futures: Results of the Survey

Since its inception, the organizational renewal work group, one of the four major working groups established following the Vail Symposium, has been examining ways in which the NPS can improve personnel management at all levels, from field employees to upper level managers. Their mission is broad; the issues they will be addressing are manifold, complex and not always in clear focus.

During early meetings with the Office of Personnel Management, an associate director for that office asked a couple of key questions which helped supply that focus: What do you want the Park Service to look like in years to come? What does the NPS expect in the ranger of the future?

Since conceptualization of the future ranger would require the work group to examine and clarify other important NPS occupations, the project would in turn help them shape a vision of the personnel system of the future and suggest approaches for reformulating and strengthening management throughout the agency.

Who could better provide a sense of the expectations for and demands on the ranger of the future than those currently working in the profession? In order to develop some initial information to work with, a questionnaire was developed for distribution to the field. To provide a convenient occupational framework, the core questions were drawn from the factors used in the OPM factor evaluation system (FES), the foundation for the job evaluation process of the federal position classification system. The questions, however, were reshaped to make them more specific to the NPS.

About 400 questionnaires were distributed throughout the service between March and June. Eighty rangers at all grade levels completed and returned them. Since proper completion of the form took nearly three hours and the decision to respond was entirely voluntary, the level of response was considered to be remarkable. Most of the returned forms reflected thoughtful consideration of the questions raised.

The consensus of respondents is that the ranger of the future will continue to need the broad-based skills of generalists, but also that we seem to be midway in a move toward greater specialization, or, as one respondent put it, toward becoming "specialists in a variety of disciplines." Respondents also demonstrated a clear recognition that complex environmental and scientific issues will require increasing numbers of natural and cultural resource professionals in order to assure protection of park resources.

The responding rangers frequently framed this trend against the reality of staffing at small parks where the generalist ranger is all that the Service can provide. Here's how one commentator summed up the issue:



Ranger giving a talk at the Liberty Bell at Independence.

Photo by Thomas L. Davies.

"Until budgets, case loads, and complexities increase, smaller parks will continue to need generalist rangers, while the need in larger parks will be increasingly towards specialization... The trick seems to be to provide a continuum from generalists to single-focus positions, without closing the doors to generalists and attracting the appropriate caliber specialists. Or provide an 025 series that allows for both and has positive incentives for specialization without creating separate career tracks for small parks vs. large parks. One reason for maintaining multi-focus positions is that our better managers come from positions that are multi-disciplinary."

On other issues, the answers were more clear-cut. A majority of those responding said that the minimum educational level for rangers should be a bachelor's degree, and an even larger majority of respondents said that a four-year college degree or better should be the required educational level for a journeyman ranger.

But the question regarding the kinds of experience that non-supervisory journeyman rangers should bring to the job received many different answers, further confirming the traditional ranger view of the vast diversity inherent in ranger work.

Questionnaire respondents show a highly motivated ranger work force with a deep concern about the future, but an uncertain view about where the profession is headed. As one ranger phrased it:

"One of the reasons why many of us remain rangers is because of the job diversity. Literally, we do not know what we might be doing on any given day. On the other side of the coin, we have reached our limits in the number of things we can

be 'expert' in... The implications are that we will become more specific and less generalist in our job descriptions... If managed properly, we will have a more specific job, but will not limit our own personal interests and will maintain the traditional image of the 'ranger'."

Here are the questions which were asked and some of the responses that were submitted. Numerical breakdowns of replies to the first eight questions were compiled and are provided; narrative responses alone were gathered for the remaining questions.

### Question: What is a park ranger?

The responses broke down as follows: generalist (32), educator/resource protector (13), resource protector (11), educator (5), specialist (5), resource protector/public safety officer (4), educator/public safety officer (2), public safety officer (2). The remainder did not answer the question.

"Interpreter, protector, resource manager, law enforcer, rescuer, teacher, friend, mythological figure."

"A protector of the resource, an ambassador for the resource, an educator about the resource. All-in-all, a communicator or go-between who understands the resource, who is capable of articulating the value of the resource to diverse publics and who is knowledgeable of the tools available to protect the resource and their effective application."

"I certainly don't think there is a real park ranger in the system over GS-9. We must not dilute the park ranger series with all the upper end bean counters."

"Anyone wearing the uniform and liable to be contacted by the public. I include maintenance, RM, interp and even headquarters staff."

"A park ranger is a professionally trained (and maintained) person whose *primary* mission would be to protect, conserve and manage the natural and cultural resources of the Service, but should also *secondarily*, provide for visitor and informational service to enhance the accomplishments of the above primary mission."

"As an agency we can't answer this. What a ranger is now is so varied that a definition is fairly useless. We could probably say that a ranger is an employee of the NPS whose missions (in priority) are to (1) protect park resources from people, (2) protect people from the resources, and (3) protect people from each other. However, that is basically the mission of the NPS and therefore would describe many employees who are not titled rangers."

"There does not seem to be a role for the ranger in the Service today. New real world complexities and requirements are rapidly separating us from our traditional role as a jack of all trades. Yet we have no new role to move into, no easily defined niche for us to fit within the organization. As a result it seems... we are floating within the organization with no real identity or purpose."

"A park ranger position should encompass all public safety functions: law enforcement, fire suppression and pre-suppression, emergency medical service, search and rescue. These would make up the core of the position and be the primary purpose for which the position was established."

"If we knew we wouldn't be in the trouble we are in now."

"A park ranger is many different things, jobs, and responsibilities. The name "park Ranger" should only be used for one type of job whether that be interpreter, resource management, or law enforcement. The way things are today in the NPS (most employees) call themselves 'park rangers' and all wear the same uniform. This is very dangerous in today's world. I would not go to New York City and don an NYPD uniform without having the proper police training and defensive equipment. Yet this is exactly what the NPS does by placing interpreters and resource management personnel in the same uniform as law enforcement personnel."

"The ranger is a 'field' manager who observes, analyzes, decides and acts on a wide variety of issues."

"At present in most parks, park rangers function as 'generalist' conservationists... performing a variety of often unconnected tasks, including nearly all forms of interpretation as well as biological monitoring, curatorial administration, emergency assistance and law enforcement. What any particular ranger does is and should be dictated by the specific needs of his park. However, the problem with a 'jack-of-all-trades' definition of the ranger role, while it was an asset earlier in this century, and still carries a mystique in both public

and ranger eyes... is that it produces incompetent performance in handling an ever-burgeoning complexity of park operations... Specialization within ranger ranks is *not* an option to the Service; it is the de facto situation of [today]."

"It is not very comforting when NPS management says you have no primary duty and then blames it on OPM. The park ranger's primary duty is the same as the director's, or the regional director's, or the superintendent's primary duty - protect the park resource from people, protect people from the park, and protect people from each other."

"Depends on the park. In a small one the ranger may do all or many jobs. In a large park he must specialize - interpretation, law enforcement, resource management or other areas and deal with multiple problems in that area. Like our parks, the ranger symbolizes... our nation and what it all stands for: the protection of the visitor and of precious historic and natural resources of the nation."

#### Question: What is not a park ranger?

The number of responses exceeded the number of forms returned and varied widely, including: the ranger is not properly a specialist (12), the ranger is not a policeman (9), the ranger is not a bureaucrat (7), the ranger is not a generalist (7), the ranger is not a "non-people" person (4), the ranger is not a clerk (5), the ranger is not a support person (4). About 25 respondents either did not directly answer the question or submitted ambiguous responses.

Here are some of their specific comments on what a ranger is not:

"Maintenance people, administrative people, concessions specialists, most central office staff."

"Individuals engaged in support service of park operations and goals. Research, maintenance, administration."

"The true specialist, one who has one field of knowledge and/or skills, is not a park ranger."

"A ranger is not a specialist. Specialty fields have their own series and classification guides with attendant careers. In those fields of endeavor that have become more and more technical in nature, and where a definite and recurring need exists, we should identify the proper profession and fill it as such."

"A park ranger is not a generalist or a resource management specialist. A ranger is not an emergency services specialist."

"A park ranger is not an automated entity with a set of pre-programmed reactions or solutions to issues or problems. A ranger is not the same as a sales clerk, a ticket taker, a security guard, or an entertainer/tour guide."

"A ranger is not a fee collector or a campsite manager, a tour guide or a traffic police person. A ranger is not a historian, biologist, recreation specialist or criminal justice special-

ist. A ranger can be trained in any of these or do any of them when needed, but is not 'this.'"

"The park ranger is not just law enforcement, fireman, biologist, interpreter, etc., but a diplomat dealing with highly educated people in city, county, state, federal and private organizations with a myriad of challenges of interest each organization is concerned with."

"A 'cop,' a pitchman, a showman, a P.R. expert, a bean counter, or a regulator."

"The park ranger is not a dispatcher, fee collector, concession specialist, typist, or information receptionist. The park ranger does not conduct research - nor is the park ranger a cultural resource management specialist or a natural resource management specialist (as now defined). These are specialist positions."

"Fee collector, bus driver, policeman, dispatcher, clerk."

"A park ranger by mission is not solely a 'cop,' but in some parks in actual practice that's what rangers are because in the hierarchy... They work most on... protecting people from each other. On the other hand, a ranger must be a 'cop' to protect park resources from people. As much as we, as an agency, want to protect resources by interpretive (education) means, it is obvious that interpretation alone is not enough."

"A park ranger is not strictly a 'cop' or a 'fireman.' In some, but not all, park ranger positions, skills in these functions are necessary but should not be controlling at the entrance level."

#### Question: What should a park ranger be? What broad-based core skills does a ranger need?

The largest number (24) said a ranger should be a generalist, with the second largest (12) holding that a ranger should primarily focus on resource protection. Other respondents said the ranger should be a specialist (9), a combined resource manager/interpreter/law enforcement officer (7), an educator (6), or a resource protector and public safety official (5).

Their comments on the broad-based skills needed for the future:

"The most important 'skill' is a thorough understanding of the resources in your care, whether natural or cultural. This goes beyond mere taxonomy. Real understanding of the resources, their relationship with each other and broad context in which they function or exist, is *critical*. If we don't know what we're explaining, managing or protecting, we simply will not succeed... The second core 'skill' is an attitude... The necessary attitude is one of public service in its slightest sense... Next are people skills... Core skills, then, are only three (1) know your resource, (2) believe in the mission, and (3) work with people."

"The traditional broad-based skills of the ranger of the '60's and '70's is right on target."

The formative years are dedicated to learning a broad range of skills, slowly folding in supervisory and management skills, until you have a manager who knows the resource, knows how a park runs, has some concept of the needs and demands of maintenance, administration, interpretation and protection. Theoretically, the people with this background, who demonstrate good judgement, will progress to management roles and lead the Service up the right path."

"Rangers need to have core skills in natural resources, recreation management, and public relations. They need to be versatile and flexible, with the ability to think and act independently and carry out projects or job responsibilities completely with little or no supervision. They have to be able to remain calm and think clearly in stressful, adverse and dangerous situations. They must be physically fit and mentally stable, able to act decisively. They have to be brave, have confidence in themselves and the goals of the Park Service."

"A ranger should possess all those emergency service skills... appropriate for the area in which he or she works based upon the park's needs assessments. In addition rangers should possess a core group of people management skills."

"A park ranger needs to have a law enforcement commission, an inter-agency fire qualification card (preferably with arduous fitness rating), the appropriate EMS certification based on the park's needs assessment, and any other specific skills appropriate to his park, such as technical rescue skills and diving certification. A park ranger ideally should have an academic background in a natural science so that he can recognize plant diseases, work with wildlife management projects, interpret the resource, and compile species inventories as well as other work in resource management. This academic background is secondary to the primary skills mentioned in the first paragraph, particularly since the National Park Service does not compensate rangers for their background and skills in resource management."

"A park ranger should be an individual committed to preservation and public service. A ranger should have the ability to reason with, convince, and motivate others. A ranger should have the ability to observe people and situations to gather information needed to respond to diverse situations. A ranger should have the ability to read and understand complex scientific, historic, or legal materials (and perhaps even more complex NPS guidelines and SOP's). A ranger should have the ability to understand, accept, and communicate with diverse cultures with different values."

"I must be very general here because I am a specialist, not a ranger. That is, I do a specific set of actions to keep the park operational. The core skills of the ranger should enable the ranger to know when a specialist is needed but have the skills to handle minor problems



Ranger on river patrol on Upper Delaware River.

NPS photo

themselves. I get the impression the present ranger skills course is intended to do this."

"Primary skills: (1) environmental skills, (2) communication skills, (3) public relations skills, (4) human resource skills. Secondary skills: (1) Air quality, (2) water quality, (3) hazardous waste, (4) other land management concerns. The park ranger will be working closely with, and perhaps supervising, research scientists in all aspects of environmental research. This requires a degree in science as broad as possible. The park ranger will be working with managers and scientists from other organizations who will be very sophisticated. This is already happening, but will be more frequent in the future."

"The park ranger of the future should be and must be even more a specialist, either in protection services or resource management activities or interpretation, *without* crossover duties among these broad categories of ranger operations. Within these three broad specialties, each one should further specialize to accommodate his particular skills/interests to park themes/jobs/needs and each should have his own career ladder from GS-05 to 15 emphasizing a logical sequence of development in that specialty... Owing to this specialization in response to environmental complexity, all 'rangers' will need to become teamworkers to accomplish the overall mission of any park, learning to cooperate; there will be no opportunity for system 'stars' who can wing through an unending gamut of crises on sheer initiative and charisma."

"Naturalists should not be rangers (titled), they should be naturalists. Ushers should be ushers. EMTs/medics should be titled that. Only those positions with a broad range of duties should be titled rangers. The people in those broad positions should be thought of as 'specialists', not as 'generalists.' The concept of a 'generalist' ranger should be thrown out

of our vocabulary and eventually out of our minds because the semantics stand in the way of recognizing that what many rangers are and should be is highly trained and skilled individuals who can and do operate in situations that would overwhelm those with skills in only one operational area... The ranger of the future should be the 'specialist' who can accomplish all the functions needed to accomplish the agency mission... but not a scientist or resource management specialist."

"All rangers should have a solid education in management of natural resources (and perhaps cultural resources, depending on where they work). They should have a good general background in the biological sciences, including knowledge of *scientific principles* as they apply to natural and cultural resources management. A broad-based education, with elements of biology, geology, paleontology, anthropology, history, and numerous other related subjects, will enable rangers to relate to various situations and areas during their careers."

#### **Question: What is the absolute minimum educational level the new ranger must have?**

As noted above, the majority (43) said that a bachelor's degree is essential. Another 17 specified graduation from high school, and a dozen favored a two-year degree.

"A bachelor's or higher degree from a full 4-year course of study at an accredited college or university with a specialization in a major field of study or specific course requirements in one of the following – biological, physical, or social sciences; or conservation."

"A BS or BA should be the minimum educational requirement for a professional series. Experience could be substituted, but only that experience gained in NPS positions. Speech and communication, political and social science, business management and computer

skills would be desirable. A BS or BA in law or social sciences should not be considered as meeting the education requirements for entry level positions."

"The minimal education requirement for a National Park Service Ranger should be a four year college degree. Ideally I would like to see a college program in resources management that covers both cultural and natural resources and stresses management skills that are also related to human resources. This would sort of be a combination of biology, history and business management degrees. I am not sure if such a program exists, but I feel that such a program would meet our needs in the future."

"Bachelor's degree, but not restricted to a particular field. A liberal arts education is superior in many ways to a natural science-based curriculum as preparation to become a ranger and vice versa. Desirable course work in either case would include advanced writing, traditional logic, and philosophy of science (i.e. scientific methods)."

"The minimum level of skill should be a bachelor's degree with a natural science major. Required courses: (1) natural science background as broad as possible for basic understanding of the way the environment works, (2) English for writing and reading skills, (3) basic skills of another language if possible, (4) geography to better understand other cultures and lay of the land, (5) political science to understand how government works, (6) speech skills to articulate with the public and others when called upon, (7) social science to better understand the human resource they will be working with, and (8) history for a better understanding of our heritage."

"Absolute minimum requirement would be a baccalaureate degree in a specific resource field. This would effectively split the Park Service into two general career groups – the naturalists and the culturalists – but it might not be as career restrictive as some would think. Natural areas have cultural resources and cultural areas have natural resources to manage also. Real 'crossover' would begin at the second supervisory level... The reasoning is simple. It takes a long time to become knowledgeable about specific resources. Specific skills training (law enforcement, EMS, etc.) takes less time and is less expensive than resource specific training. Without a thorough foundation in the resource, it's impossible to effectively protect, manage, or explain it. Without that foundation, our programs become all style and no substance... Desirable: minors in such fields as communications, theatre, education, even philosophy... Simply: major in science, minor in people."

**Question: What is the absolute minimum educational level the journeyman ranger should have?**

The answers were about the same as above, with the majority (51) stipulating a bachelor's degree. Another 15 said a two-year college

degree should be required, and seven said a high school degree.

The comments to this question were about the same as those regarding a new ranger.

**Question: Is there a particular kind of experience, in combination with education, that the new ranger should bring to the job?**

There were a wide variety of responses; they included seasonal work (16), "outdoors" work (11), experience with people or public relations (8), public safety experience (5) and communications (4).

"A new ranger with prior experience as a seasonal or part-time in any work such as fire-control, patrol ranger, interpreter, river-runner, mountain guide, blue collar work in resource management, a youth leader (Outward Bound, camp counselor) would be very relevant and most valuable to me as a supervisor."

"In a young ranger, I would look for experience in past employment of some type and at a level that establishes some indication of a work ethic and responsibility. This could be in the form of summer or part time employment while in school. My preference would be in some field related to land management. I would also look for volunteer background in such areas as firefighting or emergency medical services."

"They must have good oral and written communication skills. What is more – we are looking increasingly for folks who are multi-lingual."

"Experience in participatory problem solving or participatory services whether as a professional or volunteer. In other words, show some capability of interacting with the public."

"Experience as a temporary/seasonal employee would be rated very highly as an addition to education. Mandatory experience should be success in working with the public, proven communications skills, ability to gather, sort, and analyze information."

**Question: What type of education forms the basis to carry the ranger through middle and later career assignments?**

Again, a variety of answers were offered. The primary ones were a college degree (18), management training (14), a masters degree (12), and on-the-job training (10).

"Supervision and management training along with an awareness of political sensitivity combined with solid field experience."

"These people should have a strong foundation in some discipline. Though interdisciplinary education has advantages, I think the people should have a sound basis in a subject such as biological, earth or social science or conservation. A master's degree or higher is better."

"I believe there should be a minimum requirement of a BS for the journeyman level, which will carry many rangers through their career. Some individuals with higher aspirations will want to pursue advanced degrees in resource management fields... There is a disparity now between divisions because some protection rangers feel that they do not need degrees, and many of them don't have them. However, it is impossible to do resource management or interpretation well without a degree, and difficult to do many protection jobs adequately without a degree as well. Protection rangers should face up to reality and stop holding down the level of professionalism in the Service. We need an education requirement for the ranger series."

"The four year bachelor's degree will carry the ranger through the major part of his or her early career. If a ranger progresses to or shows potential for upper level management or specialization in cultural or natural resources management, then an advanced degree or, at a minimum, work toward an advanced degree would be beneficial."

"Courses in humanities, social sciences, biological sciences, group dynamics and interaction, governmental structure and community/recreational planning."

"To carry a ranger through his middle career years, he needs (in addition to constantly updating his specialty) to augment his education with managerial and psychology courses for improvement in handling the public and dealing with co-workers. He should also broaden his fundamental park philosophy through exposure/discussion of innovations in other parks/programs. Sabbaticals within the specialty to other parks or to other park systems in other lands would encourage proper growth."

**Question: What kind of experience must the non-supervisory journeyman ranger bring to the job?**

Except for seasonal work (13), communications (9), public safety experience (8) and a college degree (8), respondents suggested a mixed bag of skills, including knowledge of the NPS, the ability to work independently, and experience in, among other things, management, public relations, education, and law enforcement.

"Experience working in a protected area, such as a state, county or national park. Experience in contacting the public, presenting programs to the public, doing maintenance tasks, and working in enforcement activities. Experience in research or resource management activities."

"Solid, knowledgeable law enforcement skills (for LE folks); emergency medical skills commensurate with the area; at least an associate degree; effective communication skills (verbal, written); physical fitness (for LE and emergency services); ability to work with others."



Above: Natural and cultural resource specialists in Pacific Northwest Region working with historic base map. Below: Taking a break on the fireline during a recent fire. NPS photos



“Must show ability to communicate with people and to interact with people in a positive way. Must have the ability to plan work, forecast needs (both short and long range) and set priorities.”

“Mandatory: (1) law enforcement, (2) EMS, (3) resource protection. Desirable: (1) resource management, (2) safety, (3) SAR, (4) land management.”

“Depending upon the pursuit an individual has attained to be a journeyman and interest displayed in skills/experience, I would look for those traits that would suit the job. By the time a person is a journeyman (he or she) should have experience in more than one park; should have established a work pattern (ethic) which is desirable; and get along well

with their peers and supervisors.”

“Knowledge of human behavior, communications, and the subject matter of one field (natural history/history).”

“The ranger needs the attendant skills to support a law enforcement commission: patrol and investigative techniques; ability to work with U.S. attorneys and cooperating LE agencies; transporting of prisoners; knowledge of federal criminal statutes, etc... Basically, the ranger needs the ability to learn all the skills needed to be a public safety officer.”

“The journeyman ranger must know the resource and have the specific technical expertise to fulfill his or her role in explaining, protecting, and managing the resource. The nature and extent of the technical knowledge

varies with the specific discipline. A journeyman interpreter should not have to be taught how to research and present a program. A journeyman protection person should have the training, experience and judgement to independently handle the normally predictable kinds of incidents that occur in the specific park.”

**Question: Put yourself in the role of the ranger’s supervisor. How would you supervise the ranger? What kind of supervision would you, as the supervisor, feel he or she must have?**

“An important tradition of the NPS is independence. I would expect a ranger to be able to independently do his or her part in the overall management of the park. As a supervisor, I would want to keep everyone focused on what the mission of the park and Service is and generally parcel out the workload... Once they understand the overall objectives and their part in them, I would only want to be consulted for (1) periodic updates both on progress and problems, (2) clarification about how a specific project fits in the big picture and how they should interact with the other players, and (3) in the case of problems they can’t resolve themselves.”

“Rangers need broad general guidelines and specific detailed briefings on new projects and investigations. The ranger has to work alone effectively. Two days per week, the supervisor will be off duty and usually, the ranger and supervisor work different shifts on the same day, so there’s often only a couple of hours of overlap.”

“The journeyman rangers of the future should be given as much leeway as possible so they can accomplish their work without undo interference from the supervisor.”

“Most rangers I’ve met... are self-directed almost to an extreme, able to analyze and develop their own goals, have enough initiative to pursue them, discipline themselves to accomplish their missions.”

“A full performance journeyman ranger should need little direct supervision. Broad tasks should be assigned by the supervisor. The ranger should then be able to determine what policies and guidelines to apply in meeting this task and then go out and do it. The supervisor’s role should be that of spot checking for appropriate completion of tasks, answering questions and offering support, and facilitating the employee in completing the task.”

**Question: In the future, would you expect more or less written instructions to be available to help the ranger do the work?**

“There will, by necessity, be more written instruction available in the future. The increasing complexity of managing visitor use and the need for credibility in our manage-



Rangers making a traffic stop on Blue Ridge Parkway.

NPS photo

ment decisions will require this. Interacting with the visitor is one area where it is up to the ranger to sink or swim. No written information can truly guide a ranger in developing relationships with the visiting public."

"Information about resource management issues changes very rapidly. NPS policies, regulations, and manuals cannot possibly cover many of the situations that arise, which is yet another reason our work force needs to be well educated, and to have the ability to learn on their own."

"I don't see where it is possible to produce more written instructions for the patrol ranger."

"Specific written instructions are fine in controlled situations, but after eighteen years with the Park Service, I think it is safe to say the ranger's work conditions are uncontrolled and unpredictable. Therefore, no matter what effort is put into trying, there will never be written instructions developed to cover half of what a ranger could face in one day."

"While I expect there to be more written instruction, I believe this is a mistake... Many day-to-day activities cannot and probably should not be covered by policy."

"The trend has been toward having more written guidelines available for ranger work and I see this trend continuing."

**Question: In what ways do you expect the job of the ranger in the future to become easier? In what ways do you expect the ranger job to become more difficult?**

"I don't see the ranger job getting easier in any way. The job will become more and more difficult due largely to advances in technology and imposed higher standards in all areas of

the service industry. The ranger had better be concerned about politics; it will become more important in the future."

"I don't expect the ranger job to become easier. It will become more difficult because more and more people will be making greater demands on us, from sheer numbers alone... Environmental concerns will place us at odds with special interest groups in a more adversarial role, and politics will play a crucial part... Budget cuts, inadequate pay, and housing; more and more demands placed on us as far as job skills."

"The difficulties in the future, I believe, will be the nature in which the agency deals with the growing diversity in the U.S. population. Whether or not we become something of value to the wide diversity of cultures and cultural values will determine our success or failure. Political realities and compromise will continue to be factors in the NPS and the journeyman ranger will need to be aware of these factors and be able to accept them."

"On the assumption that the ranger is the cutting edge, the job will be immensely more complex. Even more, all journeyman rangers will need skills in all areas. Interpreters will help take care of resources and protection will help interpret. I also assume that direct personal contact is still the best means of communications with the visitor. As the number of visitors and diversity of groups increases this will also become more difficult. Technology and politics both come in here because they can get in the way - tape recordings are not personal contact and arguments over budget reduces FTE's..."

"With a higher degree of professional qualification/expertise going into the job, with greater specialization in each particular job description, with technology such as computer enhancement, and with a growing public con-

cern in environmental/historic issues, I believe the ranger of the future may encounter less hostility and have a greater sense of competency, thus making his role 'easier.' Coordination of efforts among rangers and other park personnel may, on the other hand, become more difficult because it will become more extensive, more intensive, and absolutely necessary; just as coordination among park sites, cooperating associations, private sector partnerships lie in our future and will increase in scope."

"I don't expect the job to become easier. We deal with politics on a daily basis in the broadest sense. Any National Park Service area represents a 'political' constituency. It's a fact of life that journeyman rangers must acknowledge and learn to deal with effectively."

"The level of complexity is not likely to change significantly. More large parks will remove more and more resource management/science program functions into separate divisions because of increasing complexity of managing these programs... NPS appears to be unwilling to leave behind some poorly conceived sentimental concept of rangers and our mission and our 'superiority' to other agencies. It's really hurting the agency but in my view is not likely to change."

"I don't expect any part of the job to get easier. Competing demands for natural resources will continue to increase, as will outside pressures on the parks. Our job will become extremely complex and rangers will need to be more specialized in order to do their duties well. I envision more specialized rangers becoming better at a more limited range of activities. We will become fragmented. The challenge will be to understand and work with other rangers doing specialized tasks... Rangers are not nearly the generalists they once were. We still need to understand the full spectrum of ranger duties, but we also need to focus on a portion of those for any given job in order to do it well."

**Question: What are the consequences for the Park Service if our rangers perform poorly? What do you see as the impact of 'top-notch' performance by the ranger?**

"If the ranger performs poorly then the quality of the visitors' experience in the park diminishes and the resources of the park suffer."

"The best example that comes to mind of good, well-directed performance by rangers is the public support now given to Everglades National Park, which has resulted from over 20 years of effort by rangers to educate the public about threats to the park."

"Public support from all the various publics is absolutely essential. Poor performance in any area will undermine the public confidence in our ability to manage the parks. Poor performance or irrelevant programs will put us in the 'nice to do' category and at least doom us

to mediocrity if not outright extinction as an agency..."

"It seems to me that there are short and long term consequence to poor workforce performance. Examples of poor short term consequences are: cases lost; arrests not made; needless suffering and death from incompetent EMS work; fires not suppressed, etc. Long term consequences would include: loss of public confidence and the possibility of loss of funding in certain areas by Congress and Congressionally mandated actions and removal of management discretion."

"The destruction of the Park Service system itself. 'Top notch' – it will be what the system was set up for and it will keep going."

"The survival of the agency and the national resources depend on the performance of the ranger. The ranger is usually the main and frequently the only contact between the agency and a wide variety of publics. If that contact is uninformed, insensitive, rude, or non-existent, the agency will lose its reputation and thus its ability to preserve resources when threatened by outside influences. In addition, if the new ranger 'corps' does not reflect the cultural diversity of the nation, our best intentions will still not insure the survival of the agency and the resources."

**Question: [What] kinds of people or audiences [do] you expect the ranger to be dealing with?**

"Contacts with the public-at-large could number in the hundreds to thousands a day – these contacts could be warm and friendly, or tense and stressful, or interesting and challenging, and/or hostile or acrimonious."

"Rangers need to be able to communicate with people on all levels of age, economic background, social standing, education, ethnic origins, etc, etc. What adds to the challenge is that the message that needs to be relayed is often the same but has to be presented in different ways in order to get it across. The ranger has to be able to adjust... These contacts are not always positive. On a regular basis rangers have to deal with intoxicated persons, frightened or grieving persons, people with a beef about something the park or the government in general has done, criminals, victims, mentally unstable individuals, appearing at public hearings on sensitive issues such as gypsy moth spraying or local development, etc. All these contacts can be extremely challenging to say the least."

"On a daily basis the ranger will interact with the park visitor as well as local agencies and communities. These will be, for the most part, positive-relationship building contacts. The ranger will meet with special interest constituent groups on a sporadic basis. The contacts have the potential to run the gamut from informal to formal and friendly to hostile. The ranger will, at times, be forced to make decisions that negatively impact a certain con-

stituency. The ranger will have to be skilled in minimizing damage to the relationship between the park and the constituency."

**Question: How do you see the physical demands on the ranger of the future? Will the demands be greater or less than today?**

"Physical demands on the ranger will increase as more and different recreational activities develop. Visitors will probably go farther, faster and higher as technology creates the next activity, and those who don't participate will want to have it explained to them."

"The physical demands on all forms of protection rangers will definitely increase as crimes within parks increase... and I definitely do foresee crimes – personal, poaching, vandalism – increasing without any remedy to avoid such in the near future... The physical demands on resource managers and interpreters ought to remain stable or even decrease through specialization. Today these rangers must often crossover in their duties, thus having more physical demands than they can reasonably meet."

"For many rangers the trend of more office work and less time in the field will probably continue."

"Physical demands will be greater. Not only in the area of protection and public safety, but also in deteriorating environments. Employees now are required to perform strenuous work in urban areas with poor air quality. This is likely to remain a problem in the future."

**Question: How do you see the work environment for the ranger of the future in terms of the comforts, risks and hazards?**

"As for comforts, I do not see many. Perhaps some use of new technologies will be of some assistance. Continued improvements in housing will aid in comfort for the ranger in his or her family situation. The biggest comfort will be the continued image that the park ranger has enjoyed with the public. The ranger of the future will need to keep this alive and take advantage of it in promoting not only his or her profession, but the protection of park resources and values... Examples of environmental hazards faced by rangers will include: decreasing air quality affects on health, working in hazardous weather conditions... possible exposure to infectious diseases such as hepatitis and AIDS, exposure to hazardous waste and chemicals transported through or near parks."

"The future of the ranger to me is bleak in terms of comforts, risks and hazards. This is due to reduced or static budgets which means poor pay... but with increased demands of law enforcement with more risks/hazards. The old axiom 'do more with less' would apply as law enforcement rangers are doing today."

"The work environment for the ranger will become more complex. The environment of public meetings, court, boards and commissions will be stressful and intense. The outdoor work will be physically stressful and intense. In addition, in many areas, rangers are required to exercise a wide variety of social skills – from representing the Service at picnics to black-tie events."

"I do not see any change for the better, unless the economy of the U.S. improves to the point that there will be a large increase in appropriations. Physical structures will get older and more crowded as increasing paper loads require the addition of more clerical staff. As the public becomes more involved with park use and wants to do more or on park 'vacant' lands, GS-9 to 11 rangers will be called upon more and more to become involved with or meet with groups and boards to explain park policies..."

"Again, about the same. The only glaring exception is in law enforcement. If present trends continue, the physical risk of doing law enforcement anywhere is going to increase dramatically. Body armor doesn't protect against a head shot."

"The work environment in most parks appears to be deteriorating rapidly as facilities upgrading gets put off due to lack of funding. Rangers rarely have adequate office space... We must mitigate the paperwork. Too much reporting and work groups accomplish little and take away critical time from the major tasks and missions. Most rangers would, of course, prefer to spend more time in the outdoor environment instead of pushing paper."

## Future Federal Budgets: Implications for the NPS

Mike Hill  
Bevinetto Fellow  
WASO

Our quadrennial theatrical extravaganza is once again upon us: Two guys spending lots of money trying to convince us that we should elect one of them President so they can spend some really serious amounts of our money for the next four years. A third spectral semi-candidate hovers in the hinterlands with millions of supporters threatening to run or not run depending on how the other two promise or don't promise to spend all that money.

They have one thing in common. All three agree that we cannot continue the existing process.

Although there's been a lot of heated debate about the budget and the deficit this year, most of it has been in grand and general terms. What's been lacking has been some basic information on the budget process, how we've gotten into this jam, and what the overall implications are for future management of federal agencies. This article will look a little at the big picture and the federal budgetary processes, but will also examine the conditions that have led to the current squeeze on the National Park Service's operational funds — a squeeze which by all accounts is getting worse despite a 30 percent budget increase last year.

Let's begin with an illustrative story, one that any ranger can empathize with.

When I was a seasonal, I had a credit card. For several years, that magic piece of plastic made the difference between surviving between seasons and not. Inevitably, despite the best New Year's resolutions to the contrary, I would stagger back to Sequoia every spring, low on cash, with the credit limit maxed out, hoping that my EOD wouldn't be delayed and praying that the first paycheck wouldn't get gobbled up by the system.

The bank was as impersonally consistent as banks usually are. They sent a nice note every month saying you owe us "X" number of dollars and you have to pay us at least "Y" amount by such and such a date. They also charged about 18.5% interest on the difference between "X" and "Y". As long as you paid them the interest, they'd let you owe them money, apparently forever.

After about a year of being terminally stressed out about making these payments and being "a little" late a few times, an amazing

*Mike Hill is in the second year of a two-year Bevinetto Fellowship. The first year was spent as a staff member on the Senate's Energy and Natural Resources Committee.*

thing happened. They increased my credit limit! Now, if I were diligent about spending even more money that I didn't have, I could be even more stressed out!

The federal budget process is surprisingly similar to managing your personal finances with credit cards. The numbers are different by several orders of magnitude, but the same general process applies and the same pits are yawning there for the unwary to fall into.

The credit card personal financial management is very simple: Guess how much money you will make next year. Spend it all. Then spend a little bit more. Put it all on the credit card. Hope for a lot of overtime or hazard pay. Plan on paying interest on the unpaid balance for a very long time. Keep trying to get your credit limit raised so you can have a bigger and bigger outstanding balance. That's sort of a microcosm of the federal budget today.

We the people, through our elected representatives, are spending more money than we are making and we are borrowing the difference. This may have some potentially serious impacts on the National Park System and on us as rangers.

Believe it or not, the "national debt" was a topic of dinner table conversation in my conservative farm family. My folks viewed it similarly to the mortgage on the farm. The whole idea was to pay it off so you could eventually leave your offspring with a paid-up, profitable business which they would hopefully enhance and improve for *their* offspring as an inheritance.

Nobody talks about the national debt anymore. The numbers are reminiscent of a moon landing trajectory calculation, and people's minds just fuzz over. Our national debt is equivalent to the total amount owed the bank on that credit card. It is currently more than \$3,000,000,000,000. That's three trillion dollars, in case the zeroes overwhelmed you. How did we get there?

Congress periodically passes a law that says "We're only going to borrow up to \$3 trillion." Then, when it gets close to that, they pass another law, "Only \$4 trillion *and not a penny more!*" You may not be able to raise your personal credit limit but we sure can raise our collective limit.

Instead of the national debt, the big topic now is "the deficit." That's the difference between income and outgo, and is still the major concern of everyone who is trying to live a relatively decent life on a public servant's salary.

Of course, we, individually, have to live within our means. Over time, income and outgo have to at least balance. Ideally, we spend a little less than we make and save some for luxuries like college for our kids and food when we retire. Collectively, though, we have simply raised our credit limit. Remember that 18.5% interest? We are currently spending about 27% of our annual federal income paying interest on money we've already borrowed!

What would you do if 27% of your income went to the minimum payment on the credit

card bill? Probably try to make the credit card bill go away. One of the reasons that the economy hasn't recovered as quickly as the optimists thought is that we, individually, got tired of paying all that interest on the borrowed credit card and paid off our credit card bills instead of spending on goods and services to keep the economy all revved up. We, collectively, apparently aren't tired enough yet. Japan, on the other hand, doesn't even have a national debt, much less a deficit.

Congress has tried to at least get the deficit under control. They have passed several laws, starting with the 1974 Budget Act, and including our old friend Gramm-Rudman-Hollings in 1985, son of G-R-H in 1987, and most recently the Budget Enforcement Act of 1990. These make it more difficult, but obviously not impossible, to spend more than we make.

In 1985, the proponents of G-R-H said "Hey, just do what we tell you and the deficit will go away by 1991." In 1987, the proponents of G-R-H Jr. said "Well, maybe we were a little optimistic, but hey, do what we tell you this time and by 1993 the deficit will go away." By 1990 they were saying "You know, we might not be able to make the deficit go away completely but, hey, if you just do what we say this time, we can get it down to less than \$100 billion dollars by 1995!"

The trend in these budget control laws is to impose tighter and tighter constraints in how much only the Congress can spend and where it can spend it and sneaky ways to increase revenues without encouraging lip reading. It's a gradual process. Most elected officials really do want to do what's best for their constituents. They also really do want to stay elected. Those two desires may be mutually exclusive when you start talking deficit.

There may be a couple of 70's counterculture hold-overs who would actually encourage federal bankruptcy to hasten the "revolution." However, most voters consistently tell pollsters that they want responsible government and a balanced budget. If you ask them if they want to increase the government's income, the answer is not only "No," but "Hell, no!" If you ask them what should be cut, the answer is some variation of either or both of the following: "I don't care what you cut, as long as you don't cut..." (insert: my social security, my Medicare, my job building great big nuclear attack submarines or stealth bombers, my HUD grants, etc.) , or "I want you to cut out such and such program or agency because those damn lazy bureaucrats aren't nice to me."

The reason no regular voter can say with any certainty just how he or she would like to see all that money spent is that the budget is so huge that nobody knows everything that's in it. P.J. O'Rourke in his book *Parliament of Whores*, reports that Richard Darman of OMB said this in his introduction to the FY 1991 budget: "It contains almost 190,000 accounts. At the rate of one per minute, eight hours per day, it would take over a year to reflect upon these."

So controlling federal spending is roughly similar to giving your credit card number to 535 of your closest ranger friends and putting them on the mailing lists of L.L. Bean, R.E.I., Land's End, and Patagonia all at once, then admonishing them to only buy what they reasonably think they might need sometime.

The current federal budget process has a timetable. By January 30th, the Congressional Budget Office (CBO) is supposed to guess how much income and outgo the federal government will have the following October through September. By the first Monday in February, the President is supposed to submit his budget to Congress, and the Office of Management and Budget (OMB) is supposed to make *its* guess about income and outgo eight to twenty months in the future.

CBO and OMB usually don't agree on their predictions. The law says that OMB's guess is the one that the Congress has to use. So, before a dime is even budgeted, much less spent, the Congress, which has been given one set of numbers by people who work for them, have to make spending decisions based on another set of numbers given to them by people who don't work for them and who they don't trust. (Do you begin to see where there may be a problem here?)

By mid-April, the Congress is supposed to have passed the "budget resolution" for the upcoming fiscal year. This is an agreement between the House and Senate that basically says "OMB says we will have 'X' dollars to distribute, and, even though we can't believe them about anything else, we will let the appropriations committees spend money like we believed them about this." They divide "X" into thirteen little "x's" (separate appropriations bills) and give one little "x" to each appropriations subcommittee of the House and the Senate appropriations committees. Big "X" is not the whole federal budget, but it's the one that matters to us because that's where the little old NPS is hiding. Our little "x" is the "Interior and Related Agencies Appropriations."

Our little "x" won't change (except to go down under a sequester) after the budget resolution is passed. This year, for the first time, our little "x" got littler. FY 92 big "X" was \$526.20 billion. FY 93 big "X" is \$506.13 billion. The FY 92 allocation to Interior and Related Agencies was \$13.24 billion, FY 93 is \$13.23 billion. A 1/100 decrease doesn't look like much, but it's \$10 million less, about what it takes to operate Acadia, Biscayne, Capital Reef, Glacier Bay and Hawaii Volcanoes for a year. So, this year, the Interior and Related Agencies Appropriations Subcommittees in the House and the Senate have the thankless job of divvying up only \$13.23 billion.

"Amongst whom?", you may wonder. That little spending bill pays for the BLM, the Fish and Wildlife Service, Geological Survey, Mining and Minerals Service, Bureau of Mines, Office of Surface Mining, Bureau of Indian Affairs, Territorial and International Affairs, U.S. Forest Service, Department of Energy, Health and Human Services, Depart-

ment of Education (Indian Education), Office of Navajo and Hopi Relocation, Smithsonian Institution, National Gallery of Art, Woodrow Wilson International Center for Scholars, National Foundation on the Arts and Humanities, a few other commissions and the National Park Service. So, of that \$13.23 billion, if we, the NPS, get more money, someone else gets less. After the budget resolution is passed, appropriation is a zero sum game.

You are probably wondering, "What's the point?" The point is that the National Park System is in what may be labeled a "Potentially Precarious Pecuniary Position."

Most of us plasticize our way through the Christmas season, then hope for enough overtime or fire money or income tax refund to pay it off before summer is over. Eventually, though, when we decide to retire the credit card bill, we have to prioritize our spending to make it fit within our income. We make the old "Got To Do/Nice To Do," distinction.

The appropriators have to do the same thing. First the budget committees make the allocation among thirteen different appropriations bills. The GTD/NTD distinction is already being made, in part, because the Congress doesn't have a tremendous amount of control over certain expenditures. These are the "entitlements" we hear about – social security, Medicare, veterans benefits, welfare, and several other programs that pay out money to the people who qualify.

About the only way the Congress can change how much money we pay out to these programs is to change the rules about who qualifies. Once you're in, under the rules, you're in. Send in the form, Uncle Sam sends you the money. Those programs have to be funded to meet the projected demand. (Remember we're into a major league crystal ball exercise, eight to twenty months in the future.) They call it "relatively uncontrollable spending."

"Discretionary spending" is the part of the budget where the Congress can say "I don't care how much you say you need, you're only going to get this much." The spooky thing is that if we totally eliminated *all* discretionary spending, we would still have a deficit.

The NPS is one of those discretionary programs. Our task, then, to assure the survival of those resources we are supposed to be preserving unimpaired for the enjoyment of future generations, is to keep the NPS pieces of the appropriations pie in the GTD column.

As the budget noose tightens, the temptation on the part of some legislators to slide us into the NTD column will become greater. The May 6, 1992 edition of the *Frontiersman*, an Alaska newspaper, reported the following: "In trimming national spending to reduce the deficit, [Representative Don] Young [R-AK] said he would support gutting the National Park Service 'right off the bat,' while leaving the military budget alone." There are, however, other legislators who at least feel that the NPS should be in the NTD column, even if they don't have an actual vendetta against us.

The accepted wisdom among some in

Washington is that anyone who seriously proposes a deficit reduction plan that will work could not possibly get elected. Why is that? Ross Perot hired John White, a Carter Administration deputy at OMB, to make a plan that would work. This plan would have raised taxes on alcohol, tobacco and gasoline. It would have cut cost of living increases for some social security recipients, made social security recipients pay income tax, made Medicare beneficiaries pay a bigger share, cut \$40 billion from defense and taken on almost all of the environmental community's favorite bogey men – below cost timber sales, mining, and cheap reclamation project water.

Remember the voter's response? "I don't care what you cut as long as you don't cut my...?" If you start tinkering with social security and Medicare alone, you have just about messed with a majority of voters. Given that a larger percentage of the retired folks vote regularly, you can see why somebody who wants to get elected or stay elected will start looking for an easier target to shoot at.

Since, as individuals, we have already decided to finally pay off our credit card bill, it really appears to be only a matter of time before we, collectively, decide that enough is enough and collectively agree to bite the bullet and pay the bank. Until then, we will keep borrowing and digging ourselves deeper and make it that much more painful when we finally do decide to dig out. We, the NPS, will be in that four P situation until this thing is resolved.

Up until now, the NPS has done pretty well in the appropriations sweepstakes. I know there are people who will ask "If we're doing so great, how come I don't have any seasonals?"

Danny Galvin was kind enough to share some information that he has compiled about this. He analyzed expenditures from FY 1980 through FY 1988. What he found is that the NPS appropriation – even when inflation (as reflected by the Consumer Price Index) and new areas were factored out – still increased, and that the NPS budget as a percentage of the total federal budget is also increasing. Most interesting, the increase per-park has generally stayed ahead of the CPI; although there are some who lost ground, the vast majority stayed ahead. Congress changed the rules in 1990, so his figures don't go that far, but at least between 1980 and 1988 we were more than holding our own. So where'd all that money go?

Two significant costs were worker's compensation and unemployment compensation. When one of our people gets hurt and can't work, he or she gets a check from the Office of Worker's Compensation. OWCP then sends a bill to the NPS. The same thing happens when seasonals file for unemployment between seasons – the states send us a bill. These two costs alone added up to about \$13.7 million in 1988. WASO pays it so the parks don't feel the hit directly but it still counts against that little "x" we talked about.

Several personnel trends also help explain where the money went. One is a shift toward

more resource management specialists. Those jobs tend to be year-round and bring a FERS benefit package with them, so you are not only making up the difference between a GS-4 or 5 seasonal salary but you now are getting to pay around 30% for benefits instead of the 7% benefits for seasonals. Question: How many GS-5/1 three-month seasonals does it take to pay for one GS-9/1 permanent on FERS? Answer: 7.3.

This is *not* an argument against improving our resource management expertise, simply an observation about why seasonals may be disappearing. By improving the quality of the work we do in one statutorily mandated area (resource preservation), we are taking resources from another (visitor enjoyment).

Another personnel factor is special salary rates. In FY 1992, we spent about \$6.8 million for special salary rates for 3,733 employees in six different pay rate areas.

The change to FERS is also increasing personnel costs significantly. Between December, 1990, and June, 1992, the percentage of employees covered by FERS grew from 39.8% to 46.8%. A CSRS employee benefit package averages around 12.5%. A FERS employee benefit package averages about 30%. This means that for every GS-9/1 position that is vacated by a CSRS person and filled by a FERS person, the benefits cost just increased by \$4,689. Three month's worth of GS-4/1 seasonal time cost \$4,229.

Another personnel cost stems from upgrading positions. Between 1985 and 1991, there was an increase of 569 GS-7 ranger positions Servicewide and a decrease in grades GS-1 through GS-6 of 512. Though deserved and long overdue, each upgrade from GS-5 to GS-7 cost at least \$4,220. Poof! There goes another seasonal!

Another big cost is administrative overhead. I know what you may be thinking: "If we got rid of a bunch of those regional and Washington office types, we could save money and get more real work done." However, the administrative overhead increases really show up not in personnel costs but in things like GSA rentals (buildings and vehicles), phone bills, mail, and utilities. We might be able to make some small savings in these areas but it would amount to chump change.

Major corporations and some local and state governmental agencies are taking advantage of modern communications technology and the results of research in management theory to radically flatten organizational structures, place real decision-making authority at the lowest possible level in the organization, change budgetary theories and procedures and make some major improvements in both the cost and efficiency of providing governmental services. In their book *Reinventing Government*, David Osborne and Ted Gaebler show that such innovations have made major improvements... but that's grist for another harangue.

So what can we do? We absolutely must stay in the GTD column. Paul Pritchard, presi-

dent of NPCA, was quoted in a *New York Times* article about urban parks as saying that "the Park Service is in real danger of losing complete touch with the people it serves. They persist in selling romantic, ethereal views of far-off forests when they don't help people feel comfortable in their own backyards. Any park system that can't address the new realities of American life can't move forward."

Maybe. Certainly his comments are food for thought. We must remain relevant and important to the people who pay the bills, but there are many people out there who don't particularly want the federal government mucking around in their backyards. We certainly don't want to usurp the important functions of state and local park systems even if we could afford it, which we can't.

In *National Parks for the 21st Century - The Vail Agenda*, the working group on environmental leadership section contains this statement: "The idea of a National Park System resulted from an intuition by the American people that, in time, population and industrial growth would make it important to have preserved those places which represent the soul of this nation."

The idea for a national park system may have been intuitive, but it is nonetheless very real. The true greatness of a nation is reflected, not in the might of its military or the size of its gross national product, but in the contributions that it makes for the benefit of mankind. One of our greatest contributions, emulated throughout the world, is something we intuitively, not rationally, created. We created a collection of places which represent our soul as a people, our national parks.

We, the NPS, are entrusted with the management and explanation of these places "for the benefit and inspiration of all the people of the United States." How are we doing? In a recent *Washington Post*, a woman wrote: "I found the Park Service employees to be universally polite, patient and cheerful. Considering most all were overworked, underpaid and under-appreciated, that was no mean feat... I've also traveled in Yellowstone, Glacier and an assortment of smaller national parks and sites across the United States, and I've never been disappointed." The Roper poll consistently shows that we are the most popular federal agency. So far, most voters would keep us in the GTD column. We have to stay there.

What should we do? First, play to our strengths, keep doing what we invented and what we still do best. To quote Denny Galvin: "Our fundamental strength is in places like the Big Meadows Campground; making people feel good about their country and their heritage." We have a large task ahead to stay relevant to the citizens that we serve. The demographic shifts in our country will soon put WASPs in the minority. In order for the National Park System to be relevant to increasing numbers of Americans with different cultural and personal perspectives, we may need to modify the medium but still deliver the message.

The message is simply one of historical and

cultural literacy. We manage places and tell stories. The places and the stories are our heritage. They are (or at least are supposed to be) tangible, touchable examples of the natural and cultural resources that, taken together, help explain who we are as a people and how we got to be the way we are. We won't stay relevant by putting more parks in their backyards. We will stay relevant by making sure those resources, those places that reflect our soul, remain, and, by explaining their significance, ensure that all the people can be inspired by them.

Second, we must remember that we are still citizens and have a responsibility to make sure that our elected representatives, particularly those on the appropriations committees, know what we feel is important. Remember that once the budget resolution is passed, the appropriators are playing a zero sum game. If you think it's important to spend more money on housing or resource management or an intake program, and less on any of several heritage corridor projects or dubiously nationally significant new areas, a few minutes and a 29 cent stamp allow you to exercise your First Amendment right to "petition [your] government for a redress of grievances."

How effective is a single letter? Usually not very. However, several letters, particularly from constituents, make an "issue" in the minds of members and their staffs. Elected officials are supposed to represent us. It's difficult for them to do that if they don't know what we think.

Third, we must be informed voters. It's ironic that in San Salvador, where to vote literally meant taking your life in your hands, they had over 95% voter turn-out, while we routinely get less than 50%. We NPS types manage and interpret sites where a lot of people died to get and keep our right to decide who will pass the laws. Exercise that right.

Fourth, we all need to support ANPR in its efforts to make our concerns known to legislators. In *Ranger* and through direct mailings, Association leaders are keeping you informed of various legislative initiatives and Association actions. Frequently, there is a need for a lot of information fast to respond to Congressional requests or to prepare testimony. The fact that we are more and more frequently invited to testify at Congressional hearings is a testimony to the increased visibility and effectiveness of our Association.

But it is also a two-edged sword. The upside is that the true concerns of the people who make parks work can be heard without being filtered through the Department or OMB. The downside is that we need to be sure of what we're saying to maintain our credibility. So when you are asked to provide information, please do it. Perhaps most important, if you have a contact on Capitol Hill, whether it's a member of Congress or a staff person, make sure that the ANPR leadership knows that. You may be called to serve.

*Continued on page 30*

## The Changing Face of Incident Management

Ken Mabery  
El Malpais

Let's begin with a quick quiz.

Question: What do the following all have in common – the observance of the 50th anniversary of the bombing of Pearl Harbor, evacuation of an injured caver from Lechiguilla Cave at Carlsbad, the Yellowstone fires, Secretary Lujan's visit to Big Bend, the annual fall color visitation at Guadalupe Mountains, a concert at San Antonio Missions, and the Hurricane Andrew relief effort at Everglades, Biscayne and Big Cypress?

Answer: They were all managed under the incident command system (ICS).

By now, almost everyone in the National Park Service has had some contact with this event management system. If you haven't, you need only walk down to your friendly ranger or fire management office and ask to look at the course materials for I-220, the introduction to ICS. Or attend the ICS workshop at the Rendezvous in Spokane. Or, even better, find out about getting into either a class or the ICS self-study course.

For the moment, though, let's take a look at how and why this management system got started. Is it really a better way of doing business or has it been overhyped? And how can it help you?

For years, those of us involved in various emergency management systems knew that we weren't applying sound management practices to our emergency operations and that confusion often resulted when many agencies were involved in a single incident. It wasn't until several particularly severe large fire incidents occurred in 1980 that things began to change.

The National Wildfire Coordinating Group (NWCG) commissioned a study to analyze various fire management systems and develop a single system that would have national acceptance. The study looked specifically at a system used by federal agencies, the large fire organization (LFO), an incident command system that had been developed in southern California in the early 1970s.

The operational system that we now know as ICS emerged late in 1981 and was adopted by the NPS and other federal land management agencies for the 1985 wildfire season. The first nationally sanctioned training materials and field operations guides (FOGs) were published in August and September of 1983

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by Fire Protection Publications and NWCG respectively.

Among the strengths and innovations of ICS were:

- use of widely accepted business management techniques, such as "management by objectives" and "manageable span of control";
- adoption of logical, easy to understand, standardized terminology, organizational structure, positions titles and position descriptions;
- development of a logical and easily implemented system for unified command among multiple agencies, with provisions for consolidated action planning;
- provision of flexibility which makes it possible to quickly expand or contract the management system as the incident grows or shrinks;
- application of new technologies and provisions for studying and adopting future technologies as they evolve; and
- development of a system which is flexible enough to be used in *any* emergency management situation (SAR, EMS, disaster relief, etc.) and planned special events.

From the outset, ICS has been referred to as an all-risk management system. The NPS has used it as such since 1985, although it has only been aggressively utilized in all-risk situations in recent years. Over that time, organizations such as the Federal Emergency Management Agency (FEMA), the National Association for Search and Rescue (NASAR) and the National Association of Fire Chiefs have helped make ICS *the* national standard for incident management. Recently, the term "incident management system" has gained popularity, since ICS has been used increasingly to manage planned events such as dignitary and international visits, large interpretive activities, and commemorative ceremonies.

Although ICS drew upon the strongest elements of emergency and business management principles, it would be a mistake to assume that the system emerged, fully operational, without any growing pains. The problems have been relatively small, however, because large national agencies like NWCG have been thoroughly committed to the implementation of the National Interagency Incident Management System (NIIMS), the overall system that governs ICS.

NIIMS has four interactive components in addition to ICS: training, qualification and certification (Q&C), publications management, and supportive technology.

As changes in the *operational system* have become necessary, each of these components have helped foster change in a systematic manner. As requirements for emergency and planned events have been better defined, position descriptions (Q&C and publications) and forms (publications) have been modified to meet new needs. As new technologies such as computer applications and global positioning systems (GPS) have developed, the supporting technology group has tested them and made provisions for their adoption through one or more of the other NIIMS components. And discrete "risk areas" have been identified within the system as ICS has expanded to meet the unique needs associated with other emergency and planned events.

Nationally, wildfire suppression was the first area in which ICS was applied, so it is risk area 01 in the national computer system which tracks qualifications and certifications of federal and state employees. The Park Service has since taken the lead in identifying other risk areas and appropriate specialty jobs. Prescribed fire is risk area 02, technical specialties that any risk area may draw from are tracked in risk area 03, and oil spill clean-up was recently identified as risk area 04. Al-



*The first full-scale use of ICS in the Service occurred during Queen Elizabeth's visit to Yosemite in 1983.*  
Photo by Mike Dixon

though NASAR and others have identified other OCS specialties, they have not yet been listed on the computer tracking system due to insufficient funds.

When ICS first emerged nationally, around 130 positions (including technical specialists) were identified. Today, a host agency and incident commander have at least 180 *additional* technical specialties to draw from, depending on the operational, planning and logistical needs of an event. Technical specialists are people with specific knowledge and skills in a given area, and include archeologists, air photo interpreters, meteorologists, legal advisors, trackers, avalanche specialists, and trauma specialists. Today, technical specialists come from disciplines not even thought of ten years ago, such as biometricians, GPS specialists, incident stress debriefers, and recycling specialists.

Events – even those in the same risk area – are not created equal; as the complexity of the event increases, so do span of control, organizational needs, and (usually) geographic extent. To better address increasing complexities, ICS adopted a system for typing events and the organizations needed to address them.

A Type IV incident is an “initial attack” event – one that can be handled by an agency’s local resources, sometimes augmented by a local cooperator. Control objectives for an emergency event can usually be accomplished in one operational period. The incident commander directly supervises operations and typically does not fill any of the command or general staff positions. Included in this category are most wildland fires, one or two alarm structural fires, hasty searches and one or two ambulance EMS calls.

Next up the line is a Type III “extended attack” event. This may last for two to four operational periods and employ resources from a few local cooperators and/or many types of resources. Control objectives require more resources than an incident commander can directly supervise, but all general staff positions do not have to be filled. Two or three divisions or groups may be established in operations in order to maintain span of control. Most searches and hazardous material (hazmat) spills and third and fourth alarm structural fires would fit this type.

Type II incidents are large, lengthy and/or complex events that are clearly beyond the ability of the local agency and its cooperators. Resources called from within a region require lead time in planning and logistics. Most, if not all, command and general staff positions are filled, and three to five divisions or groups are required in operations. Generally, the incident is sufficiently complex to warrant the callout of previously identified incident management teams in order to improve team efficiency and effective handling of the event. Incidents of this type often receive extensive state or regional media coverage and may receive national media attention, but as “page two” events. These include floods, earth-

quakes, hurricanes and multiple building structural fire conflagrations.

At the top of the list is the Type I incident – a very large and very complex event in which resources must be drawn from all sources, sometimes international. The span of control is so large that branches may be added above the division/group level. Previously identified incident management teams are necessary to ensure prompt and safe completion of operations. These are the national headline newsmakers, such as the 1988 Yellowstone fires, the Olympic oil spill, or Hurricane Andrew.

The National Park Service has taken the lead in response preparedness for Type I incidents. We have established the first national Type I all-risk incident management team, with members who have the training and expertise to respond to *any* type of emergency or planned event except wildland fires. This is the only national team that has all risk management as its objective; others operating out of the Boise Interagency Fire Center are oriented toward wildfire management. Within hours after Hurricane Andrew passed through south Florida, the team was on its way to manage disaster relief and reconstruction estimate efforts.

The Service also leads the nation in developing and training Type II incident management teams. Mid-Atlantic and Southwest Regions have such teams; Rocky Mountain and Midwest Regions completed training two joint teams this fall.

In order to get these and other ICS teams into the field, agencies that are signatories of wildland fire cooperative agreements employ a national dispatch system. This system has been used successfully by the NPS to dispatch law enforcement rangers to Badlands and Mt. Rushmore when American Indian activists staged demonstrations, to Grand Canyon for last summer’s search for fugitive Danny Horning, and to Carlsbad Caverns for the rescue of the caver injured in Lechiguilla Cave.

Resource orders placed by a park go to an interagency zone dispatch center where they are filled according to the park’s specifications and needs. If the orders can’t be filled with local resources, they are bumped to the next level, a coordination center; if they can’t be met at the regional level, they go the National Interagency Coordination Center (NICC) in Boise.

There are numerous advantages to this dispatch system:

- Once orders are placed, the incident team doesn’t have to concern itself any further with the process, thereby freeing up personnel to work on the event. Orders are filled within specified time frames, or the team’s planning section is notified that a resource is not available and is given an opportunity to modify its request.
- The dispatch system is responsible for safely and efficiently getting the resource to and from the incident, thereby freeing personnel from having to spend hours setting up transportation arrangements.

- The system assumes full responsibility for travel, transportation, feeding, check-in, check-out, claims, emergencies, etc. Resources filled outside the system usually can’t be placed under such an all-encompassing umbrella.

Most of the dispatch centers are located in U.S. Forest Service facilities. The Park Service has not provided significant staffing for these centers, and natural agencies’ biases have until recently meant that smaller agencies like the NPS and Fish and Wildlife Service have not received many resource calls. This is changing, however, and NPS personnel have been stationed in zone and coordination centers over recent years.

As more and more types of emergencies are managed under ICS, we are seeing an increase in calls to respond, since NPS rangers are often better trained, organized and equipped to respond to SAR, law enforcement and other non-fire events than the other land management agencies. We have more identified resources in these other risk areas, so we get more calls. It also helps that the NPS has begun using the dispatch system for callouts that are beyond a local park’s capabilities.

Due to the increase in the number of applications for ICS, NWCG’s training working team and the ICS working team have identified a need to develop a training curriculum that can be used by all agencies:

“A generic [ICS] curriculum is needed because of: 1) the expanded use of ICS throughout the country by a wide variety of users, 2) the lack of a standardized curriculum appropriate for all users, and 3) the need to develop ICS courses to support the transition to a performance based training system within the [NWCG].”

In March of this year, the ICS training curriculum revision project solicited comments for the development of a *generic* ICS training curriculum “designed to meet public and private sector needs for *multi-risk and planned event* applications.” This was the first time that the ICS work group used the term “planned event” when talking about applications of ICS.

This curriculum concept groups incident command system training into five courses:

- I-100 – Introduction to ICS: Designed for those who work within the system, but, due to their positions, have only a minimum need to understand ICS operations, and for those who need an overview of the system.
- I-200 – Basic ICS: Designed for those who need a general overview and a basis from which to progress through other ICS courses. This will probably be similar to the present I-220 course, except that passing this course will be mandatory before proceeding to I-300.
- I-300 – Intermediate ICS: More description and detail of the organization and operation of ICS beyond the material presented in I-200. This course will be a prerequisite for I-400.

## A Basic Guide to ICS Terms

This is a quick guide to basic terms and acronyms commonly used when talking about the Incident Command System. It is not meant to be a guide to terms used within the ICS organizational structure – for that, the reader should consult a FOG.

**Agency Administrator:** Superintendent (within the NPS), or the most senior manager of a given unit. Formerly called "Line Officer."

**Area Coordination Center:** Second level in the dispatch system. Draws upon resources from multiple states – usually similar to Forest Service region in geographic coverage.

**Command and General Staff:** Those positions that report directly to the incident commander.

**Command Staff:** Information, division and safety officers.

**General Staff:** Operations, Planning, Logistics, and Finance section chiefs.

**D-Courses:** Dispatcher training courses.

**FOG:** Field Operations Guide. The basic handbook of the ICS system. Contains operational procedures, position descriptions, and standard nomenclature.

**IAP:** Incident Action Plan. The plan for how to handle the emergency, event or incident; often shortened to Action Plan.

**IC:** Incident Commander: Head honcho on an incident.

**I-Courses:** Incident Command System courses.

**ICP:** Incident Command Post; often shortened to CP.

**LFO:** Large Fire Organization. Management system used by the NPS and other federal agencies to manage fire events prior to the adoption of ICS. Many people in the Service started out in the LFO – their experience was grandfathered into ICS.

**MACS:** Multi-Agency Coordination System.

**NICC:** National Interagency Coordination Center, the highest level in the dispatch system. Drawing resources from all of the Area Coordination Centers.

**NIIMS:** National Interagency Incident Management System. ICS is one of five interactive components: Training, Qualifications and Certification, Publications Management and Supporting Technologies are the others.

**NWGS:** National Wildfire Coordinating Group.

**Overhead Teams:** A term used primarily in fire to denote the ICS team management structure; slang usage for any emergency or pre-planned event management team.

**Overhead Positions:** Incident managers, staff positions and supervisors.

**Q&C:** Qualifications and Certification. Component of NIIMS.

**Resource:** Combination of person(s) and/or equipment required to perform a job on an event/incident.

**Risk Area:** An identified type of emergency with identified resource requirements under ICS.

**Sections:** The four General Staff components: Operations, Planning, Logistics and Finance. Supervised by section chiefs.

**S-Courses:** Wildland fire suppression training courses.

**Zone Dispatch:** The first step up from the local unit (park) in the dispatch system. Draws upon resources from a localized area, usually *part* of a state in the west.

- I-400 – Advanced ICS: Emphasizes the development of large scale organizations. This course includes a module that can be taught as a stand-alone course to provide agency administrators with an understanding of how to use ICS to manage major events.

- I-401 – ICS for Policy Makers: The stand-alone module for agency administrators.

The design phase was completed in May, and work on the 19 modules that make up the above courses has begun. The target date for completion of all materials is March 1, 1993. Concerted efforts are being made to involve experts from risk areas other than fire in the development of lesson plans and instructional materials. This curriculum revision will also take the ICS position-specific materials out of fire courses – those courses that have an "S" prefix – and put them into ICS courses – those which begin with the letter "I."

Another goal of the project is to better define training standards and qualifications for dispatcher positions:

- Initial attack dispatcher – Agency or local standards and qualifications; no national training standard.
- Dispatch recorder – The first level defined by the national system, with an established course (D-110) to help candidates make the transition to dispatching beyond the park or unit.
- Support dispatcher – Dispatching for extended events. Although the needs and standards for this position are well established, D-310 course materials which are currently being tested poorly define the differences

between dispatch recorder and support dispatcher.

- Supervisory dispatcher – This position is used at zone, area coordination centers, and large events. Although course materials don't exist for D-410, they are being developed.
- Coordinator – extended dispatch – Used in the most complex situations, events and offices. The goal is to develop course materials for D-480 over the next couple of years.

Efforts are being made in Q&C to define the skills and qualifications necessary to perform identified ICS jobs in the all risk arena and differentiate them from those required just for wildfire suppression. This is relatively easy to do for logistics and finance positions, more difficult for planning and positions, and generally not very appropriate for operations positions, which are specific to the type of incident. Most operations positions will have to be defined in terms of a specialized or particular event.

Early in 1991, the NPS began expanding its Q&C computer system to include and track all risk positions. The Branch of Fire and Aviation in Boise convened a working group to recommend improvements in the software used to track the qualifications and certifications of 5,000 NPS employees and to restructure the system to make it more user friendly. The efforts of this group took on additional significance in June and July of this year, when all the other land management agencies in Interior adopted this software program.

Two years ago, the computer system was queried to find out how many NPS employees were trained and qualified for overhead positions. Concerns subsequently arose over the lack of personnel coming up through the ranks to fill many ICS positions or replace those who will be eligible to retire in the next few years.

Branch staff began an incident overhead development program last January to meet these needs. This is the first organized program of its kind among land management agencies. In many cases, individuals who applied for the program must be qualified for and perform in one position before being trained and meeting the qualifications for their target positions. Although this program is for fire management, it may provide a model for other risk areas, or help individuals become qualified in all risk management.

The incident command system has already proven to be a cost-effective and efficient system for managing both emergency and planned events. Congress has recently shown interest in seeing the system used for all emergencies managed by federal resources, so ICS materials should become increasingly accessible and applicable in the future, and sufficient attention should be directed toward eliminating the few remaining bugs in the system.

The day is not too far away in which a properly trained situation unit leader can be dispatched to any emergency event and go right to work after asking little more than where the restrooms are located.

## The NAS Study

Bob Krumenaker  
SWRO

The eagerly-anticipated report of the National Academy of Sciences (NAS) was finally released in late August, more than a year overdue. An NAS blue-ribbon committee was charged by the NPS with looking critically at the agency's scientific studies and research programs, including scope, organization, funding, quality, and effectiveness. A broad charge, yet one that many hoped would produce a critical review which would actually foster a greater emphasis on science as a function of national parks. The review is critical, but whether or not real change will follow is yet to be determined.

Despite repeated internal and external exhortations that a more enlightened approach to scientific management was necessary, change has been slow in coming within the Service. This particular inquiry was actually mandated by Congress and followed on the heels of a series of similar reviews dating back at least to the 1963 Leopold Report.

The problem is not a lack of recognition of the fact that the Service does not provide adequate funding or resources for a quality science program, or that solid scientific information is needed to properly manage parks in a rapidly changing and arguably threatening environment. Rather it is that the organization has not sought sufficient resources from the Congress to make a stab at accomplishing them. Managers in the NPS do not typically get rewarded for scientific programs in the conservative organizational culture that emphasizes traditional approaches to managing visitors above managing resources.

The NAS report provides what may be the best summary yet produced on the various reviews of the NPS science programs since Leopold (at least until Dick Sellars finishes his in-depth history of resource management in the NPS), but unfortunately doesn't provide compelling arguments for why the post-report reaction should be different now than it was after each of the previous reports.

Many of the examples cited in the report of the importance of park-based research (e.g. fisheries research at Yellowstone, long-term predator-prey studies at Isle Royale and Denali, fire management research in Sequoia and Yosemite, water resources research at Everglades) actually weaken the argument that change is necessary, since these are examples of successful programs that managers have used to protect or enhance park ecosystems.

I would be the last to argue, however, that a few good examples alleviate the need for a new emphasis on science – a "new culture," to

quote the report. The major recommendations of the report include:

- An explicit legislative mandate for research
- Separate (and increased) funding and autonomy for science
- Improved credibility and quality of science programs

Many of these things have been suggested before, and many are unarguably good ideas. What detracts from the argument, however, is that the authors misunderstand the nature and function of resource management in the NPS. If one accepts their premises (stated implicitly on page 67 of the report) that (1) resource management has a short-term outlook, while science has a long-term one, and (2) that research funding gets out competed for funding because it appears in the budget within the line item for resource management, then it is easy to see why the primary goal of the recommendations appears to be to get science out from under park management. Their intent is also to separate research from resource management programs.

I don't accept these premises. Good resource managers, whose organizational function in most areas includes setting priorities for research, must look out for the long term. While the short term crises take up too much of our time, the very stress that most of us feel in our jobs has to do with the frustrations of trying to balance the resource needs of the future with those of the present.

The NAS report criticizes the existing RM/research linkage because it fosters "competition" between them. This shows a peculiar understanding of the organization. All programs compete for funds; resource management and research needs should (and in many cases do) complement each other. Certainly, the combined pot should be bigger, but not at the expense of one or the other.

One way to strengthen the autonomy of scientists within the organization would be to make sure that scientists always report to other scientists. This is likely going to be a controversial point, as the idea has great attraction for many researchers (alas, independence!) and causes consternation for many managers. The debate will probably focus on two main points: the amount of non-research administrative that typically detracts from accomplishing research objectives, and the relevance of research programs to park management. On both points, the NAS report comes down squarely on both sides of the fence.

Regarding bureaucratic disincentives to productivity, scientists are hardly the only ones facing this problem. Yet the demands of research grade evaluation and peer review of scientific products do demand a certain distance and objectivity that are often unachievable when the researcher is in the thick of park operations.

The proposed solution is to take park-based researchers out from the park organizational structure and have them report to a CPSU or regional chief scientist. There are some good

arguments to be made for this, and Western Region has tried it with some success. But aren't we just transferring the administrative burden to other scientists? In fact, the report recommends the establishment of "science administrator" positions. Could we perhaps solve the problem if we labeled some of our resource management specialists with larger programs as science administrators?

The bottom line comes down to what are the best ways of increasing our knowledge about park resources so that we can keep them unimpaired, as the Organic Act exhorts us to do. The report has an excellent discussion of two programs which it calls "Parks for Science" and "Science for Parks," both aimed at increasing the amount of research that goes on in the parks so we can better understand our resources – which are often the least impaired ecosystems around. While basic research should be strengthened, the report acknowledges that it realistically should be encouraged as a function of external researchers and will enhance an internal management-oriented science program.

To strengthen the "internal" program, the NPS is urged to make scientists the equals of managers so they can work cooperatively to ask the right questions and find the needed answers to conserve park resources. Yet many are concerned that accountability will be lacking if researchers are not linked administratively to (i.e., supervised by) management. How does the Service ensure that the research program is accountable to managers and still credible in the scientific community?

One answer, discussed but not stressed in the NAS report, is through the allocation of research project funding. I am very pleased with the recommendation that researchers need to be involved in, and research needs be articulated in, resource management plans – and that RMPs be used to set park and Servicewide funding decisions and priorities. While many of us are working towards that goal, it is still a small slice of a small pie that we are trying to divide. The report also stresses the need for an interactive process, i.e. a feedback loop, to ensure that results of scientific studies are incorporated into evolving resource management programs and plans.

Obviously, there is a tradeoff between the intellectual freedom needed by the research community and the desire of NPS managers to have answers to specific questions relevant to park operations. Time horizons of researchers and managers are always going to be different due to crises and bureaucratic processes.

There is much grist for debate in the report, and participating in and following the way the Service reacts will be exciting. While I might wish for a better understanding of the relationship between research and resource management, I can't help but feel that there is enough interest out there that some good is bound to come out of this effort. Great changes are not

*Continued on page 30*

*Bob Krumenaker is the regional resource management specialist in Southwest Regional Office.*

# Wilderness and Backcountry Management: The Forgotten Ranger Specialty

Lawrence A. Belli  
Chaco Culture

A familiar story is played out over and over every day throughout the National Park System. The wilderness ranger at a large western park works with horsemen and backpackers to ensure that both groups have high quality recreational opportunities which do not involve potential conflicts. At a southwestern archeological park, the backcountry ranger works to develop a backcountry management plan in which visitors can hike the backcountry while preserving fragile archeological resources. At an eastern park, rangers manage river recreation to ensure that river runners have a high quality experience, while balancing the issues of increasing demand for a limited resource and protection of the riverine environment.

Park rangers have been managing the backcountry since before the National Park Service was created.

Wilderness and backcountry management is the implementation of the American philosophy of wildland preservation and use through law, regulation and policy. It requires the integration of the fields of planning, resources management and operations, and dictated that the wilderness and backcountry manager be skilled in several diverse fields – natural and cultural resources management, social sciences, planning, interpretation, maintenance, law enforcement and search and rescue.

None of the specialties recently recognized (and needed) by the National Park Service to meet its mission have all these skills. Wilderness and backcountry management right now is a field searching for recognition and a home. Wilderness and/or backcountry management programs can be found in a variety of locations in parks, regions, and even in the Washington Office. You'll find the program in ranger activities, as in Washington and some regions and parks, but you'll also find it in natural resources in many areas. And, in a few parks, you'll find it as a separate part of the organization. For the most part, wilderness and backcountry management is just part of doing business, and not seen as anything special.

*Larry Belli is the superintendent of Chaco Culture. Prior to that, he served as the wilderness coordinator in Ranger Activities in WASO, and was a resource management specialist at Glen Canyon*

In the past, wilderness and backcountry management was a normal part of a park rangers' expertise. Park rangers also came to the Service with educational backgrounds in forestry, outdoor recreation, landscape architecture, and other similar fields which lent themselves to this work.

In the last twenty years, this pattern has changed significantly. The National Park Service now hires employees from a much wider variety of educational backgrounds and occupational specialties. This is entirely appropriate and needed for the Service to meet the demands of a diverse and much expanded National Park System. But the park rangers of today may not know anything about managing a wilderness or backcountry area, since they may not have education or training in this area or have been exposed to it earlier in their careers.

Originally, backcountry management was seen as part of the National Park Service mission, but only the general statement of mission in the 1916 Organic Act provided any guidance. In 1964, Congress passed the Wilderness Act and made wilderness management a primary mission of the National Park Service, the Forest Service, and the Fish and Wildlife Service, then, later, the Bureau of Land Management. While designated wilderness has specific legal requirements for its management and backcountry does not, it's very difficult to distinguish between the two on the ground or in management practices in the NPS. They will be considered the same in this discussion.

Although the National Park Service manages more wilderness acres than any of our sister agencies, we are far behind in many areas of recognition, management, and funding. The other agencies usually hire specialists with degrees in outdoor recreation, forestry and other similar fields to work in wilderness and backcountry management positions, and provide training and continuing education for staff in working in this specialty. The Forest Service also has a team of researchers working on wilderness and backcountry management issues. They publish frequently and keep wilderness and backcountry managers current on the scientific literature in the field.

Complex resource management issues demand the use of specialists in narrow, specific fields. Wilderness and backcountry management is fast becoming one of those fields, even though it may not be recognized as one yet.

The traditional generalist ranger cannot get a professional seat at the table in this environment. Even the generic 'resource management specialist', responsible for all natural and cultural resource management issues at a given park, is fast becoming obsolete. These generalist positions may well be viewed as transitional to the National Park Service of the 21st century.

Many park rangers involved in resource management issues tend to take on the role of technicians. They do the data collection, such

as wildlife counts, or take water samples, or monitor impacts to archeological sites. These are all important resources management functions, but they are not professional level functions.

Park rangers have the opportunity to use the tradition of the generalist ranger and the backcountry ranger to champion a new professional specialty and recognize wilderness and backcountry management as a separate professional function requiring unique skills.

Rangers are doing the work but are not getting or taking the credit for it. The depth and complexity of knowledge, skills or ability park rangers are displaying in managing wilderness and backcountry areas has not been recognized by the National Park Service or the rangers themselves. The result is a lack of available training, funding, research, career development opportunities, and new positions, but no one seems to notice the oversight.

In 1986, then Director Mott convened a wilderness management task force which made a number of recommendations. Shortly thereafter, wilderness management coordinators were designated in many areas. The Servicewide wilderness management coordinator is based in the Ranger Activities Division in the Washington Office. Regional coordinators were also designated. This group developed a plan which called for a line item program of \$1 million dollars to fund wilderness and backcountry management positions in all parks with major wilderness and backcountry resources. It also called for training, consistent guidelines, and support for wilderness and backcountry management research to round out the program. Little was done to implement this program.

Other agencies also have a specific line item in their budgets for wilderness management and recreation. The National Park Service does not. It is included in a variety of budget items in operations and planning. We are the only wilderness management agency that does not identify a line item account for wilderness management, although there is a line item for wilderness planning. However, the bulk of wilderness planning, which consists of identifying areas suitable for wilderness designation, is complete. Backcountry and wilderness management planning and implementation funding is needed today.

Today, wilderness and backcountry management seems to be a forgotten specialty. ANPR should take the lead in getting the National Park Service to recognize wilderness and backcountry management as a park ranger specialty with an active line item program and appropriate recognition, funding, positions, and training.

## Correction

The article in the last issue on "Levels of Interpretive Operations" stated (last three paragraphs, page 12) that the budget request alluded to in the article was for FY 94. It should have said FY 93.

**Looking Back**

# The History of NPS Awards for Heroism: The Death of Two Rangers

Butch Farabee  
Padre Island

On the morning of March 9, 1960, Grand Teton assistant chief ranger Stan Spurgeon, 48, district ranger Gale Wilcox, 48, and assistant district ranger John Fonda, 28, had just started a three-day ski patrol. The objectives of the 25-mile trip, one of many such patrols routinely conducted in the deep of winter, were to measure snow depths, shovel the snow off the roofs of remote patrol cabins, and record wildlife. As experienced cross-country skiers, they knew the harsh demands of winter travel and the stark realities of survival at this time of year.

Before noon that day, Wilcox and Fonda would both die in the below-zero cold.

The three left the highway at 10:15 a.m. and headed for the Survey Peak cabin on the west bank of Jackson Lake. Within thirty minutes, they'd reached the Snake River, where Spurgeon commented on the poor condition of the channel and the open patches of water. They skied another 300 yards and found a place where the river seemed to be frozen over for several hundred feet.

Spurgeon carefully slid off the five-foot-high bank. "I moved out onto the ice," he later reported, "testing ahead of me until I was approximately mid-channel, after which I poled smoothly but rapidly across. The surface of the ice was hard and windblown and free from snow."

Wilcox, precisely matching Spurgeon's tracks, cautiously poled across, then Fonda followed, having photographed the first two crossings.

Fonda was a University of Montana graduate in English literature and a Korean War veteran. He had served seasonally for six years before becoming a permanent ranger two years previously. Fonda loved the mountains like few others, and had climbed most of the park's peaks and routes. For eight years, he served with distinction on the park's prestigious search and rescue team.

Ahead, Spurgeon heard a slight, unmistakable cracking noise and instantly spun around. He could see a head above the ice no more than 15 feet from shore. Wilcox, a non-swimmer, immediately turned and skied back toward Fonda, and Spurgeon quickly followed. Six feet from the rapidly growing dark hole, Wilcox dropped to his stomach and extended a ski pole to his floundering friend. Spurgeon slid in behind Wilcox and firmly grabbed one of his skis:

"Gale and I immediately wiggled out of our packs and pushed them to one side. John was hanging on to the ski pole held by Gale and trying to crawl up the ice, but the ice kept breaking down with him, and as he moved forward we kept crawling backward... I removed one ski and shoved it down the ice to John, who grasped it, after which the ice on which Gale and I were laying gave away and we were submerged in the water. While in the water, I removed my other ski by reaching down and tripping the throw on the binding."

Growing more exhausted by the second, Spurgeon urgently tried to release Wilcox's skis, which were still fastened to his boots by safety straps. Diving, he vainly tried to find the bottom.

"I remember trying to give Gale some support to help him crawl up on the ice. This seemed futile, so I made a desperate effort to crawl up on the ice myself. A large cake of ice, perhaps four or five feet across, broke out with me. I was able to get by it and, in another desperate effort, clawing with my elbows on the ice, I was able to crawl out. I crawled for several yards, after which I got to my feet and discovered the ski pole that was left in the snow. I came back toward Gale..."

Wilcox, who had been a ranger for 24 years, held onto the extended pole precariously while Spurgeon dragged him backwards. He came part way out of the water, but one ski became jammed under the ice.

"By desperate efforts on both our parts, we managed to break the strap, and I was able to drag Gale up to safe ice. About the time I was dragging Gale away from the open water, John's head bobbed under. I yelled at him to hang on. He came up at least two occasions before he stayed under."

Spurgeon tried to get the six-foot Wilcox to his feet, but he was in such a state of shock and so hypothermic that he could neither talk or support himself.

"The toughest decision that I had to make was to leave Gale and proceed toward the cabin without him. My thoughts at this time were that it was obvious that I couldn't get Gale to the cabin in his condition and the only possibility for salvation for either of us was for me to get to the cabin as quickly as possible, hoping that I would be able to get back to Gale with a sleeping bag in time. The trip to the cabin is rather hazy in my mind. I can remember when I first floundered in the deep snow and tried to crawl, which soon became obviously completely impossible. I sunk the ski pole into the snow and by leaning on it with all my weight I was able to continue without sinking in more than about one foot."

Despite his efforts, Spurgeon was unable to return in time. Fonda drowned, and Wilcox died of hypothermia.

Ranger Gale Wilcox was granted a posthumous Citation for Valor by the Department on April 19, 1961, and later received a bronze medal from the Carnegie Hero Commission Fund. Ranger Stan Spurgeon received the same awards.



## Seasonal Insurance

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

- A major medical plan which provides comprehensive health care benefits for you and your family, with up to \$4 million maximum lifetime benefits per insured person, a choice of deductibles, affordable group rates and comprehensive benefits in and out of the hospital.
- A short-term, self-writing policy developed specifically for temporary employees. A managed health care system to ensure you and your family receive the best care possible while controlling the medical costs, featuring a \$2 million lifetime benefit, freedom to select doctors and hospitals of your choice, and a choice of deductibles.
- Group term life insurance, an inexpensive way to establish financial security for your family with maximum life insurance protection up to \$3 million for members and spouses, optional dependent coverage, and non-smoker discounts.

If you'd like more information on these programs, write to Seabury & Smith Associates, P.O. Box 7157, San Francisco, CA 94120, or call 1-800-227-4316 (1-800-652-1844).

## ANPR Reports

Board committee and staff activity summaries now appear in the following consolidated format. Completed reports appear separately, as noted. A directory of ANPR addresses and home phone numbers appears on the inside back cover of the magazine.

### Board Members

**Vice President Bill Wade** notes that this Rendezvous will be our first venture into the Pacific Northwest, and that this was done at the request of many members who want the Rendezvous moved around the country. Bill says that Spokane's downtown area – at least in the vicinity of the hotel – has a number of amenities which stemmed from the world's fair a decade or so ago, "not the least of which is an Irish pub next to the hotel, personally checked and rated relatively high using the universal pub evaluation criteria – although I happened to be there on St. Patrick's Day..."

A high point of the Rendezvous is that it will be conducted jointly with the Association of National Park Maintenance Employees. Last year's participants agreed that the informal socializing and joint program opportunities were very beneficial.

Bill says that, at the suggestion of Karen Wade, ANPR will hold a special drawing for members attending their first Rendezvous. The winner will have two nights of their hotel bill paid by ANPR. Details of the drawing are to be announced during the first general session.

**Vice President Karen Wade** writes that one of her prime tasks since her election has been development of an approach to meeting the challenge of Rick Gale's recurring question: "Why have we been stuck at about 1,500 members for about eight years? Outside organizations and individuals think we are doing something right – what do we have to do to convince our own co-workers?"

She notes that, as a result of your recruitment efforts in the second quarter of FY92, membership increased by 56. But she notes that, while membership was up two percent from the end of the first quarter, it decreased by two percent overall by the end of the second quarter: "The failure of members to renew appears to be eating up whatever modest gains we are making in recruiting new members."

Over the past year, Scott McElveen, chair of the recruitment and retention committee, has concentrated his efforts on contacting lapsed members and gathering information which may give us more specific reasons as to why we continue to lose members. Scott and Barb Maynes are working on ANPR's first recruitment poster, which may be available by the Rendezvous. Barb will also have a revised membership brochure by then.

Karen has asked regional reps to tabulate the numbers of members in each region and double that number as a recruitment goal for the 1993 Rendezvous. For this Rendezvous,

the goal is to recruit one new member from each park. Retiree Dick Boyer recently volunteered to recruit among retired NPS employees. Dick sent out 200 personal letters to friends and associates inviting them to join him as a member of ANPR. Memberships are coming in, and we should have a good idea of the extent of interest of this particular group by the time of the Rendezvous.

A 1993 recruitment plan has been drafted for discussion during the business meeting at the Rendezvous. It's included here (see sidebar) so that anyone interested in helping can provide her with additional ideas for incorporation and consideration. She asks that you consider whether you are willing to put some work into accomplishing this goal:

"A plan is only as important as its implementation. The work to carry out an ambitious plan will need to be done by all of us. Are we ready to assume that responsibility?"

**North Atlantic Rep Jim McKay** has completed his move to the Statue of Liberty: his new address appears on the inside back cover. He invites any of you who are in the area to give him a call. Jim and others at the Statue will be happy to give you a behind-the-scenes peek at their operations.

Because of the move, Jim was unable to get the regional directory printed in August, but did get it out this fall. The directory has been distributed to regional members, ANPR officers and board members, and all NAR superintendents. He cites Bill Merrill of Lowell for doing a "bang-up job of assembling the database."

Jim asks that members notify him of important issues before the Rendezvous, and notes that he is concerned about the following:

- The status of changes recommended at Vail. Little of it seemed to address the agency's biggest problem – lack of money. "My fear is that the recommendations will languish and be for naught because there is an unwillingness, in this time of deficits, to address the need for the dollars which are necessary to effect change."
- Current status of efforts to professionalize of the ranger series.
- Development of a park fee coordinators course at Albright or Mather.

These are just three of many areas of concern, though, and he'd like to hear from you on others.

**National Capitol Regional Rep Will Morris** has challenged regional members "to have as good a showing at Spokane as we did at Myrtle Beach." A mailing was to have been sent out in September to ask for your input so that he could better represent your interests at the Rendezvous: "Now is the time to spur yourself into action."

**Mid-Atlantic Rep Deanne Adams** reports that members in her region have received a regional newsletter asking them each to recruit new members. Included with the newsletter were two recruiting brochures and two additional newsletters.

*Continued on page 28*

## Draft Recruitment Program

I. Statement of Goal: To implement an aggressive recruitment initiative that doubles the membership of the Association by Rendezvous XVII and provides for membership services that increase member involvement in Association matters.

A. Enhance Visibility of ANPR Accomplishments

1. Develop regional strategy to assure that information is available and distributed on an opportunity basis at appropriate regional forums.

Action items:

- Send regional newsletter to each park superintendent
- Host a park ANPR gathering during seasonal training

2. Dedicate one-half of the proceeds from each year's raffle to special mailings of member interest.

3. Develop a recruitment trunk with recruitment materials and appropriate exhibit that can be sent to any member representing ANPR at special gatherings (like George Wright Society Meeting). Include freebies that attract people.

B. Develop Recruitment Recognition Program

1. Recognize the top recruiters of the year.

Action items:

- Present top recruiter with Arnberger award
- Present other top recruiters with appropriate awards
- Present traveling plaque to region that achieves top recruitment for the year

2. Develop appropriate administrative system to track recruitment

C. Develop New Member Incentives

1. Establish drawing from new member names at Rendezvous with appropriate prize (perhaps free accommodations at the next Rendezvous)

2. Develop member handbook to be updated every three years
  - Print a supplement to be mailed after each election that includes a list of current Board members, committee assignments, and other items that need revision.

3. Develop "new member incentive gift" each year and advertise it in *Ranger*.

D. Design, Print & Distribute a Series of Recruiting Posters (also suitable for framing w/prominent purposes statement)

E. Refine Administrative Process for Acknowledging Renewals and New Memberships

1. President signs and sends welcoming postcard for renewals.

2. A welcoming letter specific to new members is developed that provides them with name of their regional rep and other information.

There are now park reps in all but two parks, and those positions should be filled by the time this issue arrives in your mailbox. Each park rep has a list of members in his or her park and has been asked to increase membership by at least one member before the Rendezvous. Each park superintendent was sent a letter – along with a copy of *Ranger*, a regional newsletter and recruiting brochures – inviting them to join the Association and to inform park members about ANPR.

**Southwest Rep Cindy Ott-Jones** extends her thanks to everyone for their patience in waiting for the alternate sources training catalogues. Fire callout put her and Judy Chetwin a bit behind schedule, but all regional reps should have received their requested allotments by now. If she didn't hear from you, she sent you an automatic 25 and is awaiting further requests. Cindy says she will also have a supply of catalogues with her in Spokane for anyone wanting copies.

**Alaska Rep Rick Mossman** says that regional members have been busy recruiting new members this summer as one of the year's goals for ANPR. He expects a good turnout from the region at the Rendezvous, and notes that a number of members have contributed items for the raffle.

The region will be sponsoring a panel workshop at the Rendezvous on working in

Alaska. The purpose of the workshop will be to provide a forum for members on the challenges of working in Alaska.

**Committee Chairs**

**Dual Career Committee Co-Chair Barb Stewart** has resigned from that position and has been replaced by Sheila Cooke-Kayser, whose address and phone number appear on the inside back cover of this magazine.

**Retirement Committee Chair Frank Betts**, as dedicated a committee of one as can be found, has passed along some more provocative long-term planning advice in this issue of *Ranger* – this time on preparing your estate prior to the final checkout. His article appears further on in these pages.

**Employee Development Committee Chair Jeff Karraker** writes that a performance management and counseling course will be offered at the Sheraton Hotel following the Rendezvous on November 4th and 5th. The cost will be about \$150, not including lodging and per diem. An announcement went to your park AO in September. A street survival course will be offered by Calibre Press at the Red Lion Hotel in Spokane from October 27th to the 29th. You can call 1-800-323-0037 for further information.

The new edition of the Association's training resources catalogue was to have gone to the printer in September. Copies will be sent to regional reps. If you need a copy, contact either her or Cindy Ott-Jones.

**Association Staff**

**Business Manager Deb Gorman** notes that the arrival of Rendezvous means that tax time can't be far away. Although many folks assume that all payments to ANPR are deductible because of our non-profit status, this is not true. It is therefore important that you understand the following:

- Dues are not deductible as a charitable contribution, but may be deductible as a business expense under itemized deductions. This deduction, however, is not allowed to retired members.
- Raffle donations, Ranger Museum and voluntary contributions are completely deductible as charitable contributions.
- Raffle ticket purchases are deductible as gambling losses only to the extent of gambling winnings. This means that, if you purchase \$50 in raffle tickets, you can only claim up to the amount of your winnings. You can claim \$50 in losses only if you have won \$50 in prizes through the year, whether from ANPR or other sources.

*Continued on page 30*

**Association of National Park Rangers  
Operating Statement – October 1, 1991 through June 30, 1992**

<b>Beginning Balance</b> .....	\$112,719
<b>Receipts</b> .....	\$ 68,890
Management/General.....	\$25,811
Interest.....	\$3,963
Checking Account.....	\$857
Life Account.....	1,575
Life CD.....	580
Raffle Account.....	659
Sales.....	159
Editor's Imprest.....	14
Rendezvous.....	119
Membership Dues.....	21,497
Annual.....	\$18,597
Life.....	2,900
Contributions.....	301
Donations.....	\$150
Ranger Museum.....	151
Miscellaneous.....	50
Program Service.....	\$25,818
Enhanced Annuity.....	1,965
Ranger Ads.....	660
Sales.....	5,079
Rendezvous XV.....	18,114
Fundraising.....	\$17,261
Super Raffle '91.....	12,255
Super Raffle '92.....	970
Regular Raffle.....	3,304
Fines.....	158
Posters.....	574

<b>Expenses</b> .....	\$ 72,179
Management/General.....	\$19,130
Bank Fee.....	\$44
Postage.....	3,509
Telephone.....	278
Printing.....	2,328
Business Manager.....	7,200
Subscription/Books.....	146
Travel.....	3,414
Regional Reps.....	1,329
Supplies.....	380
Legal.....	350
Misc.....	152
Program Service.....	41,747
Ranger.....	\$24,515
Rendezvous XV.....	13,852
Rendezvous XVI.....	103
Sales.....	3,277
Fundraising.....	8,613
Super Raffle '91.....	5,500
Super Raffle '92.....	1,255
Regular Raffle.....	44
Posters.....	1,814
Special Projects.....	2,689
Managerial Grid.....	1,380
Other.....	1,309
<b>Ending Balance</b> .....	<b>\$109,430</b>

## Preparing Your Estate

An important part of your estate planning is having your affairs organized and up to date should tragedy strike. Some of us will live to a ripe old age – some of us won't. In either case, having done all the right things will help preserve your estate for your heirs, and make it easier during a time of great stress for those left behind who must take care of things.

During the past few years, I have lost a number of my close friends. Almost without exception, the spouse had no clue as to what to do, whether or not there was a will, and, if there was one, where it was located. The same was true with insurance, investments, savings, property and retirement annuities.

Planning for death is not easy. Discussing this inevitable event with loved ones is not fun either. But none of us are immortal, so why put it off? Here are some things to consider.

We are friends of a couple who have been married for over 40 years. He is a successful businessman. He takes care of all their finances and investments, and she knows nothing about their business affairs or retirement savings. They have no wills or trusts.

I hope this is not typical of ANPR members. A couple's finances should be planned and carried out together. As a rule, women outlive their spouses; no matter who the main breadwinner is, the responsibility should be shared when it comes to financial decisions.

How about a **will**? Do you and your spouse each have one? I know, you're too young and are going to wait until you are closer to retirement. No doubt you will have an excuse then, too. So make an appointment with an attorney and get a will written this week. Just a simple will should do it for most. Don't let the lawyer get carried away. The price should be less than \$100.

Speaking of wills, have you made out your **living will** yet? This document says, in effect, that if your life is being sustained solely by artificial means, it is your desire – a decision made while you are competent – that life supports be removed. In other words, you want to die with dignity and not be subjected to being kept alive by a machine.

A friend of mine recently had a massive stroke. After all the test evaluations were in, the physicians on the case agreed this person had no chance of ever regaining consciousness. Fortunately the friend had a living will and the stipulations of the document were complied with. Mercifully, death followed a few days later. Had this person lived only because of artificial life support, the family would have had months or maybe years of grief and overwhelming financial hardship. The living will is simple, inexpensive and easy to execute.

A companion document to the living will is a **durable power of attorney**. This legal instrument comes into play in the event someone becomes mentally or physically unable to make decisions regarding his or her own wel-

fare or legal transactions. As with the living will, the durable power of attorney must be placed into effect while the grantor is mentally capable of entering into legally binding relationships.

In contrast, the more commonly known and used "power of attorney" gives the named individual the right to act on another's behalf only while the grantor is competent. The durable power of attorney provides authority to a named individual (or individuals) to transact business for the grantor just as if he or she was legally able to enter into the transactions. My friend in the story above did have a durable power of attorney, and the family was able to carry on business as usual.

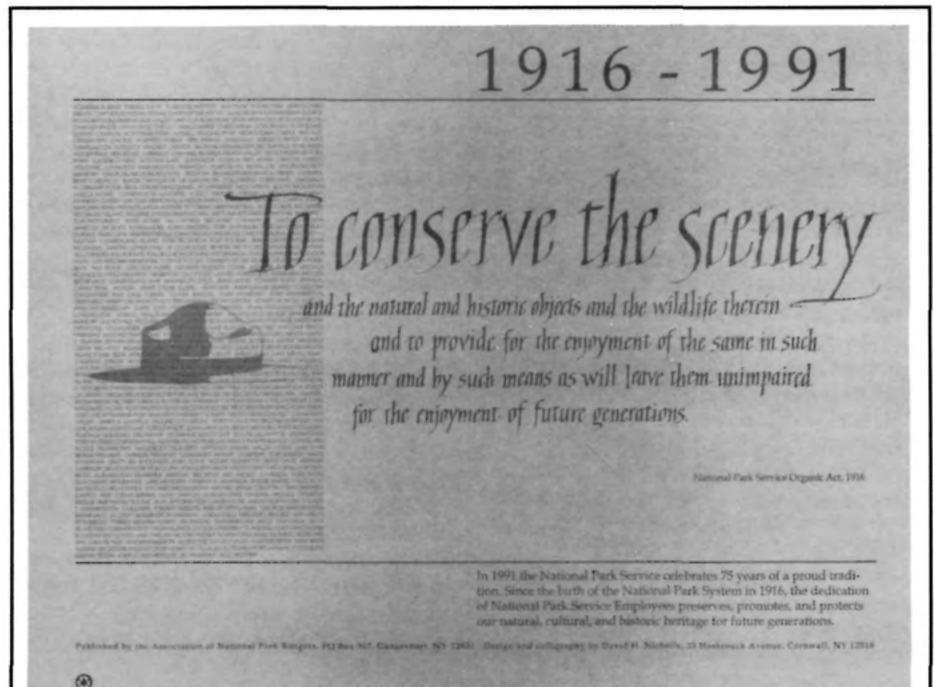
A nice alternative to a will is a **revocable living trust**. The advantages of a trust far outweigh any mistaken disadvantages you may have heard of. For instance, trusts are not probated, the survivors (trust beneficiaries) have immediate access to trust assets, they are revocable (as the name suggests) during the settlor's lifetime by the settlor, they are recognized in all states, and there are a number of other benefits. And, if a sizable estate has

been accumulated, a couple can pass on up to \$1,200,000 to their heirs through a living trust free of federal taxes.

Living trusts are a hot product for the law profession and others right now. Look out for those who, in developing a trust for you, want to do your financial planning or enter into some insurance contract. A revocable living trust for a couple, written specifically for your goals and with all accompanying documents, should cost less than \$1,000. A very important consideration is that the lawyer you select specializes in trust preparation. This is not a field for a general practitioner. Two good books on the subject are *Loving Trust* (Esperti and Peterson) and *Living Trust* (Abts).

### Additional Information

- **Scholarships for children of federal employees** and postal workers are available from the Federal Employee Education and Assistance Fund (FEEAF). Applications for the college scholarships for each September are due on June 15th. For applications and more information, send a stamped, self-addressed, business-sized envelope to



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FEEAF, 8441 W. Bowles Ave., Suite 200, Littleton, Colorado 80123 or call 1-800-323-4140. (This information may reach you late for this year, but it still might be worthwhile to contact them for future reference.)

- If you have school-aged children, the National Association of College Admission Counselors (NACAC Publications, 1631 Prince St., Alexandria, VA 22314) will send you the *Parents' Guide to the College Admission Process*. The guide costs \$4. The subjects include methods for charting a challenging high school experience, the application process, paying for college, and counselors' perspectives.
- Another guide, entitled *How to Get Safety Information from Your Financial Institution*, provides questions to ask your bank, S&L, broker or insurance company on how to get full disclosure on risks being taken with your money. Write or call Weiss Research, Inc., 2200 N. Florida Mango Road, West Palm Beach, FL 3409. 1-800-289-9222.
- I have copies of two blank living wills — both recognized in Colorado, and, I assume, other states. Send me a self-addressed stamped envelope and I'll forward them to you. Frank Betts, 513 Spinnaker Lane, Fort Collins, CO 80525.

Frank Betts

#### ANPR Reports Continued

- Rendezvous expenses may or may not be deductible, depending on the extent of "ordinary and necessary business" related to the convention. No significant recreation can be associated with your trip. The IRS warns that it is important and necessary to contact a local IRS agent to determine if there are viable deductions associated with the convention, as this generally needs to be determined on a case-by-case basis.

All of the above payments are reported on Schedule A, which is used to itemize deductions. Most are subject to the two percent of income limitation. Please note that nothing printed in this article can be used as defense in an audit. The purpose is to merely assist you in filing taxes.

Deb notes that a recent NPS newsletter suggested volunteer work as a stress-reducing activity. Although she says that the most stress-producing activity she ever undertook was done as a volunteer, she also adds that it was one of the most rewarding things she's done. Many volunteer opportunities are generated during the Rendezvous, and you should consider finding a volunteer activity which will be at a comfortable level and will allow some achievement or success.

#### NAS Study Continued

likely, given the Service's ponderous traditions and the poor timing (in the heat of an election year), but even incremental change which strengthens the NPS science program would be an improvement over the status quo.

Copies of the NAS report, called *Science and the National Parks* and produced in a slick medium-format paperback, were sent in late August to each superintendent and each research-grade scientist (but not to each resource management specialist!) in the NPS. If you haven't yet seen it, you should be able to find the copy floating around your park. Personal copies can be purchased (for \$19.95 plus \$3.00 shipping) directly from the National Academy Press at 2101 Constitution Avenue NW, P.O. Box 285, Washington, DC 20055.

#### Association Actions Continued

olutions that were adopted by the members during that conference. Your response indicated that you were referring them to Team Implement for consideration. We've had no further response. So that I can report to our membership the status and progress on actions relating to these resolutions, if any, I would appreciate an update from you.

I want to reiterate our support for the mission and purposes of the National Park Service and the National Park System, and for the efforts to strengthen the Service and the System through implementation of the 75th Anniversary Symposium recommendations. If you, Team Implement or the Office of Strategic Planning see other ways this Association might contribute to these important efforts, please let me know.

#### Managerial Grid Course

During the week of August 16th, ANPR conducted the first managerial grid seminar conducted for NPS employees since 1978. The course, facilitated by Bill Wade, Rick Smith and Ann Baugh, was held in Tampa, Florida, and was attended by 28 people from around the Service.

The arrangement for ANPR to bring management grid back to the NPS had the endorsement of a number of regional directors and the NPS Employee Development Division. This first seminar was hosted by Regional Director Coleman in the Southeast Region.

Nearly all participants agreed that the seminar was extremely worthwhile, and several commented that it was the best management training program they had ever attended.

ANPR has agreed to conduct several additional grid seminars until the NPS decides if, and when, to assume providing this outstanding management development program.

The next seminar is tentatively scheduled for Denver, Colorado, during the week of January 24, 1993. Watch your training announcements and other sources of this kind of information for further details.

#### Future Federal Budgets Continued

If we do these few things, and do them well, when the green eyeshade types start sharpening their pencils, they'll say "National Park System? Got to do it!" That doesn't mean we'll get all the money we need or want. We'll be faced with more and more difficult priority-setting decisions in the immediate future. If we remain true to our responsibilities as the trustees and explainers of our national heritage, and make that heritage truly relevant to all Americans, then we can expect their full support for the National Park System.



#### ANPR's Second Century Club

An idea to increase life members support was recently made by Phil Ward, an early life member. Phil suggested that ANPR make available a secondary level of life membership for those who paid the original life membership fee of \$125. E&AA has used similar levels to rally financial support from their life members. Using Phil's zeal and E&AA's example, the Second Century Club was formed.

The Second Century Club now has 22 members. Realizing life membership in ANPR is still a bargain at any price, each member paid an additional \$125, matching their original life membership fee. The additional contribution will expand the principle of the life account, thereby producing increased investment potential.

Membership in the Second Century Club is available to all original life members. If you are eligible to join, ANPR encourages your support to help stem the escalating costs of providing life member benefits. To join, simply send a check for \$125 to Debbie Gorman, P.O. Box 307, Gansevoort, NY 12831. As always, payment schedules may be arranged.

#### Second Century Club Members

Phil Ward	Andy Ferguson
Paul Broyles	Cliff Chetwin
Bill Wade	Rick Smith
Dan Moses	Wendy Lauritzen
Pat Buccello	Mark Tanaka-Sanders
Bryan Swift	Jeff Karraker
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(410) 835-3121

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Box 307, Gansevoort, NY 12831 (518) 793-3140

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

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

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

**Type of Membership (Check One)**

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

**Important Notice**

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

**Administrative Use**

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

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

\* Life payments may be made in five installments of \$75.00 individual, or \$100.00 joint, each within a 12 month period.

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

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

NPS  Other  NPS  Other

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