

# PEOPLE LAND & WATER

## Bully for Bruce Babbitt



Photo by Tami A. Heilemann, ISC

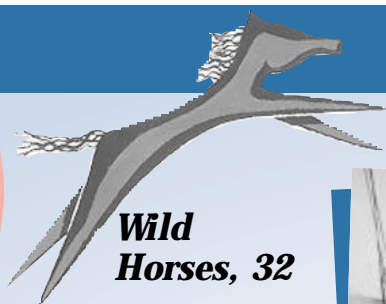
Many thought he would not survive the political tempest. Over the past four years, Secretary Babbitt took on some of the toughest natural resource issues facing the nation, including mining and grazing reform, and came under heavy attack for those initiatives. But with steady conviction and boundless energy, he became a powerful national voice, speaking out for a clean environment, a healthy outdoors, and a marriage of science and management to promote the sustainable development and use of natural resources. He used the Bully

Pulpit for conservation of lands, forests, and wildlife in the tradition of Teddy Roosevelt, the Father of the American Conservation Movement. So, Bully for Bruce Babbitt, as Gregg Patterson of ESPN Outdoors and other national commentators have proclaimed, in recognition of the Secretary's fiercely fought battles and hard won accomplishments

As his second term begins, the Secretary's major agenda items include ensuring the success of a user fee program that will allow some national parks to

retain visitor fees rather than turning the money over to the federal treasury and finding more federal funds to protect fragile public lands and watersheds, especially in the East. In this issue, Secretary Babbitt reflects on some of the Department's major accomplishments (pages 10-11) and discusses one of his priority efforts—the New Forestry (pages 8-9). A photo essay (pages 16-17) captures a unique mission that the Secretary undertook early in the year, as President Clinton's Personal Representative at the inauguration of Nicaragua's new president.

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## Baca Named Interim Director



Sylvia V. Baca

**Sylvia V. Baca** has been named the Interim Director of the Bureau of Land Management by **Secretary Babbitt**. She succeeds **Michael P. Dombeck**, who headed BLM as Acting Director for two and one-half years before leaving the agency in January to

become Chief of the U.S. Forest Service in the Department of Agriculture.

Baca had been serving as deputy assistant secretary for Land and Minerals Management—the Interior division that oversees the BLM, as well as the Minerals Management Service and the Office of Surface Mining Reclamation and Enforcement. She will return to that post after the confirmation of a permanent BLM Director.

“Sylvia Baca has worked closely with the BLM and with the states and communities served by the agency and has earned a reputation as a knowledgeable, skilled, and energetic manager,” Babbitt said. “We are very fortunate she has agreed to lend her talents and energy to the management of this important agency until a permanent director is sworn in.”

Prior to joining the Department two years ago, Baca was director of finance and management for the City of Albuquerque, New Mexico. She received a Bachelor of University Studies in 1981 and a Master of Public Administration in 1989 from the University of New Mexico.

“It has been a pleasure working with Mike Dombeck and having him as a member of the Interior team,” Secretary Babbitt said. “Over the past few years, Mike has helped shape the President’s forest plan, implemented a new management strategy to protect and restore salmon and steelhead habitats on public lands, and led the interdepartmental wildland fire policy review.”



Michael P. Dombeck

### Assistant Secretary Frampton Leaving

**George Frampton**, Interior’s assistant secretary for parks and wildlife, has announced his resignation, effective on February 14. “I’ve been doing the same kind of issues for ten years without a vacation,” Frampton said. “I have two teenage sons, and I want to spend some time with them.”

Secretary Babbitt praised Frampton’s work, which included restoration of the Florida Everglades, conservation planning in coastal California, and using Exxon Valdez oil spill funds to buy fragile habitat around Prince William Sound in Alaska. “His knowledge and skill will be greatly missed here,” Babbitt said. Frampton, a trial lawyer active in environmental litigation, was president of the Wilderness Society before coming to Interior.

### Intergovernmental’s Turner Resigns

**Leslie Turner**, counselor to the Secretary, director of Intergovernmental Affairs, and the former Assistant Secretary for Territorial and International Affairs resigned January 10. During her tenure as assistant secretary and as a member of the Department’s Reinventing Government Team, Turner successfully reorganized the Department’s management of territorial and international affairs, reducing costs and improving the delivery of these services. She is returning to the law firm of Aiken and Gump and will specialize in Pacific Rim issues.



*Jim Siegel, above right, worked with other Interior instructors, Ugandan wildlife officials, and U.S. Peace Corps Volunteers, above left, as part of U.S. Government project to help Uganda rebuild its national park and game reserve system. Interior instructors Jeff Shryer (front row left) and Dave Vekasy (back row left) conducted park interpretive training. Siegel writes about the experience on pages 6-7.*



## Restoring Uganda’s Parks and Reserves

In the minds of most Americans, Uganda still evokes images of a tumultuous civil conflict in the 1970-80s. But **Jim Siegel** recalls a lush rolling landscape of farms, canopied rainforest, and savannas stretching to the horizon. He sees Lake Victoria, the Rift Valley, and the Rwenzori Mountains—habitat for some of the rarest and most beautiful wildlife in the world.

Before the civil war, Uganda was one of the premier wildlife tourist destinations in Africa, with such world-acclaimed protected such as Queen Elizabeth and Murchison Falls National Parks. Queen Elizabeth National Park was once reputed to support the greatest population of large herbivores (mostly elephant, hippo, buffalo) of any place in the world. During the war years, those wildlife populations were decimated for food, commerce, and sport.

“Those chaotic times are part of the past,” said Siegel, who spent several weeks last fall training Ugandan wildlife wardens in techniques for monitoring biological resources. “Ten years of peace

and stability have lead to an improved economy and better conservation of the country’s amazing wildlife resources,” said Siegel, a wildlife course leader at the U.S. Fish and Wildlife Service’s National Conservation Training Center in West Virginia.

As part of its national conservation and sustainable development efforts, Uganda has begun rebuilding the national environmental agency—the Uganda Wildlife Authority—and restoring the national park and game reserve system.

“Uganda’s Rift Valley represents the great meeting of the East African savanna and the West African rainforest, one of the world’s foremost hotspots of biodiversity,” said Siegel, who hopes to return to Uganda to help conserve its unique natural heritage.

Siegel recounts his experiences, the role Interior is playing in Uganda’s rebuilding effort, and the challenges facing that nation’s wildlife preserves on pages 6-7.

# Courage at Work

**Harry Dalton**, Hollywood’s version of a U.S. Geological Survey volcanologist, was investigating seismic episodes in a small Pacific Northwest town when he became alarmed by the evidence he found around a long dormant mountain—the kind of activity that precedes a catastrophic volcanic eruption.

Though his colleagues doubted his theories and questioned his evidence, Dalton enlisted the town mayor to help him convince his doubting supervisors and the unbelieving townspeople of the imminent danger.

*Dante’s Peak* explodes across the screen, as the movie ads proclaim, in February, starring **Pierce Brosnan** as the heroic Interior employee who saves hundreds of lives by his courageous action. While the film is a special effects fiction, it is another indication that Hollywood and the national media have tapped a rich vein at Interior—the physical dangers many employees face in carrying out their everyday jobs and the need for great gobs of courage to face the expected and unexpected risks.

Last year, a made-for-TV movie featured fictional smokejumpers, but the dangers of that job are no



fiction to thousands of Interior wildland firefighters who risked life and limb last summer and fall trying to save people’s homes and property as well as the nation’s natural resources during the largest wildfire season in 30 years. The all-too-real dangers faced by Bureau of Land Management rangers, wildlife biologists, park rangers and police, and other Interior law officers also have made national headlines over the past few years.

Much of the work Interior does involves danger from natural and human sources. And Interior employees often put themselves in harm’s way to help others, as part of their jobs and sometimes even when they are not on the job. They disregard their personal safety and face grave risks to help co-workers, complete strangers, and the people who visit the nation’s parks, refuges, and recreation areas. Though it may not be listed in the job description, *Courage at Work* is an indispensable asset for many Interior employees.

At a December 9 convocation, Secretary Babbitt honored Interior employees for their courageous and heroic actions and their distinguished service to the Department and the nation.

## Valor and Excellence:

The stories behind the 1996 Valor and Distinguished Service Awards are told on page 4.



# Sailing To San Juan

National Park Service interpreters like to get into their work—to live the history they relate to visitors. So when interpreters at the San Juan National Historic Site in Puerto Rico, a U.S. commonwealth in the Caribbean, learned that a replica of an early American sailing ship was coming to visit, a serendipitous exchange took shape.

“It began with a fortuitous conversation with Ranger-Historian **Scott Sheads** of Fort McHenry National Monument in Maryland,” recalled **Deborah Rehn**, an architect at the San Juan Site. “*The Pride of Baltimore II*, was coming to port in San Juan harbor to rest and rejuvenate the crew before the last home stretch of their European tour,” Rehn said. The 1812 Baltimore Clipper is the State of Maryland’s goodwill ambassador to the world.

Rehn informed **Mark Johnson**, the chief of interpretation at San Juan. Johnson thought that a sail on the ship would be an excellent way for his staff to learn first hand about the difficulties of navigating a sailing vessel in and out of San Juan harbor. He also realized that he had been Sheads’ instructor in an NPS Historic Weapons & Black Powder Officer Training program in 1990.

With the support of San Juan Superintendent **Ping Crawford**

and an invitation from the *Pride’s* captain, **Jan Miles**, Johnson and his group of interpreters and park guides set off for an afternoon sail with the crew of the clipper. After Captain Miles explained historic sailing ship and navigational terms, Ranger Sheads talked about the construction of the ship, and Chief Johnson reviewed the primary harbor battles and pirate activities of the period in which this type of vessel would have participated.

Finally, with the trade winds blowing, the group experienced first hand the wind shadow of El Morro Castle—a 16th century Spanish fort guarding the entrance to the bay—on departing and entering the harbor. The team learned how much effort is required to manually raise and lower sails, and the complexities of steering this type of ship in a narrow channel. The “crew” also experienced the necessity of teamwork in accomplishing a challenge.

San Juan National Historic Site then hosted a torchlight

tour of El Morro, opening many closed areas of the fort for the captain, his crew, and the families of park staff. The tour included a living history presentation by the San Juan “crew” of interpreters that brought the fort to life. The captain and crew of the *Pride* were presented a plaque commemorating this historic exchange.

The project offered mutual enrichment. Tentative arrangements have been made for future exchanges. This was the fourth visit of the *Pride* to Puerto Rico since the vessel was launched in 1988. For a copy of Ranger Scott’s report from the *Pride of Baltimore II*, check out the *Pride of Baltimore II* World Wide Web homepage at <http://www.4impact.com/pride>

*Submitted by Deborah Rehn, an architect at San Juan National Historic Site.*



Lucky San Juaneros are ready to help sail the *Pride of Baltimore II*. From left, in front row, Joel Acevedo, Deborah Rehn, Rosanna Weltzin, Milagros Alvino, Laura Roman; Back row, Mark Johnson, Jose L. Duran, Jorge Acevedo, John Cancel, David Bocanegra, and Carlos Carrasquillo. Above, the *Pride* at sea with all sails flying. Photos by Scott Sheads.

## Hardwiring History

Paul Winegar, Southeast Field Area

Bringing a massive labyrinth of 400-year old fortifications into the computer age was no small task. Doing it without damaging the site’s historical features was even harder, but helped to preserve a premier example of colonial Spanish architecture.

Fort San Cristobal and El Morro Castle at San Juan National Historic Site are some of the oldest cultural resources in the National Park System. The fort—*El Fuerte de San Cristobal*—was begun by the Spanish in 1625. It lies at the east end of the fortifications which protected Old San Juan and San Juan Bay on Puerto Rico’s northeast coast. *Castillo de San Felipe del Morro* (El Morro), begun in 1540, stands guard west of the city at the entrance to the bay. The Historic Site also has 14 million square feet of City Walls surrounding the original city and numerous other structures.

The site’s managers decided that networking the park’s 22 personal computers was the best way to improve communication in the park, the Caribbean area, and with National Park Service support groups thousands of miles away. A team of NPS professionals was called in and successfully installed the first of its kind and most up-to-date system in the southeast field area. **Mark Hardgrove**, Assistant Superintendent at San Juan, spearheaded the effort to reduce paperwork, improve communications between park management and staff, and optimize the use of the existing computers.

NPS offices are located throughout the park, literally from one end of Old San Juan to the other, a distance of about a mile. The park management headquarters is at Fort San Cristobal and the offices are housed in historic officer’s quarters and casemates. The administration offices (personnel, purchasing, and cultural resources) are in a historic two-story Spanish colonial building located outside the fort.

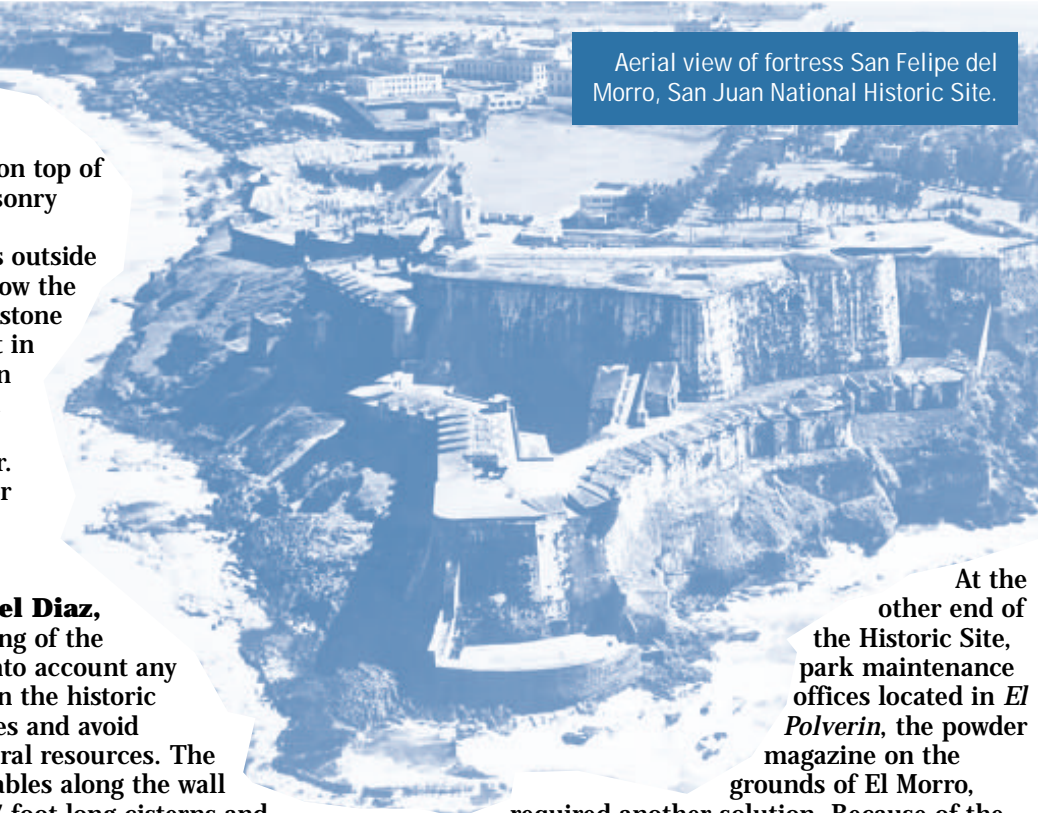
Hardwiring the computers between the two locations was a major challenge. The management

offices in the fort lie on top of five historic solid masonry cisterns, while the administration offices outside are down the hill, below the cisterns. The vaulted stone and brick tanks, built in 1774, are filled by rain runoff from the plaza above. Each can hold 2,400 gallons of water. Two are still in use for emergency water shortages.

Facility Manager **Angel Diaz**, who directed the wiring of the system, had to take into account any effect it might have on the historic fabric of the structures and avoid damaging these cultural resources. The solution was to run cables along the wall through one of the 57-foot long cisterns and into existing conduits to the offices in the fort and the administration building outside.

First, wires were pulled in each of the two locations and run through existing conduits to telephone outlet boxes in each office. Next, NPS maintenance workers **Richard Negron** and **Carlos Quintana** donned life vests and flippers and entered the cisterns. They worked from a plywood platform mounted on a truck tire inner tube, a new form of floating scaffolding! Their on-the-job maintenance experience and recreational snorkeling skills came in handy. **Henry Lopez**, the maintenance supervisor, monitored their safety.

After the wiring was completed, the wall connections were installed by a local computer technician. **Dawn Bosh** of Everglades National Park and **Wayne Martorana** of the Gulf Coast System Support Office then arrived on-site to complete the networking process.



Aerial view of fortress San Felipe del Morro, San Juan National Historic Site.

At the other end of the Historic Site, park maintenance offices located in *El Polverin*, the powder magazine on the grounds of El Morro, required another solution. Because of the distance between El Morro and the office complexes at Fort San Cristobal, computers in the park maintenance division use a remote setting and are tied to the network through the public telephone system.

The park now has 22 IBM compatible computers which can communicate directly through cc:mail without the need for dedicated phone lines. The server software is Microsoft Windows NT, the workstations operate on Windows 95 and 3.1.1 for Workgroups completes the operating system.

**Elba Vega**, the system administrator, credits Mark Hardgrove and the Dell and Microsoft Technical Assistance people for her knowledge. The project’s final stage will train all staff to use the system’s full capabilities. DOI Net will soon provide the park immediate access to everything from purchasing to property to personnel.

*Paul Winegar is the Public Affairs Officer for the NPS, Southeast Field Area in Atlanta, Georgia.*



## Around the Department

# VALOR

# AWARDS

...are presented to Interior employees who have demonstrated unusual courage involving a high degree of personal risk in the face of danger. The act of heroism is not required to be related to official duties or to have occurred at the official duty station. Recipients receive the everlasting gratitude of the people they save and the grateful thanks of the nation they serve, as well as a citation signed by the Secretary and an engraved gold medal.

**Matthew A. Lysakowski** and **David W. Norenberg, Sr.** The Bureau of Reclamation officers faced escalating danger from a severely depressed man wielding a 14-inch carving knife and threatening to commit suicide by jumping from the top of Hoover Dam. Lysakowski and Norenberg talked the man out of jumping, disarmed him, and resolved the situation without resorting to deadly force. The two-hour confrontation took place October 10, 1996 on a busy highway that spans the top of the dam. The threatening situation stopped traffic and endangered motorists and passersby.

**James W. Hendley II**, U.S. Geological Survey, saved a woman at Point Reyes National Seashore, when she panicked while climbing the sheer face of a cliff. Hendley positioned himself on the near vertical rock face above the woman, directed her husband and another man to anchor his legs, and placed himself at significant risk of falling more than 50 feet onto sharp rocks below by allowing the woman to grip and hold his arm while Hendley directed her to hand and foot holds that enabled her to climb off the precipice.

**Gary E. Peeples, Jr.**, Fish and Wildlife Service, saved a family caught in a riptide at Pea Island National Wildlife Refuge on June 28, 1995. Peeples, a student intern, entered the dangerous waters without hesitation and swam to a father who was attempting to keep his two daughters above waters as they were swept out to sea.

Peeples brought one daughter to shore, while the father assisted with the rescue of the other. Peeples swam back out to the mother, who had been carried further out to sea, and brought her to safety. He then immediately returned to his duties at the Visitor Center. The father, David Ellison, reported the rescues, saying the family might have perished without Peeples' unhesitating and unselfish acts of bravery.

**James L. Detterline**, National Park Service, saved the lives of two visitors who had fallen into the Roaring River at Rocky Mountain National Park on August 12, 1995. Ranger Detterline entered the river to stabilize the two adults while rescue equipment was being set up. The victims had been in the frigid waters for more than 30 minutes and were barely clinging to a rock about 15 feet above the lip of 75-foot high Horseshoe Falls.

Detterline slipped twice trying to reach the couple. On his third attempt, the victims—unable to hold on any longer—unexpectedly lunged at Detterline who exhibited tremendous strength and courage by holding onto them long enough for rangers on the shore to pull them to safety.

**Richard Scott Evans**, National Park Service,

...demonstrating unusual courage...



Interior's Valor Award recipients for 1996 gather for a group photograph after the presentations by Secretary Babbitt. The employees were recognized for their courage at the Department's 58th Honor Awards Convocation on December 9 in the auditorium of the Main Interior Building. Photo by Tami Heilemann, ISC

rescued three individuals on Lake Namakan at Voyagers National Park. The snowmobilers had been stranded overnight without food or shelter in minus 25-degree weather when Pilot Evans spotted them from the air. Surface conditions on the lake were rough with windblown hammocks and patches of fresh snow.

Evans made several touch-and-go landings to smooth out the hummocks and test the surface of the lake to ensure that the plane would not bog down in the slush. He then landed and took off three times carrying the victims to safety one by one.

**Michael Fellner**, National Park Service, rescued two people in imminent danger of drowning off of Riis Park at Gateway National Recreation Area. Lieutenant Feller, of the Park Police, swam out to the victims with a life saving ring, first helped a man reach the safety of nearby buoys, then swam to a woman who was in a state of panic, reassured her in her native Spanish, and brought her to shore with the lifesaving ring.

**Jack Finley**, National Park Service, helped to save two co-workers following the crash of a fully-fueled CH-47 helicopter that had been fighting the Blackwell Fire near McCall, Idaho, on

September 23, 1994. Finley, who was the Park Service observer/ground liaison officer on the helicopter, remained aboard the burning aircraft to help put out two fires. He then helped a crew chief who had been injured in the crash to get out of the helicopter, warned people on the ground away from the wreckage, and reentered the smoldering fuselage to locate the second crew chief.

**Randall K. Flanery**, National Park Service, saved the life of a 12-year old boy who had been swept into the freezing Queets River in Olympic National Park. Seeing the accident, Ranger Flannery immediately entered the river—in full uniform—swam 35 yards downstream in the swiftly flowing, snow melt-swollen river, and found the boy submerged in a deep pool at the confluence of the Queets and Sam Rivers. Flannery pulled the boy's head out of the water, calmed the scared, disoriented, and combative victim, and pulled him to safety.

**Richard P. Martin**, National Park Service, recovered the driver of a submerged vehicle, which had run off a road and plunged into a rain-swollen creek outside Chickasaw National Recreation Area on May 26, 1994. Before divers and rescue equipment arrived at the accident scene, Martin, with a rope tied around his waist, swam to the middle of the creek through a swift current and repeatedly dove 15-feet to the vehicle until he had freed the victim.

**Daniel R. Mason**, National Park Service, single-handedly convinced a suicidal man with two handguns to surrender on January 8, 1996, at Olympic National Park's Lake Crescent. The intoxicated and severely depressed individual threatened suicide and waved a cocked .44 caliber pistol several times during a 30-minute face-to-face confrontation with Ranger Mason, who not only disarmed the man but also convinced him to voluntarily surrender.

**Theodore D. Ondler, James W. Pilgrim, Bob B. Quarles, Cameron S. Shaw, Benita S. Smith, and Val K. Urban**, all Fish and Wildlife Service employees, rescued numerous residents of the of Florida Gulf Coast during a major winter storm that struck the area March 13, 1993. Hurricane force winds and an 8-foot storm surge on a high tide caused rapid flooding that trapped thousands of these residents, many of them elderly retirees and many with medical conditions that could have deteriorated and proven fatal had they not been rescued.

Acting independently without the benefit of a central command post, and at great personal risk, these employees faced hurricane force winds, intense wave action, freezing temperatures, wind and water tossed debris, downed electrical lines, and broken gas lines to reach the flood victims in boats and bring them to safety. All of the employees risked capsizing, collisions, and drowning, as well as electrocution and explosions in performing these life-saving operations.

... recognize individuals, supervisors, managers, and organizations demonstrating exemplary service and commitment in strengthening and promoting the Department's Equal Opportunity Program.

## Equal Opportunity Awards

**Lori Windle**, of the Office of Surface Mining and Reclamation Enforcement, received the Employee Achievement Award.

**Horace Clark**, of the Office of the Solicitor, received the award for Long-Term Achievement.

**F. Eugene Hester**, of the National Biological Service (now the USGS Biological Resources Division), was honored with the Management Achievement Award.

**The Wyoming State Office**, of the Bureau of Land Management, received the award for Organizational Achievement.

And the **Departmental Special Emphasis Observance Committee** received the Special Emphasis Achievement Award.



# Distinguished Service Awards



Interior employees who were honored with the Distinguished Service Award for 1996 gathered for a group photograph after the presentations by Secretary Babbitt. The December 9 ceremony at the Main Interior Building was the Department's 58th Honor Awards Convocation. Photo by Tami Heilemann, ISC

Science  
and  
Service

Management  
and  
Career  
Achievement

...are the highest honorary recognition employees can receive in the Department of the Interior. It is granted for outstanding contribution to science, outstanding skill or ability in the performance of duty, outstanding contributions made during an eminent career in the Department, or any other exceptional contribution to public service. Recipients receive a certificate and citation signed by the Secretary along with an engraved gold Distinguished Service Award medal and gold lapel pin. The 1996 recipients were:

John H. Farrell, Office of the Secretary  
Albert V. Witham, Office of the Solicitor  
Eleanor R. Schwartz, Bureau of Land Management  
Robert E. Brown, Minerals Management Service  
Gerald R. Daniels, Minerals Management Service  
James R. Detlefs, Minerals Management Service  
H. Erich Groess, Minerals Management Service  
James W. Shaw, Minerals Management Service  
Larry L. Amos, U.S. Geological Survey  
Martha G. Bonilla, U.S. Geological Survey  
L. Budd, U.S. Geological Survey  
F. Cannon, U.S. Geological Survey  
s Dutro, Jr., U.S. Geological Survey  
Flores, U.S. Geological Survey  
ntz, U.S. Geological Survey  
Keith A. Kvenvolden,  
U.S. Geological Survey

Richard A. MacDonald, U.S. Geological Survey  
Peggy K. McCafferty, U.S. Geological Survey  
Robert H. Meade, Jr., U.S. Geological Survey  
Alan M. Mikuni, U.S. Geological Survey  
Randle W. Olsen, U.S. Geological Survey

*These dedicated public servants are the pillars of their services, our department, and of the federal government. They inspire us to take pride in our work and challenge us to match the high standards of their achievements.*  
**Secretary Babbitt**

Robert A. Page, U.S. Geological Survey  
William W. Patton, Jr., U.S. Geological Survey  
L. Niel Plummer, U.S. Geological Survey  
Joseph S. Rosenshein, U.S. Geological Survey  
Laurence A. Soderblom, U.S. Geological Survey  
Linda D. Stanley, U.S. Geological Survey  
John Vecchioli, U.S. Geological Survey  
Richard S. Williams, Jr., U.S. Geological Survey  
Bernard J. Scheiner, Bureau of Mines  
Dale F. Imlay, Bureau of Reclamation  
John W. Keys III, Bureau of Reclamation  
Claude F. Lard, Fish and Wildlife Service  
Joseph S. Marler, Fish and Wildlife Service  
Richard N. Smith, Fish and Wildlife Service  
Milton Friend, National Biological Service  
F. Eugene Hester, National Biological Service  
Rowland T. Bowers, National Park Service  
John H. Davis, National Park Service  
Henry E. Drews, National Park Service  
William H. Ehorn, National Park Service  
Thomas C. Gray, Jr., National Park Service  
Ronald M. Greenberg, National Park Service  
Robert C. Milne, National Park Service  
John G. Parsons, National Park Service  
Richard E. Powers, National Park Service  
Michael D. Shields, National Park Service

...awards are granted to individuals or groups not employed by the Department but who have performed outstanding and direct service to Interior and improved the effectiveness of Departmental missions. The awards are the highest honor that can be bestowed on a private citizen or group by the Secretary.

**Orme Lewis, Jr.**, Sponsored by the Bureau of Mines, received the Conservation Award for his commitment to resource conservation, the development of environmentally sound technology, and the support of advanced mineral-related education through Interior's Mineral Institute Program, which he headed for more than ten years.

**John Hollingsworth**, sponsored by the Fish and Wildlife Service, was honored with the Conservation Service Award for his unparalleled and exemplary photography of wildlife and their natural habitat. His work fostered an international appreciation of the treasures of the National Wildlife Refuge System.

**Vin T. Sparano**, sponsored by the Fish and Wildlife Service, received the Conservation Service Award for his outstanding career and

contributions spanning 35 years as a writer and editor with Outdoor Life magazine. His work conveyed an abiding respect for and adherence to codes of ethics and conduct that surpassed the mere letter of game laws.

**Roger E. Preuss**, sponsored by the Fish and Wildlife Service, received the Public Service Award for his lifetime work in conservation art and education and his exceptional contributions to wildlife and habitat conservation. Over five decades he donated wildlife art that generated more than \$4.5 million for wildlife habitat preservation and other basic conservation efforts and co-founded numerous wildlife conservation groups. His many honors include being selected National Wildlife Artist of the Year (1964), Dear of Wildlife Artists, and U.S. Bicentennial Wildlife Artist.

## DIVERSITY AWARDS

... honor Interior employees or groups demonstrating exemplary service or significant contributions to the Department's efforts to substantially increase diversity at all levels, including equal opportunity and affirmative employment initiatives.

**Efraim Escalante**, Bureau of Reclamation, received the Management Achievement Award.

**The Special Emphasis Committee, National Interagency Fire Center**, Bureau of Land Management, received the Special Emphasis Award.

**The Section 504 Coordination Team of Region 5, U.S. Fish and Wildlife Service**, received the Accessibility/Employment of Persons with Disabilities Award.



International Initiatives

Interior in Uganda:  
A Partnership for Biodiversity



As the visitor wandered off the trail during a tour of the wildlife preserve, the Ugandan park guide approached the stray, conjured up a genuinely concerned look, and asked, “Excuse me, sir, but have you ever been bitten by a poisonous snake?”

The visitor scurried back to the trail and remained close to the group for the rest of the tour. The guide’s novel approach worked without admonishing the wayward visitor as had been done in the past, sometimes causing embarrassment and wounded pride.

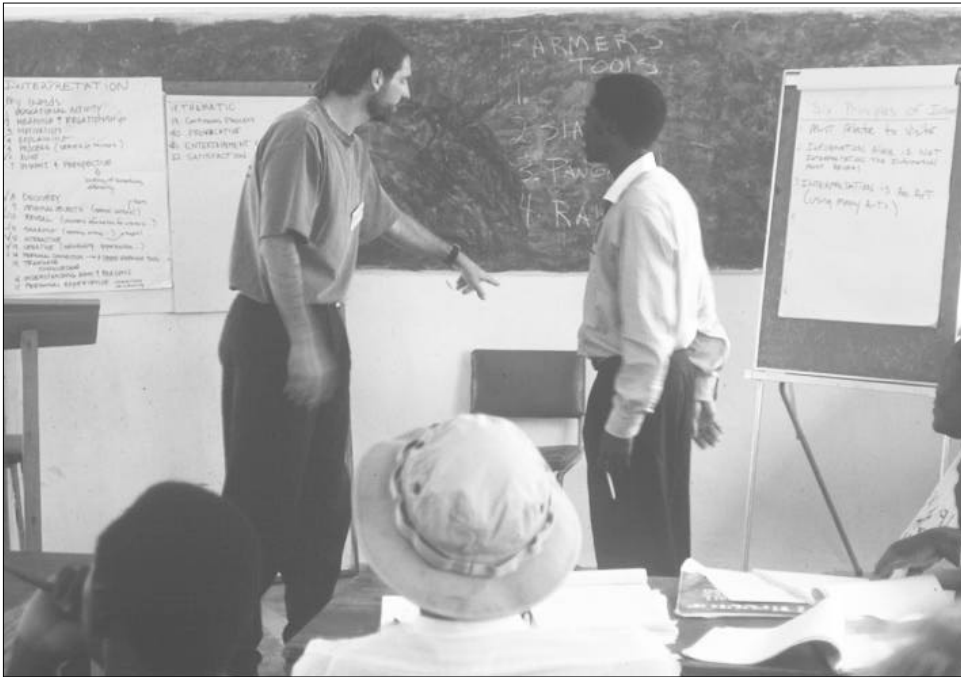
The new technique is a small example of the success of a training program conducted by Interior employees on behalf of the U.S. Government. At the request of Uganda, the U.S. Agency for International Development is funding the Department to assist the Uganda Wildlife Authority in training its park and game reserve employees.

The training focuses on improving their ability to interpret wildlife resources and conduct biological inventories of Uganda’s rich wildlife, plant, and forest resources. Interior’s participation in the international conservation project is funded under a Partnership for Biodiversity agreement that Assistant Secretary **Bonnie Cohen** signed with the Agency for International Development in 1995.

The work is carried out under the leadership of the Department’s Office of International Affairs and is often done in cooperation with the U.S. Peace Corps. Last year, four Interior employees trained 28 Ugandans working in protected areas and 15 of their Peace Corps Volunteer counterparts during four 2-week sessions.

Storytelling in the Service of Wildlife

**David Vekasy**, a supervisory park ranger at San Antonio Mission National Historic Park in Texas, led the interpretative skills training program, conducted last spring. Vekasy was assisted by **Jeff Shryer**, the Uganda project leader with the Partnership for Biodiversity. Shryer



Uganda’s Queen Elizabeth National Park, which once had the greatest population of large herbivores (elephants, buffaloes, hippos) in the world, has a wealth of lush scenery, such as Lake Nyamusingiri, above. At left, Dave Vekasy, a supervisory park ranger at San Antonio Mission National Historic Park in Texas, works with Ugandan trainees during an interpretive skills class.

Uganda’s Parks and Wildlife—The Beauty and the Challenge

Jim Siegel

The most striking thing about Uganda is how green it is. Lush farms of bananas, corn, potatoes, tea, and coffee dot the rolling landscape. Wildland is covered with multi-canopied moist forest or dryer savanna. As you travel from Kampala, the capital, toward the west,

Jim Siegel, FWS, enjoying the shade of a canopied forest in Queen Elizabeth National Park, hopes he’ll have further opportunities to contribute to the conservation of Uganda’s unique natural heritage.



you pass the northern shore of enormous Lake Victoria. About 25 percent of the country is covered by lakes and various types of wetlands.

Queen Elizabeth National Park, our training site, is 200,000 hectares of bush-grassland and forest leading to the edge of the Rift Valley’s Lake Edward. The famous Rwenzori Mountains loom off to the northwest. The park is home to thousands of Uganda kob, Defassa waterbuck, bushbuck, topi, Cape buffalo, warthog, hippo, elephant, and their predators such as spotted hyena, leopard, and lion.

The park hub of the Mweya consists of tourist facilities, park headquarters, and employee housing, all on a narrow peninsula jutting into Lake Edward. Indoor sessions for both training courses were held in a small classroom of the Institute of Ecology.

One of the most consistently amusing things about Mweya was that family groups of warthogs would graze outside the buildings, oblivious to people walking by. Ornamental flowering trees and shrubs were alive with various weaverbirds, bulbuls, and sunbirds.

Unlike most of the parks in the United States, Ugandan national parks and game reserves may contain rural communities, generally small villages that fish in park lakes and rivers. Lake Edward bordering Queen Elizabeth National Park supports an important commercial tilapia industry.



From left, Peace Corps Volunteer Chris Scypinski and Kyambadde, of the Uganda Institute of Ecology, review site plans with Interior’s Lou Hagener (a BLM ecosystem specialist) as warthogs wander through the yard.





At left, Interior instructors show trainees how to set up a quadrant to measure vegetation cover on a savanna. At right, Henry Busulwa, a fishery biologist with the Uganda Institute of Ecology, shows trainees how to measure tilapia and lungfish as part of the wildlife monitoring course.



is a wildlife biologist with the Bureau of Land Management’s Kemerer Resource Area in Wyoming.

The interpretative training focused on applying four key principles: how to relate to visitors’ experiences, provoking thought, revealing information, and using artistic approaches, such as storytelling, to give visitors rewarding and memorable nature talks. After initial classroom instruction, trainees practiced their presentations outdoors for their international visitor audience.

Trainees set minimum performance standards for their nature talks and helped to develop a standardized visitor questionnaire to evaluate tourist satisfaction with services in the protected areas, including presentations by nature guides. The questionnaire has been adopted by the Uganda Wildlife Authority for use in all of that nation’s protected areas.

Shryer returned to Uganda in October to evaluate how well the students have applied the interpretative skills training at their work sites. He was accompanied by the director of the Peace Corps for Uganda and the assistant director of the Uganda Wildlife Authority.

The trainees showed excellent progress in improving their interpretative presentations, Shryer reported. Three of them are teaching other park staff how to give nature talks. Safari tour operators now request some of the Ugandan trainees by name to give presentations to tour groups.

### Monitoring a Hotspot of Biodiversity

**Jim Siegel** and **Lou Hagner** taught the biological inventory and monitoring course, held in the fall. Siegel is a wildlife course leader with the U.S. Fish and Wildlife Service’s National Conservation Training Center in West Virginia. Hagner is an ecosystem specialist with the Bureau of Land Management’s Havre Resource Area in Montana.

People living near protected areas also have some legal access to harvest polewood, reeds, bamboo, and medicinal plants for family use. Subsistence hunting and trapping, although illegal, are not uncommon in the parks and reserves, with wildlife often captured using wire-snares.

Much of the fieldwork for our biological inventorying course was conducted in nearby park grassland and forest. Participants were familiarized with a number of the common plant, wildlife, and fish species and the appropriate techniques to survey them.

The bird life at Queen Elizabeth was incredible, with the class easily observing about 100 of the area’s 545 species. Participants also took a boat trip along the Kazinga Channel of Lake Edward to survey large mammals and aquatic birds and visited a fishing village to estimate the harvest of tilapia, catfish, and other species.

The class also visited a prominent Uganda kob lekking ground, a large closely-cropped plain where the strongest male antelope set up very small territories within a display and fighting arena. Groups of female kob came to the lek to choose the

**Henry Busulwa**, a fisheries biologist at the Uganda Institute of Ecology, assisted Siegel and Hagner. All the Interior trainers had worked as Peace Corps park management volunteers in Africa during the late 1980s and early 1990s.

The participants in the course were from all the protected areas of western Uganda, where the East African savanna meets the West African rainforest—considered one of the world’s foremost hotspots of biodiversity. Most were tourism wardens, whose responsibilities included supervising ranger staff as well as the development of park roads and visitor facilities.

Five of the participants had the enviable position of working in the two mountain gorilla parks in the southwest part of the country. A few were community conservation wardens assigned to help villages inside and bordering the protected areas to use natural resources such as fish, plants, and forest products in a way that would sustain those resources. A few participants were law enforcement wardens, supervising anti-poaching rangers.

The course concentrated on basic biological survey skills including the use of a topographic map and compass, plot and transect techniques for vegetation and wildlife, and methods of estimating fish harvests.

The trainees ranked their areas’ top inventory and monitoring issues, giving the highest priorities to wildlife populations and their movements, efforts to curb poaching, the effects of wildfire, the succession of savanna vegetation, the impacts of tourism, and the sustainable use of park resources. Each team of trainees also wrote an inventory action plan for their protected area.

most dominant males for mating, ignoring big groups of younger bachelor males.

While practicing forest inventory techniques, the class saw large colorful birds like turacos and hornbills and four species of primate including the striking black-and-white colobus monkey.

The most challenging aspect of the course was training an audience with a varied range of experience. A few of the wardens were trained conservation professionals with fairly extensive experience in park management, while others were just starting their careers.

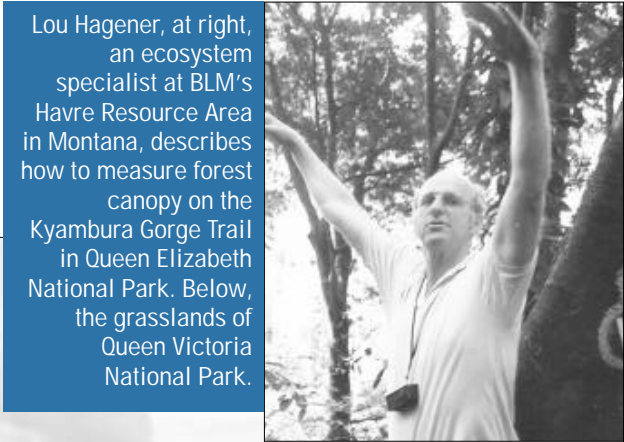
The key was to help trainees improve their skills and gain practice in applying those monitoring techniques to relevant conservation issues, whatever their background.

The process of using inventory and monitoring approaches to improve land management is one of the most neglected parts of many conservation programs. The inventory site plans that the trainees developed during the course will help them focus



All trainees were expected to train their home staff in the newly acquired skills. Each team was given key monitoring equipment to take back to their parks and preserves, including binoculars, field guides, compasses, tape measures, vegetation plot frames, mapping tools, notebooks, and clipboards.

Additional photos, story, page 2.



their new surveying skills on the most urgent management problems facing their protected areas.

Jeff Shryer and other members of the country team will return to Uganda in 1997 to evaluate how the inventory and monitoring training has been applied in helping to revitalize management in the country’s parks and reserves. The team also will give more focused monitoring training and will be able to trouble shoot the most pressing inventorying and monitoring problems.





# New Forestry in an Old Struggle

Bruce Babbitt

The environmental controversies of our time are rooted in a old struggle: On the one side are those who view natural resources primarily as material for an international industrial economy, and on the other, those who see forests, mountains, savannas, and wetlands in a wider perspective of values—whether wildlife, recreation, or as a part of our spiritual heritage which obliges us to be stewards of God’s creation.

How do we reconcile them? During the past four years the Clinton Administration has used interdisciplinary science, expanded public consultation, and taken a flexible approach to restoring and conserving public lands and resources.

Examples of this approach are the Everglades restoration project, wildlife habitat conservation plans, the Western Resource Advisory Councils, and the Grand Canyon test flood experiment. But from the first day, we also helped to develop and launch the President’s Northwest Forest Plan and a related series of other forest initiatives across millions of acres of America’s forested landscapes. They have come to be known as New Forestry.

Our first opportunity to shape New Forestry concepts was at hand when the Clinton Administration arrived in 1993. The northern spotted owl had triggered the crisis in the old growth forests of the Pacific Northwest. Yet like a sneeze, the owl was only a symptom warning us that the entire Northwest forest system was sick, overstressed, and in need of treatment.

The forces that saw forests as trees to be farmed for their cellulose had carried that view to new heights of apparent efficiency in the Northwest. Timber companies clearcut vast mountainside tracts, burned the slopes free of slash and replanted bare slopes, from mountain top to stream’s edge, with monocultures of Douglas fir that can be recut and processed every forty years.

## Seeing the Forest and the Trees

But over time these practices have generated a rising tide of public reaction. Salmon streams choked up with dirt slides and runoff from bare mountainsides. And the resulting tree plantations were not authentic forests that families wanted to look at,

much less hike through or camp in. The public responds to the scent of spruce and incense cedars, the sound of wind swaying the boughs of ancient trees, the sight of morning dew sparkling on ferns and mosses, and the chance to eat wild berries and catch native salmon.

The Administration’s response to the crisis can be found in the

work of the Forest Ecosystem Management Assessment Team, carried out by an interagency team under the leadership of **Jack Ward Thomas**, then the chief wildlife research biologist of the Forest Service. The Team’s report is already being recognized as one of the most important documents in the history of American forestry; for the first time it lays out a general ecological basis for the coordinated management of 24 million acres of land administered by the Forest Service and the Bureau of Land Management.

The report tells us that an old growth forest is a complex, living, integrated whole. The scientists told us treating individual symptoms wouldn’t work. We needed to prescribe treatment for the whole forest—a vast landscape that stretches from California to British Columbia. On that scale we had to use interdisciplinary science, like a giant CAT-SCAN, to analyze and catalog more than 1,700 species, components of the forests, and to formulate a plan that would restore the forest to its original health.

For all the science and all the complexity, however, much of the resulting Forest Plan expresses the intuition of any local angler or birder: that you can’t have healthy salmon streams unless the adjacent banks are permanently protected from timber cutting. The President’s Forest Plan reflects this with wide stream buffers along all fish bearing streams, from headwater to tidewater.

Upland habitat tells a similar cautionary tale, as we learned by retracing the food chain of the owl. The spotted owl, like the salmon, needs a network of unbroken corridors textured by a mixed canopy of trees varied by age, size and species. Even “salvage” of dead, rotting fallen trees has an impact: for these logs release nutrients, which feed fungi, truffles and ferns, which feed voles and flying squirrels, which feed, among other things, the spotted owl.

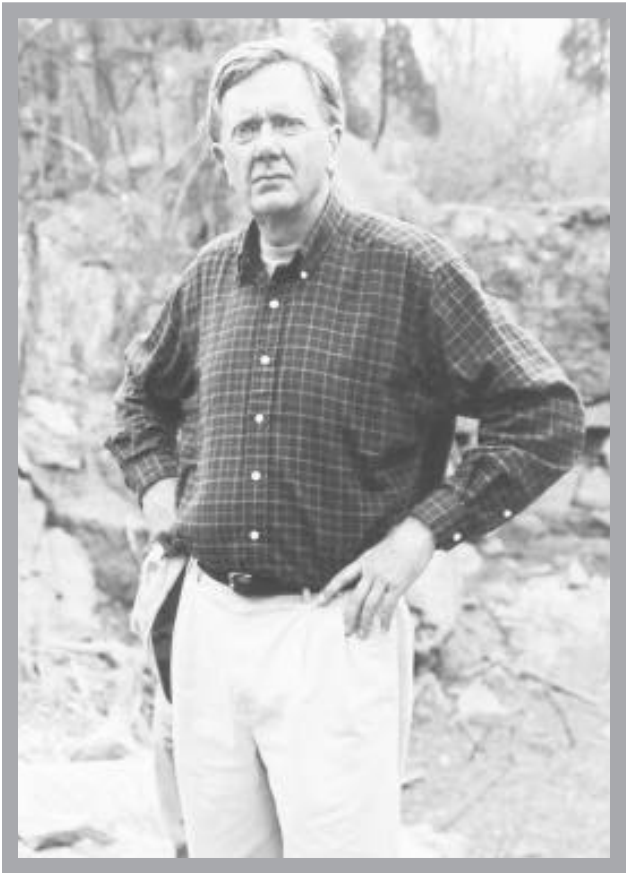
Finally, we also factored in the lessons of island biogeography: If you fragment habitat too much, species extinction becomes inevitable. All these lessons led to a plan to protect and restore structure, health, and diversity. We set aside several million acres of interconnected old growth forest reserves. Outside those cores and corridors, we modified all cutting techniques to protect forest structure, encourage natural reseeding, and maintain habitat corridors throughout the entire landscape.

## The Economics of the New Forestry

The Forest Plan directly addresses the economic issue: Healthy forests are important for a healthy, forest-based economy. If we destroy our old growth forest, we’ll lose jobs in salmon fishing and tourism and eventually in our timber industry as well.

Under the forest plan, logging has been scaled back from the massive, unsustainable cuts of the 1980s. For, at that rate, the forests (and

A lumberman cuts and fells timber in a Bureau of Land Management-managed forest near Mill City, Oregon.



From his first day at Interior, Secretary Babbitt, concerned about the impact of clearcutting that was destroying forests in the Northwest, worked to develop initiatives for sustainable timber harvesting. Collectively known as New Forestry, the reforms work to maintain healthy forests for healthy forest-based economies. Photo by Tami Heilemann, ISC

the forest economy) would be destroyed within a generation, just as they were in an earlier time in New England and the upper Midwest. By scaling back to a sustainable level, we ensure a steady, predictable supply of timber for loggers and mills in the century ahead. And we ensure that the forest towns will continue to diversify, where new people and new industries come for the quality of life and health of the natural landscape.

Four years after the President’s challenge, it’s already working. Unemployment in the Northwest forest communities has hit the lowest level in generations. We didn’t lose 100,000 jobs, as skeptics predicted; we created them.

The Administration is now completing a comprehensive interagency study of the public lands on the east side of the Cascades—the entire drainage of the Upper Columbia River Basin, from the snowy crests of the Cascades across the high deserts of Eastern Oregon and Washington, to the headwaters in Idaho and Montana.

These forests differ dramatically in aridity, temperature, elevation, soils, and frequency of fires started by lightning. When we excluded fire and boosted logging under the utilitarian legacy, these forest underwent stress from drought, disease, insects, overcrowding, and an unnatural successional change from ponderosa pine toward shade tolerant species of spruce and fir. The Forest



Pete Correll, above, the chief executive officer of Georgia-Pacific Corporation, worked with Secretary Babbitt to develop a landmark agreement that set aside 50,000 acres of the company’s forest lands as core habitat clusters for the endangered red-cockaded woodpecker. The process led to five similar agreements with timber companies in the South.



Service and Bureau of Land Management will soon release two comprehensive environmental impact statements that analyze these changes and lay out pathways to restore health across the entire upland watershed.

*What about private land owners?*

While the New Forestry is working on 250 million acres of federal forest land, fully two thirds of American forests are privately owned. The owners range from individuals with five acre woodlots to corporations like Weyerhaeuser Company and International Paper Company with millions of acres.

East of the Mississippi, eight of every ten trees are privately owned by someone who has a constitutionally protected right to an economic return on that investment. Federal laws like the Endangered Species Act and the Clean Water Act do apply to private forest lands. But on private lands we must apply them with restraint and respect for the rights of the owner, demonstrating early on that an ounce of careful forestry prevents a pound of painful and invasive regulation.

For example, what would we do if a clear symptom—decline of a forest bird that, like the spotted owl, nests only in old growth— were to suddenly break out across the private timberlands of the Southeastern United States? It happened. The bird is called the red-cockaded woodpecker, and it’s been on the endangered species list longer than the spotted owl. But the reason you have not heard as much about it is because there hasn’t been a train wreck like that in the Northwest. And that, in turn, is because we’ve applied the lessons of the New Forestry early, often, and everywhere we could.

In 1993, **Pete Correll**, the head of Georgia-Pacific Corporation, the largest landowner in the region, made a suggestion that I quickly agreed to: Match his foresters with our biologists from the Fish and Wildlife Service to create a sustainable woodpecker plan for 4.2 million acres of the company’s timberland. Our result was a landmark, common sense agreement whereby 50,000 acres—1 percent of the company’s private property—would be preserved in the company’s sustainable forest plan as core habitat clusters for approximately 100 remaining woodpecker groups. That Georgia-Pacific process has led to five more similar timber industry agreements within the South alone.

After these, our next step was to forge more formal covenants, plans that are over the long term broader and more flexible in scope. To that end, we teamed with the Potlatch Corporation in southern Arkansas to develop a full-fledged habitat conservation plan on a 230,000 acre tract. Potlatch, which has the fourth largest population of woodpeckers on private land in the nation, will keep 15,000 acres on rotations that guarantee there will always be at least 6 percent of the land retained in old growth within the shifting mosaic of age groups across the landscape. More than a dozen similar plans are now under development in other parts of the South and on private forest lands in the Pacific Northwest.

*The Safe Harbor Incentive*

With each success, we have expanded the search for new remedies tailored to specific conditions. For example, could we create positive incentives for landowners to protect and improve habitat? Our biologists in North Carolina set out to try. Two years ago, they came up with a concept now called Safe Harbor. Here’s how it works: Landowners agree to take affirmative steps to improve habitat for woodpeckers, such as controlling the hardwood understory through prescribed fire or cutting.

Then, if and when owners want to cut their trees—to sell as timber or firewood, to farm, even to build a golf course—they give notice and the Fish and Wildlife Service will capture and transfer the birds to suitable habitat elsewhere. It’s simple and effective. Even with some development, properly structured plans will always result in a net increase in suitable habitat. So far, 34 landowners, including the famed Pinehurst Resort, have opted into plans which could yield 67 new woodpecker colonies.

We have also come to understand the special needs of small landowners, who don’t have the resources to produce complex plans. And because of insights gleaned from 15 years of research, we know that in some cases isolated birds in habitat fragments are at high risk of extinction, suggesting they will do better overall when moved to larger unfragmented forests.

The result? In August we reached an agreement with the State of Georgia which eases the regulatory burden on the owners of small woodlots located in fragmented landscapes by allowing the removal of isolated breeding pairs to better habitat in adjacent national forests and other public lands. Five more Southern states—North Carolina, South Carolina, Louisiana, Texas, and Alabama—are all drafting similar plans to accommodate the needs of both landowners and woodpeckers.

And lest there be any doubt about the level of public concern in the south for the fate of our forests, in a regional opinion poll conducted by the Forest Service five months ago, an overwhelming majority of rural residents said no logging should be allowed on 3.2 million acres of national forests in that region. Indeed, two-thirds responded that they would prefer to see those national forests set aside permanently as wilderness. Perhaps this response indicates an intuitive appreciation of an important land management reality—in regions such as the South where there are few public lands, those lands should have proportionately more management emphasis on protection of ecosystem health and public use.

*Forests Without Endangered Species*

There can be little doubt that the public concern for the future of our forests extends well beyond public lands and well beyond the confines of the Endangered Species Act. Consider Maine, where the pulp and paper industry owns half the state and employs half the rural towns. There, the days of labor intensive, selective logging of forests are nearly gone.

In their place, \$600,000 machines called feller-bunchers now cut and stack trees like chopsticks, snipping one every thirty seconds, clearcutting hundreds of acres a day. Since 1980, 2,000 square miles of Maine forests have been stripped bare. And the citizens of Maine are in rebellion; last month, 80 percent of the voters, proudly rooted to a landscape of history and beauty, voted to restrict clearcutting and to improve forestry practices.



Dick Olson, left, chairman and chief executive officer of Champion International Corporation, and Dick Porterfield, center, the company’s executive vice-president, accept the U.S. Fish and Wildlife Service’s Corporate Stewardship Award from Secretary Babbitt in a ceremony in Washington, D.C.

Fortunately, there are an increasing number of cases where timber companies are taking the initiative. For example, Champion International Corporation has on its own initiative invited state and federal agencies to join in a cooperative research program on a 6,000 acre tract of its property, with the objective of learning more about how to both maintain a healthy species diverse forest and a better sustainable harvest.



Red cockaded woodpecker habitat at Sand hills National Wildlife Refuge.

On other forests Champion has applied this approach on a landscape scale. Assuming that the national forest and other public lands in higher elevations will constitute the core of habitat and species protection, Champion manages adjacent lands by designating as much as 15 percent of its forested areas for special management, including stream buffers, wetland protection, and wildlife corridors connecting to adjacent public lands.

*A New Era of Reform*

New Forestry innovations, however, apply to only a small percentage of federal, state, and private forest lands. And full implementation of these concepts will also require active participation by the states. Moreover, in recent years the Congress has repeatedly attempted to circumvent laws that embody these initiatives and to undermine the emerging success of the New Forestry by creating special exemptions through budget riders.

The salvage rider, by which Congress evaded environmental laws and mandated an expedited five billion board feet of cuts from national forests, is an example. And in the past two years, Congress at various times attached to Interior appropriations bills a rider to suspend provisions of the Endangered Species Act applicable to the marbled murrelet, a rider to waive environmental laws in the Tongass National Forest, and a rider to terminate the Upper Columbia River Environmental Impact Statement process. These riders were unhorsed only by the threat of Presidential vetoes.

But just as the great forest debates of the last century finally produced a consensus for reform, so the forest controversy of our time must, I believe, finally produce a new era of reform, responsive to the clearly expressed will of the American people that our forests need more protection. And there are some encouraging signs that the new Congress will be listening more carefully.

The leaders of the new Congress have recently stated their intention to move away from the extreme positions of the 104th Congress and to seek consensus that reflects the will of the American people. **Senator John McCain**, a westerner and a Republican, has written, “Polls indicate that the environment is the voters’ number-one concern about continued Republican leadership of Congress...Only by faithfully fulfilling our stewardship responsibilities can we expect to remain the majority party. ”

Our mission is clear and simple: Our obligation, as stewards of God’s creation, is to protect the structure, function, and biological diversity of our forests, wetlands, grasslands, and wildlife. We must use them in ways and at levels that maintain and restore their health and diversity. The result will be more jobs, better communities, and a legacy for our children.

*This article was excerpted from remarks Secretary Babbitt delivered at the Yale University School of Forestry on December 10.*



# Partnerships in Progress

Honorable Albert Gore, Jr.  
The Vice President of the  
United States  
Washington, D.C. 20501

Dear Mr. Vice President:

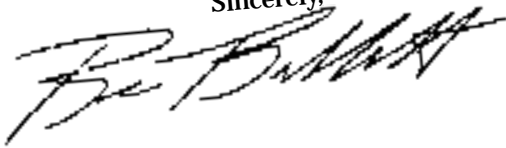
I am pleased to provide you with our annual report on reinvention activities at the Department of the Interior. We have made significant progress over the past year in changing our business practices and finding more cost-effective and efficient management strategies. I am proud of the hard work and creativity our employees have shown in continuing this important reform process. We are looking forward to building on this progress over the next four years, as we create a government for the 21st Century.

As we move toward a balanced budget over the next several years, we know budgets will only tighten. Interior is making progress in improving its programs and operations by using reinvention labs to change and reengineer our key business practices. For example, the Bureau of Indian Affairs has reduced design and construction time for Indian schools by over 50 percent. In the past, it took seven or eight years to plan, design, and build a new school. We will now complete the job, start to finish, in three years or less. These kinds of improvements save time and money, and they help us provide better service to our customers.

A common thread characterizes many of our successful reform efforts: a focus on partnerships and cooperation as a new way of doing business. I see an increasing trend toward more coordinated, cooperative, and cohesive efforts that involve multiple bureaus, and even multiple organizations outside the Department. For example, the Resource Advisory Councils (RACs) created by the Bureau of Land Management provide a new model of collaborative management of public lands and resources. RACs are citizen-based groups with members drawn from diverse interests, including ranchers, environmental groups, tribes, and State and local government officials, that provide advice on land management issues. The councils have been successful in bringing diverse—and often competing—interests together to deal with issues of mutual concern.

Partnerships are one of the best ways we can improve, reinvent, and reengineer our programs and our business practices, improve our customer service, and leverage scarce resources. The enclosed summary shows some of the examples of NPR-inspired change and the partnerships we are creating here at Interior.

Sincerely,



## Real Time River Flow Data

During the 1997 floods in California, the U.S. Geological Survey's real time stream flow monitoring system was in heavy use. It disseminated real time data on river levels and stream flow over the Internet—information that was crucial to the U.S. Army Corps of Engineers, the Bureau of Reclamation, as well as State agencies and private sector companies that had to make critical decisions about the management of dams and reservoirs to help control the floods. The National Weather Service also depends on USGS's stream flow data to forecast the timing and peak size of floods. The information also is available to the public and news media via the USGS Internet web site.

## Restoring the Everglades

In south Florida, Interior has broken barriers between the state of Florida, the sugar industry, farmers, coastal urban water districts, the U.S. Army Corps of Engineers, the U.S. Fish and Wildlife Service, and the National Park Service so that they can all cooperate in a massive joint initiative to restore the Everglades. This effort involves doubling the federal investment in the Everglades to \$1.5 billion over seven years, acquiring 100,000 acres of land to filter water flowing into the Everglades, and replumbing the artificial system of canals, dikes, and pumps built over the last century in order to restore the River of Grass as it flows down to Florida Bay.

## Restructuring Minerals Management

The Federal Oil & Gas Royalty Simplification and Fairness Act of 1996 has significantly changed how the Mineral Management Service's Royalty Management Program is structured. MMS has implemented new regulations, modified computer systems, and reengineered operational processes. Through constituency outreach sessions, MMS has worked closely with States and industry to provide guidance and listen to their ideas and recommendations.

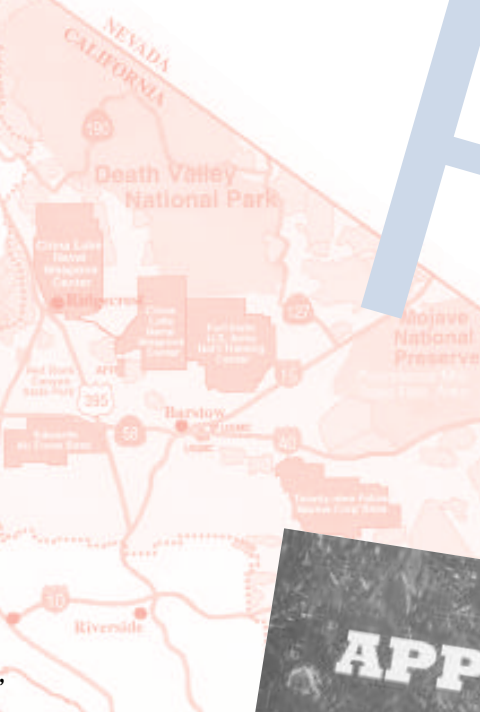
This effort follows a successful partnership with MMS's Offshore Program and the Alaska Stakeholders Task Force. This Task Force includes representatives from the oil and gas industry, environmental, commercial fishing and development communities, Native and subsistence interests, Coastal Districts and Coastal Resource Service Areas, and federal, State, and local governments to provide early input on lease sales and recommendations to be incorporated into the Final 5-Year Oil and Gas Leasing Program (1997-2002).



# Partnerships in Progress

## California Desert Protection

The National Park Service, Bureau of Land Management, Fish and Wildlife Service, and the United States Geological Survey have used the reinvention laboratory approach to overhaul management of the eight million acres of public land affected by the California Desert Protection Act of 1994. We greatly expanded Death Valley and Joshua Tree National Monuments, created the Mojave National Preserve, and designated more than 3.7 million acres of Bureau of Land Management lands as wilderness. These changes meant changing land classifications and agency jurisdictions. Through the reinvention approach, the affected agencies identified what activities they could accomplish more efficiently together. Local managers now coordinate budgets, share personnel and office space, develop cooperative strategies, and provide efficient customer services. These include a single interagency fire-fighting organization, co-located visitor information staff and materials, and pooled law enforcement operations.

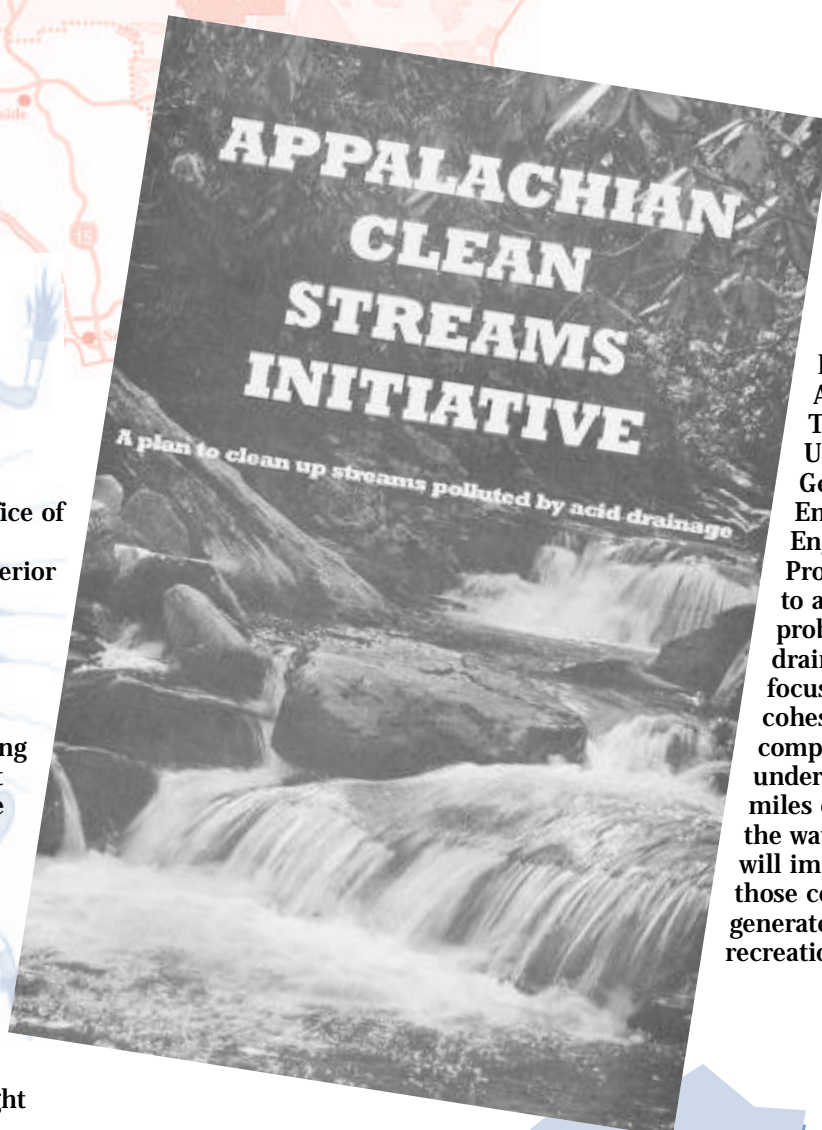


## Resource Advisory Council

The Bureau of Land Management has formed 23 Resource Advisory Council (RACs) in the Western states to provide advice on the management of public lands and resources. RACs are citizen-based groups that advise the Bureau on standards of rangeland health and guidelines for grazing management. Each RAC consists of 12 to 15 members from diverse interests in local communities, including ranchers, environmental groups, tribes, State and local government officials, academics, and other public land users. The councils have been successful in bringing diverse—and often competing—interests to the table to deal with issues of mutual concern. This inclusive approach shows great promise as a means to successfully deal with long-standing problems of public land management.

## BIA Schools On-Line

A partnership between the Bureau of Indian Affairs' Office of Indian Education Programs, major private telecommunications companies, software firms, and Interior offices is reengineering the telecommunications and computer technology infrastructure serving BIA schools and Indian communities. This effort will enhance opportunities for student, teacher, and family learning through access to the resources available through the information superhighway. The network will allow sharing of curriculum and culturally relevant information about American Indian Tribes. The direct beneficiaries will be the students and teachers in the BIA school system, consisting of 187 schools that enroll 50,000 American Indian children in 23 States. Indirectly, all American Indian citizens and anyone else with access to the World Wide Web will benefit from having information about American Indians available electronically. The first step was taken in August 1996 when the Microsoft Corporation contributed more than \$350,000 in software, computers, and cash to Four Directions, a BIA project that will electronically link Indian schools in eight States.



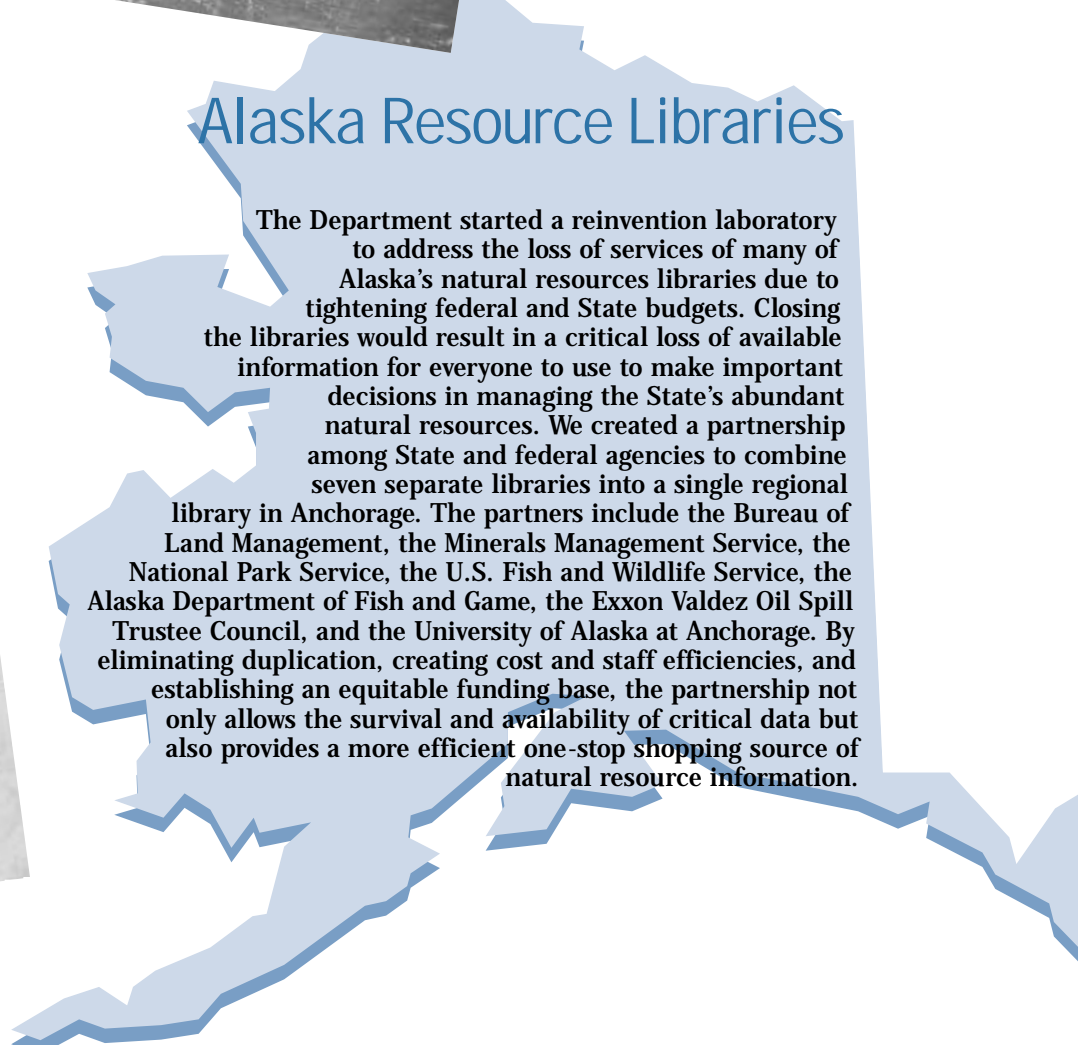
The Office of Surface Mining Reclamation and Enforcement is leading the multi-partner Appalachian Clean Streams Initiative. The agency partners, including the U.S. Fish and Wildlife Service, the U.S. Geological Survey, the Department of Energy, the U.S. Army Corps of Engineers, and the Environmental Protection Agency, are working together to address the most critical water problem in Appalachia—acid mine drainage. OSM is coordinating and focusing previously disparate efforts into a cohesive approach that has led to a comprehensive and accelerated undertaking to clean up more than 7,000 miles of polluted streams. The quality of the water supplies of coal field communities will improve. Economic benefit will come to those communities through the dollars generated by enhanced tourism and recreational opportunities.

## Reclamation's Power Management Laboratory

The second largest hydropower producer in the nation, the Bureau of Reclamation is a major player in the hydropower industry. As the electric utility industry has restructured and moved closer to a market-driven environment, Reclamation recognized a need to change as well. This changing environment, coupled with the need to make government more responsive to its customers, led Reclamation to initiate a Power Management Laboratory which launched the most aggressive and intensive assessment of its power program ever. Through this Lab, Reclamation is reinventing its power program and creating a vision centered on customer service, efficient operation, controlling costs, financial accountability, and management of its natural resources. This initiative can be a model for other government agencies and the electric utility industry. Reclamation's future direction includes a business-like approach to managing its power program, better reflecting the nature of the industry and providing better accountability to its customers and the American taxpayers who have entrusted it with much of the nation's hydropower resources. The Lab results have been reported in the Reclamation publication *Future Generations: A New Era of Power, Performance, and Progress*.

## Alaska Resource Libraries

The Department started a reinvention laboratory to address the loss of services of many of Alaska's natural resources libraries due to tightening federal and State budgets. Closing the libraries would result in a critical loss of available information for everyone to use to make important decisions in managing the State's abundant natural resources. We created a partnership among State and federal agencies to combine seven separate libraries into a single regional library in Anchorage. The partners include the Bureau of Land Management, the Minerals Management Service, the National Park Service, the U.S. Fish and Wildlife Service, the Alaska Department of Fish and Game, the Exxon Valdez Oil Spill Trustee Council, and the University of Alaska at Anchorage. By eliminating duplication, creating cost and staff efficiencies, and establishing an equitable funding base, the partnership not only allows the survival and availability of critical data but also provides a more efficient one-stop shopping source of natural resource information.







Gordon P. Eaton, Director  
Marti Quigley and Kathleen Gohn,  
Bureau Editors



Above, Mrs. Liu, an interpreter from the Chinese National Bureau of Surveying and Mapping, and Janet Crawford-Tilley, USGS, pause during a visit to the Great Wall of China. At left, USGS' Paul Young waves from a high point of the Wall. Below, Mr. Chen Yong, Jilin Provincial Surveying and Mapping Bureau, and Paul Young enjoy a Saturday boat ride on Pine Flower Tree Lake in Jilin Province.



## USGS-China Exchange Data on Geographic Information Systems

**Paul Young**, a USGS cartographer, doesn't speak Mandarin, but he understood some of his hosts' conversation in Chinese when they were discussing a geographic information system software program.

"Arc/Info coverage does not translate from English to Chinese, so although I don't know their language, I always know when Arc/Info software is being discussed by my colleagues from China," said Young, who participated in a technical exchange last summer with government cartographers in the People's Republic of China.

Geographic information systems, which integrate various types of earth science data and present the information in visual displays for a variety of uses, is a developing technology. It is important to future USGS programs that can benefit from broad applications, such as ecosystems, hazards, and geology, as well as from cooperative exchanges of information.

USGS carries out its project with the Chinese government under an international treaty. In 1985, the USGS and the National Bureau of Surveying and Mapping—the national mapping agency in the People's Republic—signed the Protocol for Scientific and Technical Cooperation in Surveying and Mapping Studies. The agreement promotes scientific and technical cooperation in geodesy, photogrammetry, remote sensing, cartography, geographic information systems, and production management. The Protocol is consistent with the general agreement between the U.S. Government and the People's Republic on Cooperation in Science and Technology.

Since the geography of both the United States and China is large and diverse, both mapping agencies share common problems of collecting and maintaining geospatial data for their respective users. Each agency also shares the concern of coordinating data collection with state, provincial, and local governments.

During yearly technical exchanges, teams from each agency work on projects of mutual interest. Recent projects included producing terrain fly-throughs using Landsat satellite data and digital elevation models, using geographic information system technology to study urban growth, and producing homepages for the world wide web. Each agency also provides lectures on topics of common interest.

During a June 1996 trip to China, **Janet Crawford-Tilley** and Young discussed using GIS techniques to integrate National Wetlands Inventory data, to study 200 years of urban growth in the Baltimore-Washington area, to visualize terrain using fly-throughs, and to merge Landsat and digital orthophoto quadrangle data. Their Chinese colleagues gave them information on 1:250,000-scale data base development, national rivers inventory, and geographic names data base. While most of their time was spent in Beijing, Crawford-Tilley and Young also traveled to the Jilin Provincial Mapping Bureau and lectured to about 150 people there.



Janet Crawford-Tilley discusses a geographic information systems project with cartographers and geographers at the Jilin Provincial Surveying and Mapping Bureau.

### New Studies Focus on Endocrine Disruptors

The USGS recently released results of two studies that document a potential link between endocrine disruption in fish and the occurrence of certain contaminants in water, sediments, and fish tissue.

"Endocrine disruptors have become a popular concern," said **Dr. Dennis Fenn**, USGS chief biologist, "and these findings suggest the potential for a significant problem. We are committed to continuing our biologic and hydrologic role in directing, conducting, and coordinating studies to help managers of America's landscape better understand and manage our common heritage."

USGS scientists presented findings from the multi-agency studies in mid-November at the annual meeting of the Society of Environmental Toxicology and Chemistry in Washington, D.C. The studies are part of a broad-based effort led by the USGS to investigate the effectiveness of new methods for monitoring endocrine disruption in fish in freshwater environments.

The methods, developed by researchers at the University of Florida, were used to gather evidence on how widespread endocrine disruption in fish may be in the United States and to evaluate potential relationships between endocrine disruption and levels of contaminants. The long-term effects of these apparent endocrine disruptions in fish, however, are not known. Detailed follow-up studies are needed to determine if fish populations are affected.

Both studies focused on carp, a common, bottom-dwelling fish species whose feeding habits expose them to contaminants found in the water, sediments, and food. The studies were based on data on contaminants and other water-quality characteristics that were collected in a USGS National Water Quality Assessment Program.

One study, a national reconnaissance of sex steroid hormones in fish, investigated evidence of endocrine disruption at 25 sites that represented a wide range of environmental conditions in selected watersheds across the country. The national study represents the largest data set to date looking at endocrine disruption in fish, particularly carp. The other study looked specifically at contaminants and potential endocrine disruption effects on fish in the Las Vegas Bay of Lake Mead, Nevada, a popular public recreation area managed by the National Park Service.

The national study showed significant differences in sex steroid hormones from many streams within major regions of the country. The study also identified significant differences in vitellogenin, an estrogen-controlled protein necessary for egg development in fish and birds, among the 25 sampling sites. Although some of these differences probably result from natural variability, correlations between contaminants and the levels of hormones and vitellogenin in carp indicate that some of the site-to-site differences were associated with certain environmental contaminant groups.

The second study examined the occurrence of organic chemicals (pesticides and other compounds) in water, bottom sediments, and carp in Las Vegas Wash and two nearby bays (Las Vegas and Callville) in Lake Mead. Pesticide concentrations were found to be higher in Las Vegas Wash and Las Vegas Bay than in Callville Bay, the study's reference site. Similarly, several industrial chemicals were detected in higher concentrations in bottom-sediment samples from Las Vegas Bay than in samples from Callville Bay. Many of the detected compounds have been linked in other studies to the disruption of endocrine systems, which control reproductive functions in the fish.

The most notable evidence of endocrine disruption that was determined by the USGS study is the presence of female egg protein in blood-plasma samples of male carp from Las Vegas Wash and Bay and elevated concentrations in female carp from Las Vegas Bay. USGS officials cautioned that while the findings are an important guidepost, they cannot begin to answer questions about human health, pointing the way to a need for more detailed study.



# National Wetlands Research Center Reaches Out

A rock star, a kinetic art sculptor, and a room full of 11-year-old video producer wanna-bes. The latest line up on a TV talk show? Applicants for an arts grant?

Hardly. They are some of the great American people so often referred to as “the public” in outreach programs. The Biological Resources Division’s National Wetlands Research Center in Lafayette, Louisiana, is learning daily that when it comes to outreach about wetlands, the public is full of diverse and talented individuals, eager in their quest for environmental information and creative in their use of that information.

The Center’s outreach programs and research in the Caddo Lake area recently won the 1996 Ramsar Stewardship Award from the **Caddo Lake Institute**. The award recognized research and outreach efforts by the Center for the Caddo Lake area, which has been designated a

Ramsar Wetlands. (The name Ramsar comes from the city in Iran where The Convention on Wetlands of International Importance was signed in 1971. The Ramsar Convention, which applies especially to wetlands that serve as waterfowl habitats, provides a framework for the international cooperation for the conservation of these habitats.)

An example of the Center’s successful outreach efforts is its work with rock star **Don Henley’s** Caddo Lake Scholars Program. The musician, with the rock group **The Eagles**, donates his time and money to the program that educates local students, teachers, and community leaders about the wetland values associated with the Caddo Lake ecosystem of northeast Texas.

Center staff help to provide wetlands training in local school systems and advise on the creation of wetland sites on school campuses to serve as outdoor labs. The Center has also developed an educational, multimedia production, complete with touch screen, bird-call quizzes, videos of scientists in the field, and map data.

While most requests to the Center for aerial photos are for scientific purposes, sometimes educational and artistic purposes combine to create an unusual product. Sculptor **Scott Gilliam** not only recognized the information value of aerial photographs but their beauty as well. He has begun creating tiny robots of clothing items, trains, airplanes,



Staff of the National Wetlands Research Center answer questions from the news media about the Caddo Lake Institute’s 1996 Ramsar Stewardship Award. From left are Jimmy Johnston, Carroll Cordes, Virginia Burkett, and Bob Stewart. The award is at right. Photos by Natalie Gormanous, National Wetlands Research Center

and automobiles that skate over vinyl blowups of aerial photographs. These sculptures are fixed to the middle of luggage carousels in the international concourse of the Atlanta airport and help to increase travelers awareness of the surface of the earth they travel over.

And the video producer wanna-bes? Well, they’re actually sixth grade students from Lafayette’s **Paul Breaux Middle School** who visited the Center to videotape part of a documentary on the area’s natural history. They intently listened to presentations by Center scientists, asked questions, and then became a production team, writing scripts and cue cards, memorizing lines, and shooting scenes. After editing the tape, the students will exchange their video with one from students in Arizona so that both groups can appreciate each other’s unique local natural resources.

Although the Center rarely works with young children, an exception was made for 300 kindergarten and first graders from **L. Leo Judice School** in Scott, Louisiana, who recently visited the Center to learn more about wetlands, their school’s library theme for the year. A busload a day of different students arrived over a period of two weeks to learn about plants and animals, food chains, and scientific research. They observed frogs, turtles, dragonflies, water striders, tadpoles, mockingbirds, and wax myrtles in the Center’s created wetland; observed ducks with radio transmitters; and learned how scientists use photography and mapping in their work.



Sixth-grade students in Lafayette make a wetland video at the National Wetlands Research Center to swap for one made by a school in Arizona, thereby sharing local information on diverse habitats. Photos by Natalie Gormanous, National Wetlands Research Center



## Earthquake Map Helps California Prepare

More than 70 percent of California’s population lives in an area where high ground shaking could occur in the next fifty years, according to a study released in mid-December by state and federal scientists.

The study, *Probabilistic Seismic Hazard Assessment for the State of California*, is the first joint hazard assessment by the California Department of Conservation’s Division of Mines and Geology and the U.S. Geological Survey. It represents, according to the authors, an unprecedented effort to obtain consensus within the scientific community regarding earthquake hazard.

“This hazard assessment is part of the State of California’s continuing effort to apply the emerging understanding of our state’s geologic hazards to reduce the loss of life and property,” said **James F. Davis**, California state geologist. “Working with our partners at the federal level, we’re continuing to reduce risk for future generations of Californians. ”

**Robert Page**, coordinator of the USGS earthquake program, said the study gives the scientists’ best estimate of the probable maximum levels of horizontal ground shaking that could be expected throughout the state in the next fifty years.

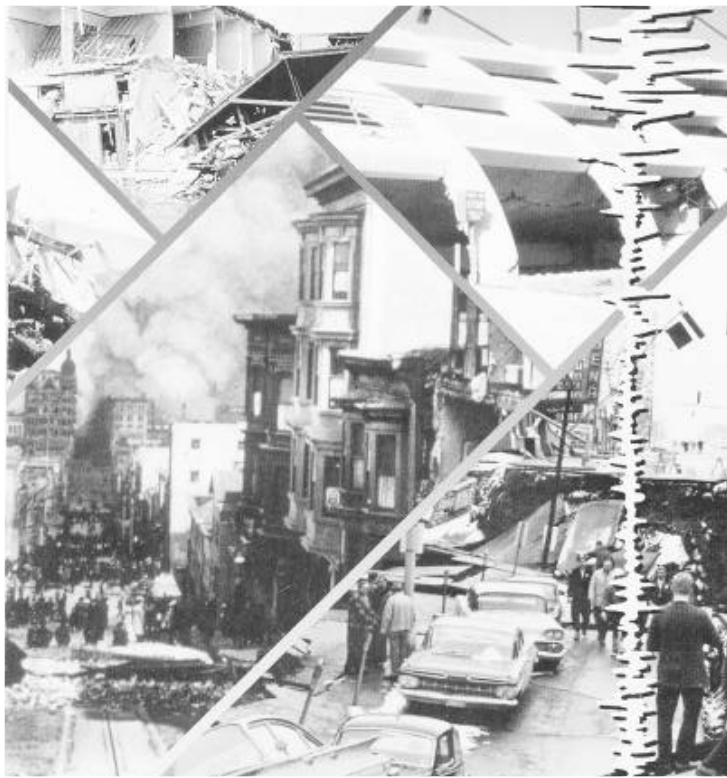
“Engineers, geologists, and public policy makers can use this information in setting earthquake retrofitting priorities, building code changes, emergency response planning, assessing earthquake insurance rates, and inland use planning,” said Page. “This information is the first step in revising the Building Seismic Safety Council provisions that

recommend seismic standards for new construction.”

Data for the study were compiled and analyzed by the California Department of Conservation’s Division of Mines and Geology under the 1990 Seismic Hazard Mapping Act. The state will also use the California data as input into the ground failure and landslide zone maps currently under production.

The California data were supplied to the USGS for its use in preparing the National Earthquake Hazard Reduction Program maps for the entire country. These maps estimate the probable maximum levels of horizontal ground shaking that could be expected throughout the nation in the next 50 years.

The USGS maps use consistent methodologies to analyze the data for the whole nation and show the regional variations of earthquake hazard. The maps are a result of a three-year effort that incorporated new methodologies for hazard analyses. The results include data from historical earthquakes and geologic data from more than 500 faults nationwide.



Clockwise from top left, Coalinga, California, 1983; Northridge, California, 1994; Anchorage, Alaska, 1964 ; San Francisco, California, 1906. USGS photos



# USGS (Continued)

## Attitudes and Accommodations: Working with Our Disabilities

The USGS fifth conference on Working with People with Disabilities focused on attitudes and accommodations for successfully working with people with disabilities. Presentations emphasized policies and laws governing employment of people with disabilities and the availability of technology that can be used by people with disabilities so that they can succeed in the workplace.

**Geri Jewell**, nationally known disability right's advocate, was the keynote speaker for the conference, held November 20-21 at the USGS National Center. Many vendors and exhibitors took part. There were workshops on accommodations, diversity, etiquette, physical barriers, and communications. Special features included Fidos for Freedom, a program that trains dogs to help people with impaired hearing or mobility.

A team of hearing-assist, mobility-assist, and therapy dogs and their handlers showed how these trained dogs can bring independence to their owners. Kids on the Block, a troupe of puppets with and without disabilities that travels around the community, help educate children about differences, disabilities, and social concerns. And the GeoSounds, the USGS singers, provided musical performances.



Barbara Shaw, above, Program Coordinator for the Disabilities Programs for the USGS, was chairperson for the conference. Geri Jewell, at left, a disability rights advocate and actress, delivers the keynote address. At far left, the USGS choral group, GeoSounds, with interpreter for the deaf, provide musical entertainment.



Above left, Kids on the Block, with interpreters for the deaf, entertain and educate using puppets with disabilities as a teaching tool. Above right, Fidos for Freedom staff trainer and student. At left, Fidos for Freedom ready for Trick or Treat.

## Whistles and Children at National Center



Young and old alike enjoy the model trains at the USGS National Center on Community Night. At right below, the man and boy using microscopes are learning how trains and science are connected as they study the minerals from which trains are made.



Model trains—Lionel, American Flyer, and LGB—were in motion and on track at the USGS National Center in Reston, Virginia, during the holiday season. And more than 2,000 visitors enjoyed the exhibit and activities, which were open to the public on weekdays between December 18 and 27.

A special invitation was issued to the community for Community Night on December 19. This event included hands-on activities, videos, and expanded hours for the Earth Science Information Center map and book sales store besides the train exhibit.

Employees, families, friends, and neighbors dropped by to check out the trains at this annual event and learned about work being done by the USGS through tours, exhibits, demonstrations, and videos about maps and science. Several invited exhibitors were on hand, including the Federal Railroad Administration, Metro, Operation Lifesaver, and Virginia Railway Express.

Some popular activities on Community Night were the interactive CD-ROM entitled Topographic Field Trip, fossil and rock rubbings made into holiday ornaments, tours of the printing plant, the video The Magic School Bus Blows Its Top, and an interactive bird/bird song identification game. Handouts of key chains, zipper pulls, travel planners, and coloring books provided by guest exhibitors were also big hits.



## Virtual Tour Free to Schools

The USGS has released a new educational CD-ROM containing an interactive tour of Washington, D.C., that uses topographic maps. Although designed for middle school students, it can be used as an introductory teaching tool for topographic maps at many levels. Students will learn how to examine spatial information and relate it to real-world features through the use of multimedia.

The Topographic Field Trip uses hypermedia to interactively navigate through layers of information by linking sounds, graphics, text, and animation in a game-like adventure. The user interface resembles a video game controller and functions as an interactive map legend.

Students can tour the Nation's Capital and are able to measure distance and direction, determine latitude and longitude, learn map features, determine elevation, find general geographic information on postcards, and examine historical maps.

After landing at Washington National Airport where the computer trip begins and exploring the topographic map of the immediate area, students are required to answer questions in their journals. By correctly answering questions, they earn rail farecards that are used to reach the next area. The students also use their journals to record information that can be saved and later printed.

The journal questions at each tour area highlight different components of topographic maps. When a student has visited all of the tour areas and answered the journal questions correctly, he or she earns a ticket to tour the White House. If the field trip is not completed during one session, the option is available to return to the same area and continue at a later time.

The topographic Field Trip requires a Macintosh system with 256-color, 13-inch or greater monitor; at least 8 Mb of RAM; system 7.1 or greater; and a Macintosh-compatible CD-ROM drive. Teachers can obtain this free CD-ROM by requesting it on school letterhead addressed to USGS Information Services, Box 25286, Denver, CO 80225.



# Office of Surface Mining and Reclamation



Katherine L. Henry,  
Acting Director  
Peter M. DuFore,  
Bureau Editor

*Techno-Expo 96 Exhibit Team members Ed Carey, left, and Greig Robertson, center, talk with a home owner, right, at the Techno-Expo 96. Photo: Jim Spotts, ARCC*



## OSM Employees Honor Teamwork

The OSM's first Public Outreach Award went to the **Techno-Expo 96 Exhibit Team in Pennsylvania** in special recognition and appreciation of the members' exemplary contributions in volunteering their personal time to promote OSM goals.

And the first Team Award went to five OSM groups, nominated by fellow employees in special recognition of the teams' integrity, responsibility, and leadership. **Director Kathrine L. Henry and Deputy Director Ed Kay** announced the winners at a January 10 ceremony.

The Techno-Expo 96 Exhibit Team includes OSM members **Ed Carey, Jim Spotts, Greig Robertson, and Paul Yacovone** as well as School Team members **Jodi Krug and Angel Denner**. The group was honored for its outstanding leadership at the Techno-Expo 96, an annual exposition sponsored by the South Hills Area District Association and the Community Education Foundation of Upper St. Clair in Allegheny County, Pennsylvania. About 7,000 students and adults attended. Team Awards went to the:

Acid-Forming Materials Team—**Robert Evans, Scott Fischer, Eric Perry, William Joseph, and Ann Walker of OSM; and state members Paul Askenasy, Keith Brady, Jon Brandt, Gregory Brodie, David Johnson, Scott Roberts, Stuart Miller, William Pack, Joseph Tarantino, and Lynn Volk;**

Appalachian Clean Streams Initiative Team in West Virginia—**Rick Buckley of OSM, state members Greg Adolfson and John Faltis, employees of Anker Energy, Inc. And Dave Bassage;**

Team Fletch—**Joyce H. Atchley, Shirley S. Congrove, Edwin S. Gist, Fletcher T. Hart, Pamela Horne, and Clarence A. Miller, Jr.**



TEAM FLETCH members Shirley Congrove, Fletcher Hart, Joyce Atchley, Pamela Horne, Clarence (Allen) Miller, and Edwin Gist are joined by the Reg 2 Reviewer John Sender, (at left), and former team member Brent Trout (second from right), now at USOA.

Indiana Overall Reclamation Success Team—**Milton Allen, Paul Behum, Ron Griffin, Bill Joseph, Jeff Kingdon, and Russ Miller of OSM, and State members Dan Hause, Dave Kiehl, Eric Langer, Ed Lusch, Todd Sellers, and Jo Yarling of the Indiana Division of Reclamation; and**

Inspection Issue Resolution Team in Indiana—**Charles Taylor, Tim Tate, Ken Foit, Mike Kalagian and Larry Greene of OSM, and State members Kevin Geier, Brad Loveless and Charles Weilbaker.**

Among their efforts, the groups devised teamwork strategies, shared with other teams what they have learned, and provided training recommendations to state and federal management officials. The teams' objective measurement of success and proof of productivity also assisted state officials in their budget justifications.

Acting Director Henry said she and Kay congratulated all the winners for their special efforts, achievements, and valuable contributions to the agency. "We also would like to thank you for your support of the program—as a means to promote excellence and to recognize your fellow employees," Henry said."

The Recognition Program was developed last year by OSM employees, who own and operate the system. The program presents non-monetary awards to recognize excellence among fellow employees as well as state workers, tribal representatives, and members of the public who participate with OSM in carrying out shared mining oversight and reclamation goals. (This program is not associated with the Department Awards and Recognition Program.) OSM employees set the criteria for the Team Award, the Public Outreach Award, and the Gold Star Award, nominate the candidates and select the winners.

## OSM Surveys Interests in Prime Farmland Reclamation

OSM is surveying customers to assess their interest in learning more about reclamation of prime farmlands—a topic of interest in agricultural communities where coal mining is carried out. The survey is conducted by representatives of OSM, universities, state regulatory agencies, industry, citizen groups, and the U.S. Department of Agriculture's Natural Resources Conservation Service.

OSM is offering to convene a Prime Farmland Interactive Forum or a series of technical interactive workshops on issues related to prime farmland reclamation. The committee plans to determine who would be interested in attending the forum, obtain ideas for its format, and select topics for discussion.

August of 1997 will mark 20 years of reclaiming prime farmland under the Surface Coal Mining and Reclamation Act of 1977. With its promise of post-mining agricultural productivity, prime farmland restoration has been a topic of intense interest. The importance of prime farmland soils to U.S. agriculture has made it one of the most heavily researched topics associated with surface coal

mining, producing volumes of new information on interrelationships among crop production, soil compaction, fertility, texture, and management.

According to OSM officials, the potential impacts of coal mining on prime farmland today are very much different from when the Act was first introduced. Many coal mine operators are successfully attaining their vegetation goals and obtaining reclamation bond release. In some parts of the country, mine operators may be creating prime farmland soils where none existed before.

Deadline for completing the survey is January 31, 1997. People interested in participating should contact the state surface coal mining regulatory agencies. In Illinois, the contact is **Dean Spindler**, (217) 782-4970. The Indiana contacts are **David Kiehl** and **Steve Wade**, (812) 665-2207. To contact **Kimery Vories** (OSM), call (618) 463-6463 extension 103, FAX (618) 463-6470, or e-mail [kvories@osmre.gov](mailto:kvories@osmre.gov).

*Staff at OSM's Knoxville Field Office talk with visitors during Open House.*



## Roger Calhoun Takes Reins at Charleston Office

**Roger W. Calhoun** became the director of OSM's Charleston, Beckley, and Morgantown, West Virginia Field Office on January 6. Calhoun, 43, who has been with OSM since 1978, replaces **Tom Morgan**, who has served as acting director since the death of **Jim Blakenship**.



Roger W. Calhoun

Calhoun graduated from University High School and West Virginia University and worked his way through the ranks of OSM, first as a program specialist in Tennessee and Kentucky, before taking over as Indiana field office director in 1992. Although a West Virginia native, Calhoun isn't a coal mining expert. He expects to rely heavily on the experiences of current staff and the structure of OSM.

"Going back to West Virginia is a new challenge," Calhoun said. "The difference between West Virginia and Indiana are significant, geology wise. West Virginia has issues of stability, acid mine drainage, and different kinds of Appalachian mountain problems. It will be different from the mining issues that come up here," said Calhoun. "I'm ready for a new set of people to deal with, and new issues," he added.

## Outreach Vital to OSM Efforts

The Knoxville Field Office's outreach meeting in Dunlap, Tennessee, is a typical example of how OSM agencies across the country are working to improve relationships with their customers and stakeholders. During the 2-hour Open House, OSM employees met and talked face-to-face with coalfield residents and workers. The field office employees answered questions, sought comments, and served refreshments.

"It was an opportunity to provide information on the office's activities and to learn more about the concerns of residents of coal producing areas," said Ron McDowell, a senior reclamation specialist and team leader at the Knoxville office. "We also asked the folks if they were interested in establishing a Citizen Advisory Council for our office."

Residents and coal industry stakeholders from throughout southeast Tennessee attended the meeting, where they saw displays, graphics, and videos on the office's regulatory activities. Also on display were the tools and materials used in mine site and acid mine drainage inspections, pictures of mining and reclamation progressions, narratives and photos describing the phases of bond release, videos on the dangers of abandoned coal mine sites, and a computer program that demonstrated the effectiveness of the applicator violator system.

Handouts were available to explain the Appalachian Clean Streams Initiative and a notice provided information on opportunities for citizen involvement in the permitting and inspection process. The Knoxville office planned to follow the August 29 session with two additional outreach meetings, one in Tennessee's central coalfield region and the other in the northern coalfield region.



# Embassy to Nicaragua



Secretary and Ambassador Babbitt arrive at Managua International Airport via Presidential jet. They are greeted by U.S. Ambassador to Nicaragua Lino Gutierrez.

## The President's Personal Representative

Secretary Babbitt began the new year with a unique international assignment. As President Clinton's Personal Representative, the Secretary and his wife, Hattie Babbitt, the U.S. Ambassador to the Organization of American States, represented the United States at the inauguration of Nicaragua's new President on January 10.

The Secretary and Ambassador Babbitt conveyed the United States Government's support for democratic institutions in Nicaragua, praised the free, fair, and transparent election in October that chose President Arnoldo Aleman and the peaceful and democratic transition of executive power that the inauguration symbolized.



The Secretary and Ambassador Babbitt, above, are escorted by U.S. and Nicaraguan officials immediately following their arrival. At left, the Secretary makes brief remarks to media representatives at Managua International Airport.





*Secretary and Ambassador Babbitt greet the newly inaugurated President of Nicaragua, Dr. Arnoldo Aleman, at an evening reception at the Presidential Offices in Managua.*



*During a courtesy call on President Aleman, Secretary Babbitt and U.S. Ambassador to Nicaragua Lino Gutierrez listen as President Aleman discusses plans for his administration. Secretary Babbitt, who speaks Spanish fluently, conversed with the President in that language, conveying President Clinton's congratulations and regards.*



*Secretary and Ambassador Babbitt, and Ambassador Gutierrez conveyed to President Aleman the United States Government's strong support for democratic processes and institutions in Nicaragua and the peaceful transition of power represented by the recent presidential election there.*





# Bureau of Indian Affairs



Ada E. Deer, Assistant Secretary  
Ralph Gonzales, Bureau Editor

Assistant Secretary Deer, at left in back row on stage, opens a Native American Heritage Powwow. In traditional American Indian attire are, in front row from left, Max Little, Michael Nephew, Marian Hansson, Erlene Ciccarello, Kim Toyekoyah, Willie Chism, and Arlene Bearstail. Photo by Thomas Hartman, BIA Indian Gaming Management Staff



## Ada Deer Resigns; Secretary Lauds Her Accomplishments

Assistant Secretary for Indian Affairs **Ada Deer** announced her resignation January 9, but said she will stay on—at the request of the Secretary Babbitt— until her successor is in place.

“ It has been an honor to serve in this office during the first term of the Clinton Administration,” said Deer, the first American Indian woman to serve in the position. “And I will leave knowing we have succeed in achieving some significant milestones on behalf of American Indians.

“I am proud to have been in a leadership role during this Administration and to have played a part in advancing President Clinton’s commitments to Indian people,” Deer said. “I have deeply appreciated the support of tribal leaders these last four years and I extend my warmest appreciation to my staff for their dedication and hard work.” Deer was appointed by President Clinton in 1993.

Secretary Babbitt thanked Deer for her leadership during a period of great progress on American Indian and Alaska Native issues. “Ada has been the catalyst for significant changes in the way the Department approaches Indian Affairs,” said Babbitt.

“Her priority has been on righting historic wrongs. She has worked to resolve long-standing disputes and to settle problems without long, expensive court battles. Ada has overseen the transfer of greater authority to tribal governments, and, as a



Assistant Secretary Deer greets members of the White Oak Singers, a Native American group, at a recent Native American Heritage Month Powwow

result, tribes are better equipped and more empowered than ever before.

Assistant Secretary Deer is known as a champion of Indian rights. She is the former Chairman of the Menominee Restoration Committee where she led a successful campaign to restore federal recognition to the Tribe.

“Assistant Secretary Deer has been a forceful and persuasive advocate for the rights and powers of Tribes throughout the United States,” said **Lawrence A. Aschenbrenner**, directing attorney of the Native American Rights Fund. “She is simply the most admired, most respected and most loved Native leader in this country.”

“Ms. Deer’s untiring efforts towards advancing tribal sovereignty for the Alaska Native Villages has certainly earned her the label of a true advocate of our people,” said **Joe Llano**, executive director of the Alaska Inter-Tribal Council.

During Deer’s term as assistant secretary for Indian Affairs, the Clinton Administration: reaffirmed the government-to-government relationship with 223 Alaska Native Villages; expanded tribal self-governance to 180 tribes through 54 annual funding agreements in 1996; approved 145 tribal-state gaming compacts between 130 tribes and 24 states; and settled a century-old boundary dispute with the Crow Tribe, restoring tribal lands and providing compensation for lost coal reserves and revenue.

Advancing tribal control of Indian education has been an Administration policy. Today 52 percent of Indian schools are now under management of tribal councils or tribal boards of education. During her tenure, Deer also extended federal recognition to 12 tribes. Deer also participated in the development of U.S. policies in the international human rights arena. She testified as a member of the U.S. delegation to the United Nations Rights Committee and has worked in support of a strong U.S. position on Indigenous rights.

“My work has been exciting and rewarding, and, sometimes, frustrating,” Deer said. “I am looking forward to the many new challenges the future will bring.”

## Deer Applauds Court’s Indian Country Ruling

Assistant Secretary Deer told a cheering audience of tribal members from across Alaska that they have a “very, very bright future” because of a recent federal court ruling that recognized Indian Country in the state.

Speaking to the Alaska Inter-Tribal Council on December 3, Deer also cautioned that the ruling “is another step in a long legal process” and that the battle in the courts must continue to hold onto the victory.

Deer has been an outspoken champion of tribal rights as Interior’s Assistant Secretary for Indian Affairs, recognizing tribal status for more than 200

Native Alaskan groups across the state since 1993. A member of the Menominee Tribe of Wisconsin, Deer also led a successful fight in the 1970s to restore to her tribe federal rights that had been terminated in the 1950s.

Deer also talked about other challenges facing Indian tribes across the nation: Coping with what are likely to be sharp federal budget cuts for Indian services; Creating healthy families, educated children, and tribal governments that really work; and the need for tribes to develop visions of the future they seek for the 21st century, and to develop long-range plans to make the vision a reality, especially in partnerships with private enterprises.



Assistant Secretary Ada Deer, a lifelong fighter for American Indian rights, joins Joe Martin, a Native American and solicitor at the Department of Justice at a powwow marking Native American Heritage Month. Martin is wearing traditional Plains Indian attire with more than 100 eagle feathers. Photo by Thomas Hartman, BIA Indian Games Management Staff

### Fellowships for Native American Graduate Students

The American Indian Graduate Center is accepting fellowship application requests for the 1997-98 school year. Students must 1) be an enrolled member of a federally-recognized American Indian tribe or Alaskan Native group in the United States; 2) be (or will be) pursuing a masters or doctorate degree as a full time graduate student at an accredited graduate school in the United States (an accreditation list is in the application packet); 3) apply for campus-based aid through the federal financial process at their college financial aid office by June 1.

The Center, which has served Indian graduate students since 1969, funds all fields of study. New applicants will be subject to a one time non-refundable application fee of \$25 that must accompany the application. Applications must be received at the Center’s office by June 2, 1997 to meet the deadline. Applications will be mailed until May 30, 1997. Fellowship brochures are available upon request. For information call (505) 881-4584. The fax number is (505) 884-0427. The Center is located at 4520 Montgomery Boulevard, NE, Suite 1-B, Albuquerque, New Mexico, 87109-1291.

The court ruling that Deer applauded was issued November 20 by the 9th U.S. Circuit Court of Appeals. The three-judge panel reversed an Anchorage federal judge and said the villages of Venetie and Arctic Village and 1.8 million acres of land controlled by their joint tribal council are “Indian Country,” a legal classification that applies to reservation land in the contiguous 48 states.

The decision is viewed as the latest and most significant in a series of federal court rulings that generally support the

notion that Native Alaskan villages retain tribal sovereignty.

If the ruling is subsequently upheld by the courts, Alaskan village tribal councils will be able to assert more government authority over their communities, including the power to tax, zone, police, and perhaps regulate hunting and fishing on tribal lands. Tribal councils and courts would have criminal and civil jurisdiction over tribal members, and civil jurisdiction over non-members whose actions threaten the health or safety of tribal members.



# Secretary Recommends Options to Resolve Tribal Trust Fund Disputes

The Department has presented Congress an initial report that proposes a legislative settlement for resolving disputed balances in Tribal trust accounts. The recommendations are in response to a five-year study by a national accounting firm that examined billions of dollars in Tribal trust fund transactions handled by the Bureau of Indian Affairs.

“We are committed to resolving these issues in a manner that is fair to the Tribes and fair to the public, and that does justice,” said **Secretary Babbitt**. “Where the government has been found to owe money, we will pay it, with interest. Where a Tribe may owe the government money after resolving all errors relating to that Tribe’s account, the amount would be forgiven,” Babbitt said.

If a Tribe disputes a transaction based on the Tribe’s own documentation or disputes the BIA’s documentation used to reconcile a transaction, those claims would be addressed through mediation. “The overriding objective of these options is to achieve fairness and justice with respect to Tribal trust account balances,” Babbitt explained.

The study was conducted by Arthur Andersen, LLP at a cost of \$21 million and was completed in 1995. The objective of the project was to reconstruct tribal accounts to the extent possible, to provide some assurance of the accuracy of transactions, reasonableness of investment earnings, and propriety of income collected.

## Reconciling Tribal Accounts

The study examined \$17.7 billion in non-investment transactions that the BIA handled from July 1972 to September 1992. Of that total, transactions for \$15.3 billion were reconciled. That means that supporting documents could be located for 86 percent of the transactions. About \$1.87 million of these reconciled transactions were in error— a rate of .01 percent.

The remaining 14 percent of transactions— about \$2.4 billion—were unreconciled, meaning that the BIA’s Office of Trust Funds Management was unable to locate source documents during the course of the project to support the accuracy of the general ledger entry for the transactions.

Almost half of the unreconciled \$2.4 billion related to transactions that involve funds that the federal government receives from third parties (oil or gas developers, for example) on behalf of a Tribal account. An additional half-billion dollars of unreconciled transactions involved transfers between different accounts of the same Tribe.

In these two categories of transactions, where the receipts or transfers to a particular Tribe’s accounts were posted to the general ledger, it is likely that the Tribe had use of the funds even if it they were posted to the wrong account of that Tribe. Overall, slightly less than half of the errors detected were to the detriment of Tribes and the balance were to the benefit of Tribes.

Deducting these amounts from the \$2.4 billion



Consultations with Tribes and individuals is a key to the Department’s plan to resolve long-disputed account balances in Native American trust funds.



Secretary Babbitt’s report to Congress recommends a legislative solution to address about \$575 million in disputed Native American trust fund account balances. Photo by Tami Heilemann, ISC

in unreconciled transactions, and using other supplemental data, the BIA believes that the settlement options should focus on the remaining \$575.1 million, excluding interest.

## Consultation with Tribes

The Department has begun consultations with the Tribes regarding options to address these balances, as well as any other claims that Tribes may have involving transactions outside the scope of the 20-year study. These talks include meetings early this year in Portland, Oregon; Denver, Colorado; Phoenix, Arizona; and Washington, D.C.

The Department believes that legislation ultimately will be required to provide a settlement that will be fair to account holders. Its report, submitted to the Senate Committee on Indian Affairs and the House Committee on Natural Resources, contains specific recommendations for addressing claims based on transactions where documentation indicates that errors were made.

When the consultation process with the Tribes is complete, the Department will submit a final set of recommendations to Congress. The source of funds for the settlements also needs to be identified. To provide time for consultation with Tribes, the Department plans to submit those recommendations to Congress in April.

Furthermore, a Presidentially appointed Special Trustee who reports to the Secretary is making recommendations to implement Department-wide improvements to bring the trust accounting and management functions up to industry standards. The Special Trustee will submit his recommendations to Congress by March.

## Objective is Efficient Justice

The Department was guided by several objectives in formulating its legislative proposals, including the following:

Achieve a settlement that is fair;

Achieve the most resource-efficient settlement of claims in terms of conserving federal government and Tribal time, money, and staff, including fees for attorneys and expert witnesses;

Encourage settlement by providing incentives to settle and disincentives to litigation;

Use the most informal settlement processes available rather than litigation to encourage Tribal participation;

Obtain funding for the settlement without reducing appropriations for the BIA budget and Tribal programs;

Achieve final agreement on account balances through fiscal year 1995 as an agreed-upon starting point for the future.

# Keeping the Books on Trusteeship

For more than a century, the federal government has been the trustee of funds for American Indian Tribes and individual Indians. Currently, the Secretary of the Interior, through the Office of the Special Trustee, maintains about 1,500 accounts for 280 Tribes with assets in excess of \$2.5 billion.

Each year, more than \$802 million passes through the Tribal trust funds system. In addition, the Secretary, through the Office of Special Trustee, maintains more than 300,000 Individual Indian Money trust fund accounts with a current balance of \$450 million. About \$300 million passes through this system annually.

For a number of years, concerns have been expressed in Indian Country, various quarters of the executive branch, the General Accounting Office, and Congress that the management and accounting systems for the trust funds have not kept pace with technological developments in the private sector.

# The Gist of the Trust Fund Dispute

Questions have been raised about whether assets were being properly managed and funds adequately accounted for. There have been calls for accountings of both Tribal and Individual Indian Money funds and for additional investment by the federal government to upgrade its systems.

The Congress passed the American Indian Trust Fund Management Reform Act of 1994, which provides that the Secretary shall outline efforts he will undertake to resolve disputed Tribal trust fund account balances. The Secretary’s report to Congress for settling the disputed balances was made in accord with this Act.

Some reforms already have been instituted, including conversion to a core trust accounting and investment system for tribal funds, publication of standardized procedures for the management of Individual Indian Money accounting operations, and reconciling all cash activity on a daily basis for both Tribal and individual accounts.

The Office of Trust Fund Management has published regulations providing procedures for Tribes to withdraw and manage their own funds should they so choose. Finally, the Administration has included in its budgets for 1996 and 1997, and will include in future budgets, funding to implement trust reform efforts.

Bureau of Indian Affairs news releases may be downloaded from the DOI Homepage at URL <http://www.doi.gov/bia>





Roger G. Kennedy, Bureau Director  
Ricardo Lewis, Bureau Editor

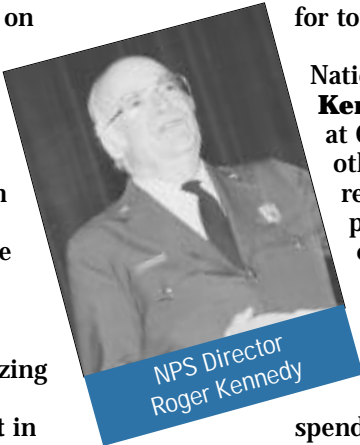
# Restoring Natural Quiet in the Grand Canyon

At peak visitor seasons, the south rim of the Grand Canyon is noisier than Times Square on New Year's Eve, as up to 100 tour aircraft fly across parts of the national park every hour. The excessive noise from these commercial flights mars the natural experience visitors seek and has been a continuing source of irritation and frustration for those who use and love the canyon.

"Too often, we wait until peace and tranquility are destroyed before realizing that they are landscape values worth protection," said **Secretary Babbitt** in explaining a major Interior initiative with the Department of Transportation to restore substantial natural quiet in Grand Canyon National Park. "This time we're doing it right."

At a news conference on December 31, Secretary Babbitt announced a new regulation and a proposal for another that takes major steps to reduce aviation noise in the park. "The new rule and proposed rule strike an appropriate balance between our great desire to preserve natural tranquility in this very popular park and the requests for sightseeing by air, said Department of Transportation Secretary Federico Peña. "We believe that reducing aircraft noise will make Grand Canyon National Park a more enjoyable place to experience and learn about nature."

"It is my hope," Secretary Babbitt said, "that the hard work that has gone into establishing this process will become a template for other parks facing increasing noise problems from commercial overflight tours." The initiative also prohibits tour flights over Rocky Mountain National Park while the federal government develops a long-term policy



for tour flights over national parks.

National Park Service **Director Roger G. Kennedy** explained that management plans at Grand Canyon and Yosemite, among other parks, are based on the legal requirement that the parks be managed to preserve them and permit the public to enjoy them. "That means enjoying the special, quiet qualities of these places—unimpaired by the use of other visitors," Kennedy said. "The balancing of preservation and use is a profession. People in the Service spend lifetimes learning how to do that. That's one more reason why not just anyone can manage the national parks in the best interests of the American people."

## National Parks Overflight Act

In 1987 the Congress, at the urging of **Senator John McCain** of Arizona and many other friends of the Grand Canyon, enacted the National Parks Overflight Act, which included specific provisions to regulate air traffic over the canyon. The Act required the National Park Service to prepare and propose to the FAA measures for substantially restoring the natural quiet and experience of the park.

On April 22, 1996, as part of his Earth Day proposals for improving the National Park System, President Clinton directed Secretaries Babbitt and Peña to accelerate their efforts to achieve the statutory goal of natural quiet. He specifically directed them to implement new protective rules by the end of 1996.

# Virginia Diner Joins National Register

Burnett's Diner in Chatham, Virginia, was rooted in hot dogs and streetcars, and is now rooted in American history. The story began in the 1930s with a wooden-board counter set atop two fifty-gallon steel drums with a canvas providing shelter overhead—the first hotdog stand in the small town of Chatham, Virginia.

It was named Bill's Diner, after its operator, **William Lewis Fretwell**, who later bought a single-truck street car in Reidsville, North Carolina. Fretwell's lucrative diner business influenced **Henry, Frank, and James Burnett** to buy a retired double-truck Thomas Company Car, from the Danville Power and Traction Company around 1939. The brothers hauled the retired streetcar 20 miles north to Chatham on Booker Stone's flat-bed truck. The diner soon opened and continued business into the 1960s.

"Burnett's Diner represents a purely American form of building," said **Roger G. Kennedy**, Director of the National Park Service. "It is one of the finest surviving examples of a converted streetcar diner in Virginia and possibly in the eastern United States." Burnett's Diner was listed in the National Register of Historic Places on December 16, 1996.



Secretary Babbitt and  
FAA Acting  
Administrator Linda  
Daschle announce new  
regulations for restoring  
natural quiet to the  
Grand Canyon

The Service estimates that between 80,000 and 95,000 tour flights cross the Grand Canyon annually, many of them along two air corridors at the eastern section of the canyon. In the 1960s there were only a few hundred a year. The tour industry estimates that 800,000 passengers a year see the canyon by air, generating more than \$100 million in ticket sales annually.

To ensure that the rules provide a fair solution to all parties, the FAA and the Park Service are committed to joint development of a comprehensive noise management plan within five years. The plan will offer a flexible approach to noise mitigation and management and will provide for full public involvement in resolving overflight issues.

In the meantime, the new rule establishes additional flight-free zones over Grand Canyon, modifies others, and sets curfews for commercial sightseeing operations. It also caps the number of commercial aircraft that can fly over the park at 1996 levels. The proposed rule phases out noisier aircraft for park tours.

Legal challenges to the rules have already begun. A few days after the announcement, a coalition of environmental groups sued the FAA in the U.S. Court of Appeals for the District of Columbia, claiming the plan for flight restrictions is insufficient.

A coalition of air tour operations has asked the same court to block the rules, saying they are unneeded and could drive smaller companies out of business. The final and proposed rules are available on the World Wide Web at the following addresses:

<http://www.faa.gov/avr/arm/nprm/nprm.htm>  
[http://www.access.gpo.gov/su\\_docs/aces/aces140.html](http://www.access.gpo.gov/su_docs/aces/aces140.html)

# New Visitor Center at Everglades

The Everglades National Park in Florida recently completed the last major step in rebuilding and recovering from the devastation of 1992's Hurricane Andrew—the opening of a new visitor center. The center, which replaces one seriously damaged by the storm, has been named for **Ernest F. Coe**, widely regarded as the father of Everglades National Park.

The dedication also marked the beginning of a year-long series of events which will take place in 1997 to commemorate the park's 50th anniversary. The ceremony concluded with the presentation of the annual Ernest Coe award to **Dante Fascell**, who represented south Florida in the House of Representatives for 38 years and was instrumental in enhancing the protection of Everglades NP and creating Biscayne National Park, Florida Keys National Marine Sanctuary, and Key Deer National Wildlife Refuge.

Fascell also led efforts to restore the greater Everglades and south Florida ecosystems, and to obtain emergency funding for the post-hurricane recovery effort in south Dade County, including the funds to build the new visitor center. More than 300 people attended the December 6 dedication, which was followed by a reception and open house tour of the new facility.

Babbitt Lauds Honorees  
Interior Secretary Bruce Babbitt paid tribute recently to Interior employees and private citizens who have served with valor and distinction and have made significant contributions to the Department's mission.

"These dedicated public servants are the pillars of their services, our department, and of the federal government. They inspire us to take pride in our work and challenge us to match the high standards of their achievements," the Secretary said.

Department Valor Award winners, honored at a December 9 awards convocation, include the following National Park Service rangers:

- James L. Detterline**, Intermountain Field Area (Colorado);
- Richard Scott Evans**, Midwest Field Area (Nebraska);
- Michael Fellner**, National Capital Field Area (Washington, D.C.);
- Jack Finley**, Southeast Field Area (Atlanta);
- Randall K. Flanery**, Pacific West Field Area (San Francisco);
- Richard P. Martin**, Intermountain Field Area; and
- Daniel R. Mason**, Pacific West Field Area.

For the stories of their valor, see page 4.



# Director Kennedy Resigns

National Park Service Director Roger Kennedy announced his resignation January 13. Kennedy was appointed by President Clinton in 1993. His resignation will not take effect until a successor has been confirmed by the Senate, a process that could take several weeks or months after a successor has been nominated by the President

“Roger has ably served the President, the professionals of the National Park Service, and the American people for four years in a manner which has exemplified the best of citizen service to one’s country,” said Secretary Babbitt. “It is with a great deal of respect and affection that I thank him for his service and wish him well. As Director, Roger has set a new standard of excellence in articulating the purpose of our diverse national park system to the public, the Congress and the world,” Babbitt said. Never before have the parks had such an eloquent spokesman, advocate, and friend as Roger Kennedy.”

Kennedy said, “Four years ago, I promised Secretary Babbitt that I would do my best to serve him, the President, and the National Park Service for a full four-year term. Having fulfilled that commitment, I have expressed to him my desire once again to



retire. Since he has asked me to remain in office until a successor can be confirmed, I have agreed, grateful to serve a great Secretary and the splendid, patriotic people of the Service itself.”

As Director, Kennedy led the Service through its first comprehensive restructuring since World War II; gave heightened emphasis to public education as a primary function of the Service; championed wilderness and ecosystem management of parks while stressing that all parks are cultural at their roots; successfully battled against efforts to dismantle the System; forged new, lasting partnerships with the private sector in support of the parks; and upheld and renewed the Administration’s commitment to enhance the careers of the professionals of the Service.

Kennedy is the 14th person to serve as Director of the National Park Service since the agency was established in 1916. The national park system today consists of some 374 units in 49 states, the District of Columbia and 5 territories. In 1995 the System enjoyed 274 million visits, spread among the 80 million acres managed by the 20,000 career professional employees of the Service.

# The Giants of Congaree Swamp

Congaree Swamp National Monument in South Carolina contains one of the tallest broad-leaved forests in the world, according to a recently completed study conducted in cooperation with the School of Forestry, Auburn University. The report says “no area in eastern North America has a greater concentration of super-tall trees (well over 10,000 acres with mean heights of dominants varying from 130 to over 160 feet).”

Resource manager **Rick Clark** noted that as a result of the study, 26 trees, representing 23 species, became new state champions, and four individuals from three species, including a possumhaw, two persimmons, and a water hickory, became national champions.

Virtually all other old-growth forests measured in eastern North America are smaller in extent and have much shorter trees. Congaree Swamp old-growth stands are impressive on a world-wide basis as well. They are taller than old-growth forests in Japan, virtually all of the temperate deciduous forests in Europe, and the Himalaya Mountains, and are similar to or taller than old-growth temperate forests of southern South America. Most tropical seasonal and dry forests are shorter than the Congaree Swamp old-growth. Even rich tropical rain forests are not much taller. Many have main canopy heights about the same as at Congaree Swamp, but have emergent species up to 200 feet or more in height.

# Around the National Parks

## 100 Years of Gold!

The Centennial of the Klondike Gold Rush begins in earnest this summer, and **Klondike Gold Rush National Historical Park**, Alaska, is a must-see destination. The National Park Service manages the American side of the 33-mile Chilkoot Trail, the path to the Klondike for thousands of adventurers. More people are expected on the trail in 1997 than in any year since the Gold Rush. Figure on three to five days for hiking the trail. On July 5 in Skagway, the park will dedicate the newly restored Moore House. Bernard Moore was the co-founder of Skagway; the house contains exhibits and artifacts depicting the transition from Gold Rush boom town to family life. The Moore House is one of a dozen Gold Rush era buildings restored by the NPS.

## Bears ’R Us

The Brooks River area of **Katmai National Park** in Alaska is the state’s most popular brown bear viewing area, and growth in visitation is bringing changes that will make managing the human critters a little easier. The park will open a reservation system this winter for day visitors coming in the summer of 1997; campground reservations also are required. The NPS hopes to move buildings out of the critical bear habitat; they’re sitting atop one of the state’s great archaeological sites. There also are the other four million acres of Katmai lakes, fish, volcanoes, ocean coastline, and wild rivers to explore!

## Russian America

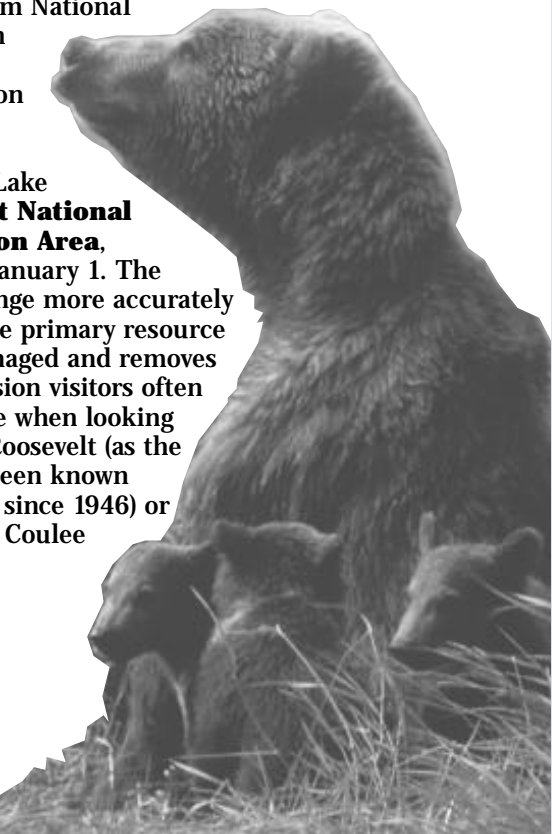
Once the capital of Russian America, Sitka, Alaska, is now a year-round destination for visitors from around the world. **Sitka National Historical Park** features the Russian Bishop’s House, one of the few remaining buildings from the Russian colonial period. The park has an easy walking trail past several historical totem poles, and the park headquarters houses a museum and visitor center, and hosts the Southeast Alaska Indian Cultural Center where local Native artisans practice many of the traditional Southeast Alaska arts.

## A Glacier Adventure

Board a cruise ship in the morning, lecture as you glide up the bay looking at glaciers and an emerging glacial landscape, have a nice meal and motor home in the evening. This is the workday for several seasonal park rangers at **Glacier Bay National Park**, Alaska. Occasionally journalists come along to observe and are back at park headquarters in time for an evening kayak trip. They’ll probably have seen whales, salmon, seals, and many seabirds, along with a sample of life on the cruise ships. While you can do it in a day, we recommend you slow down and report on the area over several days to get a feel for life in this 71-year-old park and the neighboring town of Gustavus.

## Name Change at Coulee

Coulee Dam National Recreation Area (Washington State) was officially renamed **Lake Roosevelt National Recreation Area**, effective January 1. The name change more accurately reflects the primary resource being managed and removes the confusion visitors often experience when looking for Lake Roosevelt (as the area has been known regionally since 1946) or the Grand Coulee Dam.



# Mather Award

The 1996 Stephen Tyng Mather Award was presented by the National Parks and Conservation Association to **Riley G. Hoggard** of Gulf Islands National Seashore, Texas. “Hoggard exemplifies the type of persistence a Mather award winner must have,” said Association president **Carol Aten**. “He placed the welfare of the park above his own and fought for what was best for the resource against strong opposition.”

Hoggard, a resource specialist and a native of Elizabeth City, North Carolina, has been with the National Park Service for almost 20 years and at Gulf Islands for three years. The battle to protect Gulf Islands began in October 1995, when Hurricane Opal destroyed a seven-mile section of Highway 399. Hoggard and others saw this act of nature as an opportunity to move the road to a better location.

If moved, the road would no longer impede the natural migration of the sand dunes. According to Hoggard, if the road was rebuilt in the same location, it would result in an artificially steep beach which could adversely affect the sea turtles and other animal life that inhabit or visit the park. About ten months later, the Service decided moving the road was the best idea and relocation was scheduled.

## Visitors Discover Ancient Fossil

Curious and honest visitors were critical to a new fossil find in Badlands. In late October, when they reported their find at the Buffalo Gap National Grasslands Visitor Center in Wall, South Dakota, they set off a series of actions to protect the find and learn more about the site. The visitors, who didn’t leave their names, drew a map so that others could find the site; then Grasslands staff called **John Donaldson**, Cedar Pass District

Ranger at Badlands, and he picked up the fossil in Wall and reported the find to park paleontologist **Rachel Benton**.

In early November, the first fossil specimen of a Mosasaur in the park was verified. Part of the jaw and some vertebrae were recovered. This marine lizard lived in a sea about 75 million years ago and

fed on fish. **Dr. Gordon Bell**, visiting professor at the South Dakota School of Mines and Technology and a Mosasaur expert, was on the field team. The individual found was a juvenile about 15 feet long, perhaps half of adult size. Benton hopes additional fossil material and more stratigraphic information will be revealed during field work this spring





John G. Rogers, Acting Director  
Janet L. Carroll, Bureau Editor

The Mexican wolf is among  
the smallest of North  
American gray wolves.



# Returning El Lobo to the Southwest

Tom Bauer and Megan Durham

The Fish and Wildlife Service has recommended reintroducing Mexican gray wolves, now extinct in the wild in the United States, to part of their historic range on public lands in Arizona and New Mexico. The wolves would be classified as a “nonessential experimental” population under the Endangered Species Act, a provision that would allow them to be managed with fewer restrictions than those normally covering endangered species.

The recommendation came in a final environmental impact statement issued December 19. If the plan is approved, Mexican wolves would be released first in eastern Arizona’s Apache National Forest and allowed to disperse into Gila National Forest in New Mexico. The combined Apache and Gila national forests comprise the Blue Range Wolf Recovery Area. If deemed necessary and feasible, other wolves could later be released at the White Sands Missile Range in New Mexico.

Under this plan, the wolf recovery areas will include only public lands. If wolves move beyond the

recovery area boundaries onto private or Tribal lands, they would be removed unless the land owners want them to remain. The wolves that would be released would come from a captive population maintained in zoos, wildlife sanctuaries, and other facilities in the United States and Mexico.

The Mexican wolf, also known as the “lobo,” is among the smallest of North American gray wolves. Adults weight 50 to 90 pounds, average 4-1/2 to 5-1/2 feet in total length, and reach 26 to 32 inches in height at the shoulder. Its pelt color varies. It is genetically distinct from all other wolves and is one of the rarest subspecies of gray wolf in the world. Intensive predator removal efforts from the late 1800s to the mid-1900s extirpated this wolf from the U.S. portion of its range. Its status in Mexico is uncertain but there have been no documented sightings since 1980. It was listed as “endangered” under the U.S. Endangered Species Act in 1976. There are currently 149 Mexican gray wolves in captivity.

## Stewardship Award to Champion International

Mitch Snow

**Secretary Babbitt** recently presented the U.S. Fish and Wildlife Service Corporate Stewardship Award to Champion International Corporation of Stamford, Connecticut, in recognition of the company’s outstanding contributions to fish and wildlife conservation.

Champion has supported a range of activities designed to protect endangered and threatened species and their habitats over the past several years. The company’s efforts include adopting specialized land management techniques that benefit birds and fish and educational programs for their employees and contractors.

In 1994, Champion signed a cooperative agreement with the Service, the USDA Forest Service, and the State of Texas to advance restoration goals for the endangered red-cockaded woodpecker.

Under the agreement, Champion manages 2,000 acres of its Brushy Creek Wildlife Management Area in east Texas to protect existing woodpecker colonies and to provide additional nesting habitat for transplanted woodpeckers. The company has also built and installed artificial nesting cavities, conducted prescribed burns, and established open stands of longleaf pine to benefit the woodpecker.

In its role as one of Maine’s major forest landowners, Champion helped establish the Salmon Habitat and River Enhancement, or SHARE, Project. SHARE has become a focal point in developing cooperative solutions to conserving Atlantic salmon.

As part of this effort, Champion contributed funds, personnel, and equipment to map salmon habitat, clear obstacles to spawning, repair water control structures, and build and tend weirs to track returning fish.

Champion has also worked with the Service to arrange or fund endangered species training for its contract loggers. It produced an illustrated guidebook to endangered species in Alabama and developed a series of educational videotapes about endangered species in the South. Because of the success of these ongoing efforts, Champion is developing endangered species guidebooks for each of the 17 states in which it operates.

## Peabody Makes Way for Duck Stamps

Janet Tennyson

The famous ducks in the Peabody Orlando Hotel’s lobby fountain are helping feather the nests of their wild cousins. In a first-of-its-kind partnership with the Fish and Wildlife Service, Peabody Orlando recently agreed to make Duck Stamps available for sale the hotel lobby. “The Peabody partnership will help us expand on the Federal Duck Stamp’s tremendous success in protecting millions of acres of waterfowl habitat,” said **Robert Lesino**, chief of the Federal Duck Stamp Program.

The Peabody Orlando in Florida and its sister hotel, the Peabody Memphis in Tennessee, are world-famous for their fountain-dwelling, farm-raised mallards and duck decor. Beginning with a prank in the 1930s, when the manager of Peabody Memphis and his hunting partner placed live ducks in the fountain, the hotel’s

waterfowl theme now extends to duck-shaped soaps, butter pats, and stationery, as well as eateries named Dux and Quackers.

The Peabody ducks are much-sought-after celebrities, making visits to local schools, clubs, and charities. “Through the Peabody Orlando ducks, we are able to talk to children about caring for and respecting all living creatures and how they can positively impact our environment,” said **Alan C. Villaverde**, Peabody Hotel vice president and general manager. “Selling the Federal Duck Stamp was a natural extension of Peabody Hotel’s commitment to promoting wildlife conservation.”

On January 27, Lesino and Robert Hautman of Plymouth, Minnesota, winner of the 1996 Federal Duck Stamp Contest, visited the Peabody Orlando during an exhibit of the top 20 1996 contest entries. They discussed the Federal Duck Stamp program with members of the Society of American Travel Writers.

## Reptile Smuggler Sentenced

Anne-Berry Wade

One of the most severe sentences ever handed down in a reptile smuggling case was imposed against a German national involved in an international smuggling ring. In Orlando, Florida, on January 10 federal **Judge Ann Conway** sentenced **Wolfgang Michael Kloe**, 33, of Rauenberg, Germany, to serve 46 months in jail for his role in a reptile smuggling scheme. Kloe was also fined \$10,000. **Simon David Harris**, 25, of Blairgowrie, South Africa, and a partner in the smuggling conspiracy, received 3 years probation and 6 months in a community corrections facility.

On August 14, 1996, Orlando International Airport officials found 61 Madagascar tree boas and four spider tortoises concealed in Harris’ personal baggage. Harris had arrived on a commercial flight from Frankfurt, Germany, to attend a large commercial reptile trade show. He cooperated with the investigators and identified Kloe as the intended recipient of the smuggled reptiles. Kloe was arrested two days later. The wildlife seized in this case had an estimated commercial value of more than \$250,000. The United States is the world’s largest importer of wildlife and the demand for live reptiles has increased rapidly in the past few years.

A federal grand jury indicted Kloe, Harris, and four others for participating in a wildlife smuggling operation that moved hundreds of protected reptiles from Madagascar through Europe and Canada into the United States. During a two-year period, these individuals smuggled at least 107 Madagascar tree boas, 25 spider tortoises, 51 radiated tortoises, and two Madagascar ground boas into the United States where they were purchased by collectors of exotic reptiles and commercial reptile breeders.

These species occur naturally only in Madagascar and are protected under the Convention on International Trade in Endangered Species and Wild Fauna and Flora (CITES), an international treaty signed by more than 130 nations designed to regulate and monitor the trade of rare plants and animals throughout the world. The radiated tortoise is also classified as endangered. It is considered one of the most brilliant species of tortoises, with a bright yellow head and high-domed black shell with yellow starburst designs. In October, Kloe pleaded guilty to smuggling, conspiracy, Lacey Act violations, money laundering, and attempted escape. The United States has begun extradition procedures against defendant **Enrico Joseph Truant** of Windsor, Ontario, Canada. Other defendants not yet arraigned are **Frank H. Lehmeyer**, **Roland Werner**, and **Olaf Strohm**, all of Germany.



Dick Olson, left, chairman and chief executive officer of Champion International Corporation, and Dick Porterfield, center, the company’s executive vice-president, accept the U.S. Fish and Wildlife Service’s Corporate Stewardship Award from Secretary Babbitt in a ceremony in Washington, D.C.



# Mummichogs, Mosquitos, and Good Intentions



At left, Ward Feurt, left, the manager of the Rachel Carson National Wildlife Refuge, joins Jan Taylor, a U.S. Fish and Wildlife biologist, at a briefing on the cooperative effort to restore salt marshes, at far left, near the Maine towns of Kittery and York.

It seemed like the right thing to do at the time—in the depths of the depression, when legions of workers were unemployed. A national public works project in Maine dug ditches to drain marshes on and near what is now the Rachel Carson National Wildlife Refuge.

“The ditches were constructed to remove mosquito breeding areas,” said **Jan Taylor**, a U.S. Fish and Wildlife Service biologist for the northeast. “However, the work often improved mosquito habitat instead. Once marshes were drained, habitat that once supported mummichogs, a fish that naturally feeds on marsh mosquitos, deteriorated,” Taylor explained. “Without mummichogs, the number of marsh mosquitoes noticeably increased.”

Coastal marshes drained for mosquito control, salt hay production, and other kinds of development also have led to a decline in many kinds of wildlife—including herons, bitterns, shorebirds, and ducks—that depend on wetlands for breeding, migration, and wintering. “Wetlands were once considered wastelands, so many areas were drained,

ditched, and developed, creating a whole host of unexpected problems,” Taylor said.

However, the staff of Rachel Carson National Wildlife Refuge have joined with a private landowner and a local contractor on a project to restore 17 acres of these degraded salt marshes and solve some of those problems.

“The project is designed to restore the diversity and native vegetation of coastal wetlands, enhance migratory bird habitat, and return mosquito-eating fish to marshes in three environmentally important areas,” said Refuge Manager **Ward Feurt**. “Once the beneficial results of this work are evident, we look forward to helping other interested private landowners with the technical help they need to complete restoration projects on their lands.”

The private contractor, SWAMP Inc. (Save the Wetlands and Manage Pests) is using three methods to bring water back to the wetlands. The main effort is digging pond holes to provide healthy habitat for minnows, other small fish, and underwater aquatic

plants. Plugs made of clean mud are then used to fill sections of the old drainage ditches to allow water to back up and form the large pools or ponds. Finally, small connecting ditches are dug, allowing fish and other wildlife to get to the different ponds of water.

These permanent pools with small deep reservoirs will support larger populations of mummichogs. That should cause the mosquito population to decline. Pools with gently sloping banks also will encourage the growth of many kinds of emergent plants, provide habitat for invertebrates, and produce valuable wildlife habitat for migratory birds.

The work at the two refuge sites in the towns of Kittery and York is funded by the North American Waterfowl Management Plan, a federally-sponsored international program that protects and enhances habitat for migratory waterfowl. The Service's Partners for Wildlife program provided the money to restore the privately held land. The program works directly with willing landowners to restore important habitat for wildlife on their land.

At all three sites, the Service contributed a trained equipment operator and specialized lightweight equipment designed for use in fragile salt marshes. Service biologists will monitor the sites before and after the restoration work to ensure that the objectives are being realized. The Service hopes to restore more than 40 additional acres of saltmarsh wetlands next year, Taylor said.

## Ducks Soared, Buffalo Roamed, Condors Flew

Rachel Levin and Mitch Snow

The past year offered many bright spots for species from buffalo to butterflies. “The American people are making an impressive effort to restore wildlife across the Nation,” said Acting Fish and Wildlife Service **Director John Rogers**. “At each year's end, we take a moment to reflect on some of the good news that people may have overlooked during the busy year.”

Among wildlife's good news stories in 1996:

An estimated 90 million **ducks** flew south from their northern nesting grounds, the highest figure since the Service began estimating the fall flight in the 1950s.

Striped bass are rebounding along the Atlantic seaboard. There are more juvenile **striped bass** in the Chesapeake Bay this year than at any time in the last 43 years.

Six **California condors** were released into the wild in northern Arizona after an absence of 72 years. The six condors, which were bred in captivity in California and Idaho, were held in acclimation pens at the release site for several weeks before they were set free in mid-December. The huge birds nearly became extinct during the 1980s and have been restored through captive-breeding in zoos and releases to their former range.

For the first time since the mid-19th Century, **buffalo** are again home on the range in Iowa amid the tall prairie grasses of Walnut Creek National Wildlife Refuge near Des Moines. Fourteen buffalo from herds at Wichita Mountains National Wildlife Refuge in Oklahoma and Ft. Niobrara National Wildlife Refuge in Nebraska were brought to Walnut Creek. The Service hopes the Walnut Creek herd will eventually number 100-150.



Whooping Crane



Buffalo



Manatee

The Service produced and distributed approximately 165 million **fish** and 140 million eggs from national fish hatcheries to restore and enhance the Nation's fishery resources. Aggressive stocking programs combined with efforts to control the sea lamprey and improve water quality resulted in the restoration of Lake Superior **lake trout**. In FY 1996, the Service discontinued stocking lake trout into Lake Superior. It will increase its efforts on the other Great Lakes.

Reintroduction of the **gray wolf** in Yellowstone National Park in Wyoming and in central Idaho has been so successful that no new releases will be made in either area in 1997. Wolf recovery team leaders say that further wolf releases will be considered on a year-by-year basis.

Eighty-two young **bald eagles** were fledged from 58 active nest sites at the Upper Mississippi River National Wildlife and Fish Refuge in Minnesota. Nine of the nests produced triplets. By comparison, in 1986, there were nine active nests, each producing only one young.

In August, biologists reported the first recorded breeding of northern **fur seals** on the Farallon Islands off California since 1817. Biologists observed a bull, several females, and a pup on West End, a wilderness area of the Farallon National Wildlife Refuge, 30 miles west of San Francisco's Golden Gate Bridge. San Miguel Island in the Channel Islands is the only other northern fur seal breeding colony in California.

Mississippi Sandhill Crane National Wildlife Refuge, where most of the remaining wild population of this endangered crane resides, reported a record 13 nesting pairs in 1996, the highest number of nesting pairs recorded in 30 years of monitoring. Today there are 95 Mississippi **sandhill cranes** in this country, 23 of them hatched in the wild, compared to only 30 in existence in 1975.

About 170 **whooping cranes** are expected to arrive this year at Aransas National Wildlife Refuge in Texas, up from 158 last year. Only 16 whooping cranes were left in the wild in the 1940s.

Despite losses last winter caused by red tide along Florida's southwest coast, **manatees** are doing well at Crystal River National Wildlife Refuge in Florida and populations may top last year's record high of 304 animals. By the end of November, 283 manatees had already congregated in the warm waters of the Gulf of Mexico.

More than 250 endangered **Schaus swallowtail butterflies** were released into their historic habitat near Miami. The butterfly, which occurs only in Florida, was on the verge of extinction in 1991; populations have been on the rise since mosquito spraying was halted on northern Key Largo during the Schaus breeding season.

Endangered **black-footed ferrets** are now breeding in the wild. Surveys at Charles M. Russell Refuge near Lewistown, Montana, confirmed the presence of approximately 20 black-footed ferret kits in 7 to 9 new litters. At least two of the litters were born to last year's wild-born females.





Cynthia Quarterman, Director  
Suzanne Melancon, Bureau Editor

An MMS diver inspects  
a segment of an  
artificial reef in the  
Gulf of Mexico for  
damage from recent  
hurricanes.  
MMS photo



Nine Oil Companies Billed  
For Underpaid Royalties

So far, MMS auditors are right on schedule with billing 20 major oil companies for alleged past royalty underpayments in California. To date, nine companies have been billed close to \$274 million. The bills are the result of Interior’s reassessment of the amounts of royalties owed to the government for oil produced onshore and offshore California between 1980 and 1988.

The amounts billed range from \$117 million to \$57,175. While all the companies royalty payments were assessed at the same rate, the amount of the bills varied depending on how much crude oil was produced and how much interest had accrued.

Actually collecting the amounts billed is another matter, as MMS expects that all the companies will appeal their royalty reassessments. It will probably be years before legal actions are completed or settlements are reached.

Around MMS

After a three-month leave of absence, **Donna Cedar-Southworth**, of the MMS Office of Communications, has decided to put her federal career on hold to pursue a writing career while working from home and spending more time with her infant daughter.

“Freelance writing has always been my goal,” she explained during a farewell luncheon attended by her co-workers and MMS Director **Cynthia Quarterman**, MMS Associate Director for Offshore Minerals Management **Carolita Kallaur**, and Interior Assistant Secretary for Land and Minerals **Bob Armstrong**.

During her years with MMS, which she joined in 1988, Cedar-Southworth wrote speeches for a number of MMS directors and other Interior officials. She also wrote articles; prepared posters and displays, including the design and development of MMS’s interactive video *Future Choice*, which was on display at the Louisiana Science and Natural History Museum for two years and recently moved to its new home at the soon-to-be-opened Offshore Energy Center Museum in Galveston, Texas. Sedar-Southworth served as editor of *MMS Today* and bureau editor for *People, Land and Water*. Her talents will be missed.

**Elverlene Wms-Flatts**, a mineral leasing specialist, celebrated the Pacific Region’s support for the Youth Motivational Task Force by participating in the Task Force’s entry in the Martin Luther King, Jr., Memorial Parade held in Los Angeles.

“Being a part of the Task Force and this historic march at the same time is a dream fulfilled,” said Wms-Flatts. “Even the rain couldn’t dampen the spirit of this celebration. ”

The Task Force is a professional organization that provides guidance and motivation to at-risk students on the importance of staying in school.

Donna Cedar-Southworth, right, with President Clinton.



Les Dauterive

In 1995, Hurricanes Erin and Opal hammered the Florida Panhandle. We all know the damage these two storms did to the coastline of Pensacola and the Fort Walton-Destin areas. Less obvious are the severe consequences these storms can cause underwater.

According to the areas’ local newspapers and the recreational and sport fishing and diving community, Erin and Opal had severe effects on offshore artificial reef development and its benefits to the local economy. In a recent application to the Army Corps of Engineers for new reef sites, Okaloosa County reported that Hurricane Opal destroyed 9 percent of the reefs in the local waters offshore Destin.

A variety of materials, including tires, car and airplane bodies, bridge rubble, military tanks, retired ships, oil and natural gas structures, and fabricated reef balls and pyramids, has been used to create hard substrate on offshore Florida’s sea floor of endless sand and scanty outcrops of low-relief rock. These man-made materials, also known as artificial reefs, reportedly provide the livelihood for recreational and sport fishermen and divers in this region of the Gulf of Mexico.

**Les Dauterive** and **Jim Kendall**, divers for the MMS Gulf of Mexico Region, participated with divers from Florida’s Department of Environmental Protection, Santa Rosa County, and the University of West Florida in two days of an ongoing study being conducted by the university’s Institute of Coastal and Estuarine Research. The study is designed to evaluate and determine the relative impacts that Hurricanes Erin and Opal had on certain artificial reef materials, which types of reefs were moved the greatest distance, and which experienced the most damage after the storms.

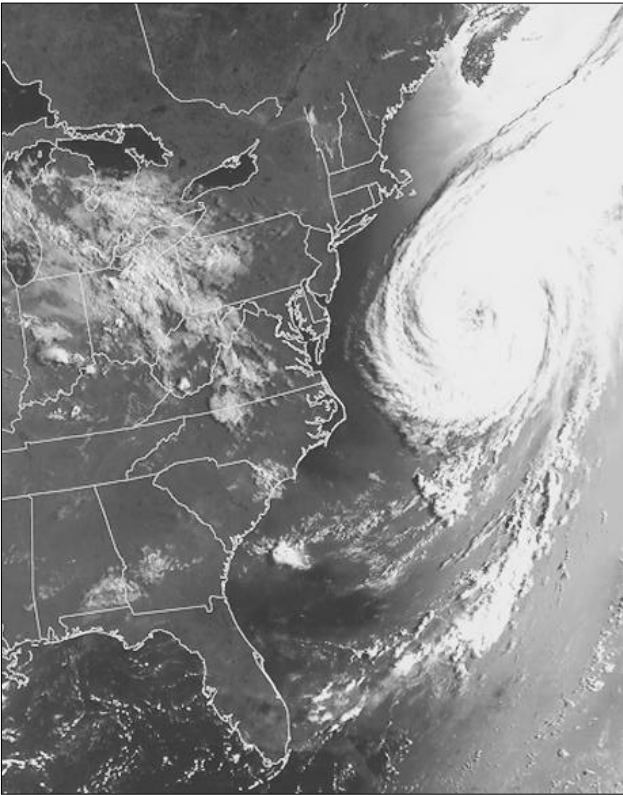
MMS divers focused on evaluating and documenting firsthand the two submerged oil and natural gas platforms donated to Florida by Tenneco and Chevron through the Rigs-to-Reefs program, comparing how they fared with other artificial reef materials affected by the storms.

The results were not surprising to MMS divers, who experienced dives after Hurricanes Juan and Andrew on Rigs-to-Reefs sites offshore Louisiana. The Tenneco and Chevron sites appeared to be unaffected by the hurricanes. Because of the Chevron

Hurricanes and Artificial Reefs:  
What’s the Connection?

site’s comparatively shallow depth, specific observations were made at its base. There was no evidence it had moved. Extensive biofouling communities covered both the Tenneco and Chevron artificial reefs. Small reef fish were also abundant at both artificial reefs, but larger grouper and jacks that were abundant at the Chevron site were absent at the Tenneco site.

Preliminary results indicate that Hurricanes Erin and Opal either destroyed or moved many artificial



reefs, which probably contributed to a significant increase in fishing at the surviving Rigs-to-Reefs sites. Numerous tangles of abandoned fishing line, leaders, and hooks indicated intense fishing pressure at the Tenneco site. The owner of the chartered diving vessel said he believed severe overfishing was the reason for the lack of large fish on the Tenneco site. He told the MMS divers that on a typical weekend as many as four or five charter fishing boats are tied up at any one time on this site, bringing fishermen from the Destin and Fort Walton areas as well from Pensacola.

Two other artificial reefs sites were visited and evaluated. A dive to a 365-ft. Russian freighter that was sunk in place and intact prior to Hurricane Opal showed it had sustained significant impact from this storm. The hurricane broke the ship into at least three pieces. The biofouling community was minimal, undoubtedly the result of the vessel being submerged for only one year. Few large fish were observed, again probably in part because the reef is new; however, broken fishing line, leaders, and hooks were abundant, suggesting intense fishing pressure at this reef site.

While the damage to the ship should not hamper its development into a viable reef, future storms could do additional damage, threatening the overall integrity of the vessel and its long-term viability as a reef.

Prefabricated 6-foot by 4-foot concrete pyramids also were visited and evaluated. Several of these structures had collapsed in shallower water to the east offshore of Panama City. The two pyramids observed by the divers were cracked at their base but still intact. Few fish were observed at this reef site.

The kind of information collected by divers helps MMS and state managers make decisions about new reef installations and demonstrates the popularity of existing reefs with local fishermen. It’s clear that artificial reefs make important environmental and economic contributions to local communities.



# International Training: It's An Experience!

*Exhausting travel. Late hours in the classroom. Exotic cuisine and accommodations. Singing for your supper. Dancing invitations you can't refuse. And managing the mushroom season.*

Those are just a few of the attractions and rewards for those brave souls who participate in MMS international assistance initiatives. MMS staff assigned to training sessions in far-off countries spend months preparing for their visits, much of it on their own time. These employees have carried their message of efficient, environmentally sensitive natural gas and oil development to interested audiences in Europe, Asia, and South America.

According to **Carolita Kallaur**, associate director for Offshore Minerals Management, MMS professional staff learn quickly that they can make a difference. While they have valuable experience to share, they can also benefit personally by learning more about the people and cultures of other nations.

Once overseas, MMS staff usually find their workday doesn't end with scheduled sessions. Students and teachers often go to dinner together and continue to discuss issues brought up in the day's lessons, as well as other topics.

During the first training course in Tyumen, Siberia, the participants were so interested in the resource evaluation subject matter that they requested three additional unscheduled sessions. The topics of the additional classes were resource economics (a three-hour evening session), the MMS lease sale computer tracking system (held concurrently with another scheduled class), and the PRESTO model that MMS uses to estimate undiscovered offshore natural gas and oil resources (a six-hour Saturday session). The MMS team also kept a room open for two hours every evening so students could drop by and ask questions. Most evenings students showed up with penetrating questions about applying resource evaluation methods in the Russian context.

MMS staff also gain insights into local daily life and culture. During the Hungarian session, for example, the students brought their trainers to a wine cave that included a small restaurant. In Hungary, it's traditional to take turns singing after dinner, going around the table with each person explaining their song, then leading the rest of the table in singing while draining a glass of wine. By the end of the evening, one MMS song leader could only think of one song, Twinkle, Twinkle, Little Star. Fortunately, everyone knew the words.

Some excursions require MMS staff to exercise a certain amount of grace under pressure. During a tour of a Hungarian coal mine, it was only after the team had descended to the depths of the mine and traveled far down one of its passageways that the



Russian students listen attentively to MMS trainers.

tour leader mentioned that they were in one of Hungary's most dangerous mines. After learning that it recently had been the site of a major coal dust explosion that resulted in a number of fatalities, team member **Larry Slaski** vowed never to enter another mine.

Sometimes the teams run into minor difficulties due to differences in customs or facilities between the U.S. and the host country. For instance, MMS staff have found that they need to bring all their own equipment. This caused a real problem when the team needed transportation from its hotel to the Moscow airport for a flight to western Siberia, and a tiny subcompact car showed up to carry the seven team members and their 38 boxes of supplies, equipment, and suitcases. Anxious to provide sufficient transportation for the group on the way home from the airport, the team's Russian hosts sent a 40-passenger bus to carry the group and its baggage, not realizing that the seven-member team had left its donation of surplus MMS equipment and supplies in Siberia and was only carrying suitcases.

Training teams also have found that their students can be generous and kind. In Tyumen, Siberia, MMS trainer **Norm Froomer** didn't care for the food and wasn't eating. Concerned, the women in the class started bringing him vegetables each day. Eventually they got together and brought him something they thought he'd really like: a local pizza. The entire team devoured it.

The first Tyumen team spent their session at a sanatorium in the country, where they ate what they were served. A second training session to Tyumen was housed in the city where MMS staff could

sample the local restaurants. A translator helped order their meals. Each night the group was served a different entree; but the translator's description of the entree was always "Siberian meat."

Sometimes the teams are called upon to exercise diplomatic skills. The group sent to Magadan in Russia's Far East found the former regional center for the Gulag to be a rustic frontier city. Accommodations were limited, and one of the better eating establishments was in a hotel that was reputed to be controlled by the Russian mafia. After dinner one night, team members **Norm Froomer** and **John Paden** were asked to dance by women who appeared to be girlfriends of the local mafia dons.

Uncertain about whether to dance and risk the ire of the dons, or refuse to dance and insult the women, they decided to dance. It must have been the correct choice, because they survived the encounter.

To get a feel for Siberian life, some members of the Magadan team visited a fishing camp. They expected a lodge with fly rods, wicker creels, and maybe canoes. Instead, they found a rustic shack with a net stretched from the shore out into the river. On the way back from the fishing camp, the group stopped to participate in a favorite Russian pastime: picking mushrooms. It was here that they learned why attendance at their class had declined during the previous days. It seems it was mushroom season, and several of the class members had apparently gone picking. The team learned that there are two seasons in Magadan: mushroom season and winter; inevitably, picking mushrooms takes priority over other activities.

While providing training overseas can be demanding, it can also be an exciting chance to foster valuable long-term relationships. For example, during the Moscow session, Russian Minister of Natural Resources **Orlov** asked the team to brief Duma member **Melnikov**, who was engaged in writing legislation involving topics like federal-state relationships dealing with natural gas, oil, and other mineral developments. Melnikov was so impressed that when a delegation from his Duma committee on natural resources came to the United States, he gave them instructions to visit two places: Congress and MMS.

## Vintage Plane on Active Duty as Oil Spill Eye in the Sky

The low growl of a vintage World War II DC-3 could be heard recently along the coast of Santa Barbara, California. For a week in January, local residents were able to catch a glimpse of the wartime flyer as it cruised about 300 feet above the water over the natural oil seeps along the majestic California coast.

The overflights in the Santa Barbara Channel were not part of a local air show demonstration or a multi-million dollar Hollywood movie production. Rather, the low-altitude flights were part of a cooperative research project on remote sensing technology being conducted by Environment Canada, the equivalent to the U.S. Department of Energy, and the Minerals Management Service.

The DC-3, which is specially outfitted to conduct research and development on airborne remote sensing equipment and to respond operationally to oil spills, used the natural oil seeps along Santa Barbara as targets to demonstrate and test the capabilities of the Laser Environmental Airborne Fluorosensor (LEAF), the only remote sensor which can be used under various weather conditions to detect oil both during the day and at night.



The specially equipped DC-3 propeller-driven aircraft can fly low and slow providing a stable platform for the sophisticated remote sensing equipment. Photo courtesy Environment Canada

Laser fluorosensors also are the only remote sensors which can positively identify oil in a variety of marine and terrestrial environments including water, beaches, shorelines, snow, and ice, said Canadian scientist **Dr. Carl Brown**. The laser fluorosensor can also differentiate between various types of oil, such as heavy refined, crude, and light refined, said Brown.

The LEAF system onboard the DC-3 scanned the waters in the Santa Barbara Channel using five sensor bays located in the aircraft's large, flat underbelly. A

reconnaissance video camera and a sophisticated computer system also were used to collect and analyze data. According to Brown, the system is designed so that once the data is collected and classified, icons are displayed along the flight path on the operator's map display and on a hard-copy map produced by the computer. In the event of an oil spill, this information can be faxed instantaneously from the aircraft to the Coast Guard and other response vessels.

This leads to a method of real-time confirmation, said MMS oceanographer **Joseph Mullin**. Currently, response crews must physically inspect reported spill sites either by boat or helicopter. This uses dollars and resources which could be better spent on clean up and remediation of known sites of contamination.

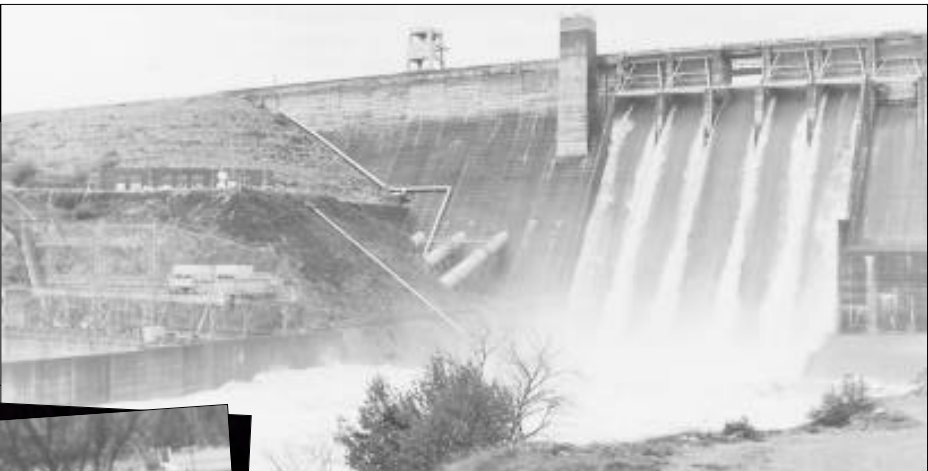
In addition to its overflights, the DC-3 and its crew of scientists provided tours of the aircraft which included a simulation of the LEAF system using data collected during flights over the channel. Representatives from federal, state, and local government agencies, elected officials, and the media joined members of the Pacific Region in learning about the LEAF system and the valuable contribution it will make in oil spill response.



# Bureau of Reclamation



Eluid Martinez, Commissioner  
Carrie C. Kemper, Bureau Editor



## Reclamation Engineers of the Year



Larry Armer—Great Plains Regional Engineer of the Year.

Every year, Reclamation uses a competition by the National Society of Professional Engineers to award two bureau engineers the top honor in their field.

For 1996, Reclamation's Regional Office Engineer of the Year is **Rick Gold** from the Upper Colorado Region. The 1996 Reclamation Service Center Engineer of

the Year is **Timothy Randle**. **Larry Armer** from the Great Plains Region, **Stephen Herbst** from the Mid-Pacific Region, and **Bruce Muller** from the Technical Service Center won in their respective regions. Congratulations to our exemplary engineers!

## Elephant Butte Field Division Joins Voluntary Protection Program

Mary Wagner, Elephant Butte Dam, New Mexico

The employees of the Elephant Butte Field Division at Elephant Butte Dam located near Truth or Consequences, New Mexico, have been given the opportunity to be the first Department of Interior member of the Voluntary Protection Program, an employee-driven safety program committed to reducing accidents and maintaining high standards of safety performance.

There are only 300 Program sites in the United States. All are private corporations; Elephant Butte Field Division is the first proposed federal site. The Program is managed by a committee of volunteers. At Elephant Butte Dam the committee members are **Eloy Valdez** and **Wes Able**, co-chairpersons, **Pat Finney**, recorder, **Bill Neeley**, collateral duty safety officer, **Mary Wagner**, **Al Bauer**, **Robert Olivas**, and **Allan Tow**.

The program is run with Office of Safety and Health Administration guidelines and OSHA representatives make a preliminary inspection of the work site to point out needed improvements. The Elephant Butte Field Division will be admitted to the Program when these safety improvements have been made.

Future goals include obtaining the program's three flags of excellence, which are awarded for each of the three safety achievement steps.



Commissioner Martinez, middle, thanks the two employees, David Norenberg, Sr., left, and Matthew Lysakowski, who were responsible for averting a suicide attempt by a severely depressed and armed man at Hoover Dam in Nevada. Their bravery earned them a Valor Award. For their story, see page 4. Photo by Gertel Harris Brace, Commissioner's Office



Above, Folsom Dam on the American River in Folsom, California, was spilling 115,000 cubic feet per second on January 1. Below, a mobile home park is flooded by San Joaquin River near Fresno, California. Photos by Mark Volkoff, Mid-Pacific Region. At left, Darla Taylor of New Plymouth, Idaho, rows out to her partially submerged property. This was the worst flooding in the area since 1964. Photo by David Walsh, Pacific Northwest Region

## Reclamation Dams Perform Well During Flooding in Western States

Reclamation dams performed well in handling flood flows from Northern California's devastating holiday flood. A key factor in the flood control operation was the full flood space available in the reservoirs at the start of the storm.

There were high flows in the rivers, bypasses, and the Sacramento-San Joaquin Delta in January as flood space was recovered. The American River watershed received three times its average December rainfall in less than one week.

This was the fourth time since its completion that Folsom Dam has been instrumental in protecting the Sacramento area from floods. During this flood, without Folsom Dam, flows would have overtopped levees by ten feet. Peak reservoir inflows to the reservoir were 252,000 cubic feet per second. A normal seasonal flow averages 10,000 cubic feet per second. The major flood system of the Central Valley is working as it should, said **Lowell Ploss**, chief of Central Valley Operations for the Mid-Pacific Region.

Many Reclamation employees and customers were instrumental in keeping the citizens of Sacramento and other Northern California counties safe during the flood. In Sutter County, for example, Feather Water District Manager **Francis Silva** and his crew of more than 450 worked around the clock patrolling their 20 miles of levees. Silva himself worked nine straight days and nights with no sleep. There was one 24-hour period during which no food was available at the levee station because the surrounding areas of Marysville and Yuba City had been evacuated.

In the Pacific Northwest, the low elevation snowmelt and unseasonably warm weather contributed to flood flows in several river basins. Reclamation projects were operated to release minimum outflows during the peak and consequently contributed to reducing the magnitude of flooding. The subsequent cooler and drier weather should allow the opportunity to evacuate flood control space filled during this event. Snowpack in the Northwest is currently more than 200 percent of normal for this time of year.

## Yuma Office Wins Riparian Grant

Gary Ferrier, Yuma Area Office

Reclamation's Yuma Area Office has been awarded a \$583,000 grant from the State of Arizona to help restore riparian resources on the Arizona side of the Colorado River between Imperial Dam and Martinez Lake.

About 50 percent of the water surface in this area has been lost in recent years to silt and sediment accumulation, and invasion of non-native salt cedar. The grant will help fund development of small open water channels around portions of the riparian native tree community (cottonwood, willow, and

mesquite), protecting these plants from recurring wildfire. Work will also be done to redirect water to critical wetlands that have recently dried out, and reestablish water flow from the river through ten isolated backwater lakes that are at risk of becoming stagnant and sterile.

Reclamation has committed to match the grant funds and plans to start work as soon as the environmental compliance and review requirements are met and required permits are in place. The project is expected to be completed in March 1998.



# Reclamation Honors Wise Use of Western Water

Bureau of Reclamation **Commissioner Eluid Martinez** has announced the winners of Reclamation’s 1996 Water Conservation Award. Over the past 94 years, Reclamation has managed the water resources of the West and is making an effort to honor groups or individuals who are making a difference in preserving, conserving, and enhancing its use.

“Water is the West’s most precious and finite resource,” Martinez said. “The 14 winners of the 1996 awards program have proven that they are wise stewards of water, and I am pleased to recognize their efforts.” The winners (by category) are:

### *Educational Mentor*

**Northern Colorado Water Conservancy District (Colorado)**— A successful irrigation scheduling program with 48 cooperating farmers, a surge valve loan program, a water efficient turfgrass program, and a weather station network.

**Seniors Helping Seniors (Phoenix, Arizona)**— Uses volunteers to provide free water and energy conservation services to senior homeowners.

**Stockton Area Water Suppliers (California)**— Sally-Save-Water is an imaginative 1950’s character who visits schools with her water conservation message.

**Palisades High School (Palisade, Colorado)**— On-site pond and riparian outdoor classroom.

### EPA Honors San Angelo Center

*Kyle Hinkle, San Angelo Nature Center*

The San Angelo Nature Center, a Reclamation partner, has won an Environmental Excellence Award for developing community interest and partnerships to enable the preservation and enhancement of Spring Creek Wetlands.

The Center works with Reclamation in preserving Spring Creek Wetlands in San Angelo, Texas. The wetlands is on a 230-acre tract of overgrazed range land once used as a dairy ranch. The section of the property designated as wetlands came about as a result of a leak in the Twin Buttes Dam. Nearly 30 years of runoff created a habitat for wildlife that is usually not found in west Texas.

In understanding the value of the wetlands as a potential educational tool, tourist attraction and recreational area, Reclamation has contracted the Nature Center to develop and manage an interpretive trail system. The Center’s Board of Directors, staff, and volunteers have planned and are creating a seven-mile system of interconnecting trails, through and around the property. More than half of these trails are handicap accessible.

Interpretation is focused on the value of wildlife habitat protection, range improvement, and identifying the variety of animals, birds, plants, insects, and water creatures that are found there. Outdoor classrooms introduce this exciting new world to the school children of the area.

Planned family recreation outings provide naturalist-guided tours. Spring Creek Wetlands is another positive example of how a government agency, a city, and a private, non-profit organization can work together to achieve a common goal. The award presentation took place on September 27.



*At the Nature Center Museum, visitors are encouraged to touch the exhibits, such as taxidermic displays that include a raptor, a buffalo, and an armadillo. Photo courtesy of San Angelo Nature Center*



Commissioner Eluid Martinez

## The 1996 Water Conservation Awards

### *Innovative Partnership*

**Water Wiser (Denver)**—Innovative municipal and industrial water conservation clearinghouse, information service, and network, coordinated by American Water Works Association.

**Roza and Sunnyside Valley Irrigation Districts (Yakima, Washington)**—Two irrigation districts in partnership to resolve water management concerns and find ways to conserve water through a joint landowner committee.

### *Long Term Leader*

**Texas Water Development Board (Texas)**— Agricultural and urban water conservation. Leadership in promotion, education, technical and financial assistance for municipal, industrial and agricultural water conservation and reuse.

**Water Education Foundation (California)**— Education and information on water resource management and urban and agricultural water conservation for the past ten years.

### *Promising Product*

**Nu-Way Flume and Equipment Company (Delta, Colorado)**—Low cost, accurate irrigation canal water measurement.

**Joe Hobson, Sr. (Keizer, Oregon)**—Designed a water efficient mechanical straw mulcher that improves on-farm water efficiency.

### *Small Demonstration*

**Richard Wenstrom (Kinsley, Kansas)**— Comprehensive on-farm irrigation water management.

**Desert Demonstration Gardens (Las Vegas Valley Water District, Nevada)**—A public garden that presents water efficient landscaping to the public.

**Houston, Ramirez, Aubuchon, Depa. (General Services Administration, Kansas City, Missouri)**—Water efficient air conditioning technology for the Federal Records Center in Kansas City. This GSA region manages 15 million square feet of federal space in four states (Iowa, Nebraska, Kansas, Missouri).

**Valley Improvement Association (Belen, New Mexico)**— Residential water-conserving demonstration garden.

Through the annual Leadership in Water Conservation Awards, Reclamation recognizes those striving to achieve water conservation through innovative, educational, or partnership efforts. The award is open to individuals, groups, private corporations, product manufacturers, local municipalities, regional governing bodies, and Federal Government agencies throughout the United States.

## Investments in Water Conservation Bring Big Returns in California Partnership

*Steven McQuinn, Lower Colorado Regional Water Conservation Center*

What is the public getting for water conservation investments shared by Reclamation and the Metropolitan Water District of Southern California? A detailed report released last September by the District gives the \$9-million, three-year water conservation partnership a positive mid-course perspective.

The partnership between the Lower Colorado Region and the District began in August 1994, with Reclamation making \$3.65 million available to pay up to 40 percent of total project costs. The District supplies up to 50 percent, with recipient agencies contributing 10 percent or more.

The total budget will amount to \$9.12 million over the three-year span of the agreement which concludes in September 1997. Over this time, 83 projects will be initiated, all focused on water-saving practices that can be implemented throughout Southern California.

Water Conservation Center Director **Steve Jones** chairs the committee which selects the

appropriate programs and sets stringent criteria for program cost effectiveness, innovation and social benefit, with emphasis on low-income neighborhoods. The Bureau also retains oversight, review and accountability for the partnership, with the District providing administrative support.

“If Reclamation had undertaken these 83 separate efforts directly, we would have needed at least six more people on our staff,” Jones said. “The Bureau is getting a good ‘bang for its buck’ by leveraging local monies 40 cents on the dollar, for results that save water at less than half the cost of supplying it. Now that the concept is proven, local agencies have a powerful incentive to take the initiative without further federal priming or supervision.”

The most cost effective way to provide water is to conserve it. Through innovative programs and partnerships, the Lower Colorado Region has become a leader in making conservation opportunities possible throughout the Southwest. For more information, check out the Water Conservation Center’s web site at <http://www.lc.usbr.gov/~wtrconsv/partnership.htm>.



# Bureau of Land Management



Sylvia Baca, Interim Director  
Patrice Junius, Bureau Editor

## Surveying the B-W Parkway

Michele Willingham and Jason Racette,  
Eastern States

The Bureau of Land Management’s Eastern States Cadastral Survey crew has been surveying 19 miles of a National Capital Area road known as the Baltimore-Washington Parkway.

Congress authorized the acquisition and construction of the B-W Parkway on August 3, 1950. It was originally designed as a limited access road for passenger vehicle traffic to and from Washington, D.C., and as a means of access between federal establishments and the seat of government in the District of Columbia.

The Secretary of the Interior through the National Park Service was to develop, administer, and maintain it. To facilitate the land acquisition and construction, route plans were prepared by the Parkway’s builders, the Bureau of Public Roads.

At the time of its construction, the Parkway’s corridor was largely undeveloped and its boundary was sparsely delineated by markers. However, since its completion, commercial development along the Parkway has increased dramatically. Many of the original Parkway boundary monuments have been obliterated.

BLM’s Eastern States Cadastral Survey crew, in cooperation with the National Park Service and the Federal Highway Administration, is reestablishing and replacing the markers so that developers and Park authorities will know with precision the Parkway’s boundaries.

## Bald Eagles Attract A Crowd

More than 1,000 bald eagles migrated through Montana’s Canyon Ferry area in 1996, stopping at Hauser Lake in the fall to feast on the kokanee salmon that die after spawning. And the Canyon Ferry Bald Eagle Viewing Program received more than 13,000 visitors who came to watch the annual event.

This popular program includes a hosted viewing area, school tours, and a visitor center with excellent exhibits on bald eagle ecology. Nine local, state, private, and federal cooperating organizations take turns hosting the viewing site on holidays and weekends.

The BLM serves as the lead agency under an interagency agreement with the Bureau of Reclamation. **Chuck Neal**, BLM Park Ranger, and **Walt Timmerman**, Seasonal Park Ranger, direct the program and, along with over 30 volunteers, enhance the eagle viewing experience for the visitors each fall.



Washington Office BLM employees donated 100 gifts to the Washington Metropolitan U.S. Marine Corps 1996 Toys for Tots Charity Drive. From left are Casaundra Seay, Terry Glover, Marcia Barber, First Staff Seargent Charles Rhodes, and former BLM Director Mike Dombeck. For story on Dombeck’s resignation, see page 2.

Jim Hancock, left, the district manager at Prineville, and Steve Lent, right, the fire management officer, accept BLM’s first-ever 1996 National Prescribed Fire award from Skip Scott, center, acting associate director for the National Interagency Fire Center. Photo by John Craig



## Prineville Honored With Fire Award

Chris Strebis, Oregon

The BLM’s Prineville District, encompassing 1.5 million acres in central Oregon, was recognized as a leader in the use of fire as a management tool to reduce wildfire risks, enhance wildlife habitat, and encourage native plant species. Since 1981, the District has used fire to treat 70,000 acres under its management, working cooperatively with private, state, and federal landowners in the implementation of its prescribed fire program.

**Jim Hancock**, the Prineville district manager, accepted the first-ever BLM National Prescribed Fire Award from **Skip Scott**, acting Associate Director of the National Interagency Fire Center in Boise, Idaho. The ceremony was held at a National Interagency Fire Conference in Portland, Oregon.

The Prineville District is working toward the reduction of wildfire risks to private property and natural resources. Wildfire threats to areas where urban development meets forests or grasslands (urban interface) are increasing in Oregon’s drier central region.

Central Oregon’s population has tripled in the last ten years, with more and more homes being built near federally managed forests and grasslands. Prineville District’s fire program is working to reduce these risks by treating forest and rangelands with prescribed fire before they pose a risk to homes and property during severe fire seasons.

## Interior Fire Posters Win National Award

The National Association for Interpretation presented its first-place Media Award to Interior agencies, represented by the National Park Service and the BLM, for their work on the Fire’s Role in Nature poster series. The award recognizes excellence in interpretative communications such as publications, exhibits, CD-ROM, and homepages.

The interest in interpreting the positive effects of wildland fire has increased significantly over the past several years, said **Pat Durland**, national fire management specialist for the BLM at the National Interagency Fire Center.

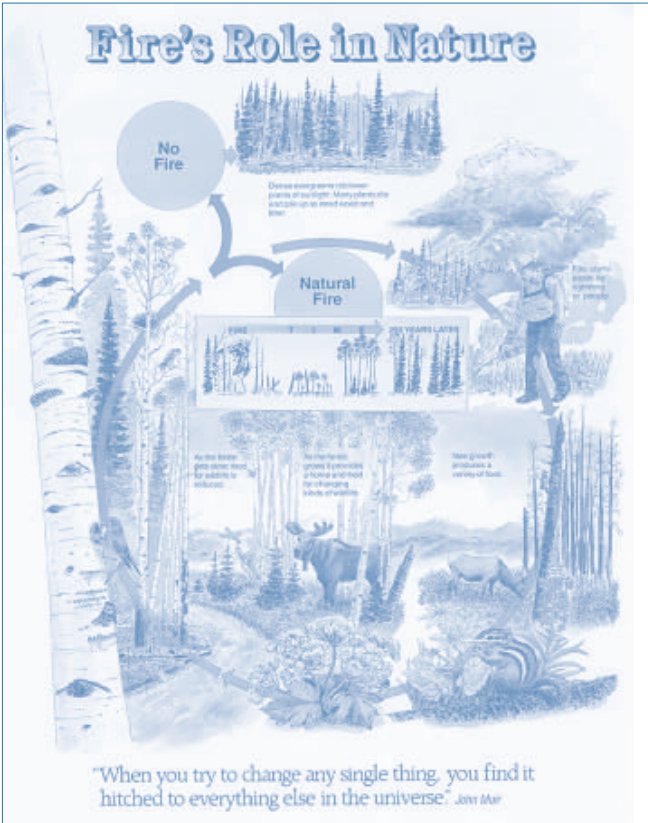
“These fire education posters and materials are some of the tools needed to help Interior agencies communicate the total message of wildland fire, its risks, and its rewards,” said Durland.

The Fire’s Role in Nature poster series was first introduced by the National Park Service, USDA Forest Service Northern Region, and the Idaho Department of Fish and Game to educate the public about the effects of the 1988 Yellowstone fires.

Since then, other Interior agencies have recognized its value and applied its messages and products to public education campaigns throughout the nation. The series has been expanded to include posters and portfolios that depict fire’s role in the northern Rocky Mountains and the southeastern pineland ecosystems.

The National Association for Interpretation is an organization of 2,600 agency interpreters, park rangers, teachers, curators, historians and others in the interpretive field. It’s mission is to inspire leadership and excellence among individuals and professionals in the field of interpretation, and to advance interpretation as a profession.

The BLM and NPS have represented Interior by being a part of the Association’s national workshop for the past three years, making Wildland Fire Educational presentations to participants and displaying wildland fire educational materials at the Association’s exhibit hall during the workshop. The late-October award ceremony took place at Association’s annual workshop in Billings, Montana.



## Encouraging Scientific Research

By Dwain McGarry, Wyoming

A working group from the Casper District Office has initiated a unique cooperative program that will promote BLM’s extensive oil and gas data base for scientific research. The Wyoming Reservoir Management Group has established cooperative agreements with Colorado State University’s Department of Earth Resources, the University of Wyoming’s Institute for Energy Research, and the Colorado School of Mines Department of Geology and Geological Engineering to encourage graduate research using the BLM data. These agreements establish a continuing program to encourage interested graduate students to use the BLM Group’s oil and gas data and analytical tools for geologic and related research.



## Revising Wilderness Rules

By Tom Gorey, Washington, D.C.

The BLM has published a proposed rule that would revise and update existing regulations relating to congressionally designated wilderness areas on BLM-managed land.

The proposal, which BLM wrote in plain English and appeared in the Federal Register on December 19, 1996, would revise or reorganize existing wilderness regulations in five categories: 1) definitions of certain terms, such as mechanical transport; 2) uses of wilderness areas; 3) prohibited acts and penalties; 4) special provisions affecting certain uses; and 5) access to private property that is completely surrounded by wilderness areas.

The rule would make it clear that sailboats and sailboards are considered mechanical transport that cannot be used in wilderness areas. It also would authorize the BLM to grant access to American Indians to use BLM-managed wilderness areas for traditional religious ceremonies. In addition, the proposed rule would clarify when it is appropriate to use certain devices, such as fixed anchors, for rock climbing in wilderness areas.

Overall, the proposal would bring the BLM's wilderness rules up to date with several legislative, policy, and technological changes that have occurred since 1985—the last time the agency issued wilderness regulations.



On behalf of BLM, Interim Director Sylvia Baca, at right, accepts the Good Stewardship Award from Dr. David Krause, at left, the president of the Society of Vertebrate Paleontology. The Society recognized the BLM's 50 years of valued stewardship of the nation's fossil resources. Baca was named interim director of the BLM when Acting Director Mike Dombeck became the chief of the U.S. Forest Service. Story, page 2.

## Chattin Helps Celebrate Native Americans



Tanna Chattin, BLM New Mexico's external affairs chief, explains the leather and bead work of her half-century old dance bag which she sometimes uses in powwow dancing. Photo by Kitty Mulkey

Theresa Herrera, New Mexico State Office

A soft drum beat provided the setting for BLM New Mexico's own **Tanna Chattin**, Chief, Office of External Affairs, to awe the audience with stories of her Native American heritage.

Dressed in her white leather dance dress, sea shell moccasin's, and bear claw necklace—Chattin described how she rose from a soft spoken child to a well-known television reporter with KIRO news in Seattle.

Tanna is most remembered in the Seattle, Washington area under her former name **Tanna Beebe**. She is of Cowlitz and Quinault tribal heritage from the State of Washington and was the first Native American woman in the top twenty major television markets in the early 1970s.

Chattin is also BLM New Mexico's first Native American woman to hold a key position and is the highest ranking Native American in BLM. Her heritage adds to the unique diverse culture of the New Mexico State Office.

## Ohio Land Office CD-ROMs Offer Wealth of Information

Bill Fulcer, Milwaukee District Office

At a recent meeting of the County Recorders Association in Dublin, Ohio, **Bill Fulcer**, Computer Specialist from the Eastern States, Milwaukee District Office, demonstrated the capabilities of the Ohio General Land Office CD-ROM.

The disk contains the index to 98,000 homesteads, cash entry patents, Virginia Military Warrants, and more federal land title information from the late 1700s to 1907. It is the first of two CD-ROMs issued by BLM, Eastern States in 1996. BLM provides each County Recorder's office with copies of the Ohio General Land Office CD-ROMs when the discs are issued.

In addition to staffing a BLM Exhibit and giving hands-on use of the CD, Fulcer also formally presented the General Land Office patent search and retrieval techniques to more than 100 conference attendees. As the Recorders became more aware of the wealth of data easily available on the disks, they grew more appreciative of the significance of the original land patents.

The Recorders were impressed with the amount of background and history also contained on the CD to help them provide better service to their constituents. They especially liked the graphics tied to the Ohio Land Surveys, along with the pamphlet prepared by the Ohio State Auditor which was scanned onto the disk.

There were many positive aspects to this Outreach opportunity with a potential to return to the Conference next fall for follow-up on the CD use and capabilities.

## Hot Dogs for Humanity

Jim Boylan, Eastern States Milwaukee District, Public Affairs Officer

BLM Eastern States' Milwaukee District conducted its first Holiday Hot Dog and Bake Sale on December 11-12. The event netted \$345 which was donated to Casa Maria, a local charity. Hungry lunch-seekers in the Reuss Federal Plaza devoured jumbo hot dogs, chips, soda, and pickles along with baked goods donated by BLMers.

"The entire effort was a team affair with everyone in the office contributing their time and whatever else they could," said **Terry Saarela**, one of the planners of the event. Its success resulted from meticulous planning, shared responsibility and a

willingness on the part of Milwaukee staffers to become their own best customers.

Casa Maria provides services including aid and shelter for homeless women and children, food pantries, and outlets for clothing, furniture, and household items in Milwaukee's central city. Casa's fine work and reputation led the Milwaukee District to support it through food and clothing drives in years past. The Hot Dog event is the District's attempt to increase its support. Employees hope to make the sale an annual event and outdo their initial effort.



Larry Johnson and Jim Boylan assist a couple of hungry patrons with dessert selections at the District's Hot Dog Sale. Photo by Sylvia Jordan



The Wyoming Outdoor Council, the Sierra Club, the Audubon Council of Wyoming, and the Wyoming Wildlife Federation sponsored public field trips to some of the most unique and interesting lands in Wyoming. Over the last several years, Green River Resource Area recreation planner Andy Tenney and Lander photographer Mike Mclure led overnight outings to the Red Desert and Adobe Town in southwest Wyoming.



# Office of Insular Affairs



Allen P. Stayman, Director  
Stephen Sander, Bureau Editor

## In Memoriam: Marshalls President Kabua

The Honorable **Amata Kabua**, who led the Marshall Islands on its road to nationhood and served as the republic’s first and only elected President since 1979, died in Honolulu December 20. He had been undergoing medical treatment for a month. He was 68.

President Kabua’s lying-in-state took place the first week of January and his funeral and burial were held January 6. The Marshalls Government named **Kunio Lemari**, the minister of transportation and communications, as Acting President.

During President Kabua’s tenure, the Marshall Islands ended its status as a district of the U.S.-administered Trust Territory of the Pacific Islands, gained its current status as a freely associated state, and entered the United Nations as a full and equal member of the international community.

Educated at Mauna Olu College in Hawaii, Kabua began his career as a secondary school instructor and later served as superintendent of the Marshalls schools system. He began his political career in the early 1950s as Chief Clerk of the Marshall Islands Council of Iroij (Paramount Chiefs) and was first elected to the Marshall Islands Congress in 1958.



In the early 1970s, Kabua spearheaded a political movement in the Marshall Islands to separate from the U.S.-administered Trust Territory of the Pacific Islands. As a result of his efforts, the people of the Marshall Islands voted for a separate nation status in a 1978 referendum. For this reason, many people consider Kabua to be the founding father of the Marshall Islands.

Kabua also held many regional positions such as Chairman of the South Pacific Forum and Chancellor of the University of the South Pacific.

## Congressmen Visit Northern Marianas

Congressmen **Dana Rohrabacher** (California), **Brian Bilbray** (California), and **John J. Duncan, Jr.** (Tennessee) visited the Commonwealth of the Northern Marianas from December 29, 1996 to January 3, 1997. Rohrabacher and Bilbray expressed interest in immigration issues in the islands and Duncan focused on cutting government waste. Congressman **Ralph M. Hall** (Texas) also visited Saipan in early January, saying he found the U.S. territory “a well-kept secret.” Hall said he will give Congress a positive message about the Northern Marianas’ economic growth and potential. Several congressional staffers also visited the islands in recent months.

Over the past several years, the territory has experienced significant economic development, primarily from federal grant assistance, Japanese tourism, and garment assembly operations for the U.S. market. However, a large influx of alien workers, primarily from the Philippines, has created problems requiring numerous federal labor and law enforcement actions. Congress directed OIA to initiate a joint program with the Northern Marianas to address these labor, immigration, and law enforcement problems. The new Congress is expected to again address these issues. Under its Covenant agreement with the Federal Government, the Northern Marianas administers immigration and labor regulations.

## Grant For Palau Bridge Investigation

*Palau’s K-B Bridge collapsed September 26, severing a major transportation artery for the new republic, which was formerly a district in the U.S.-administered Trust Territory of the Pacific Islands.*



OIA Director Allen Stayman has signed a letter offering a \$200,000 technical assistance grant for a forensic engineering study of the collapse of the Koror-Babeldaob bridge in the Republic of Palau. The grant must be matched by the Palau Government to meet the full cost of the follow-up study that is expected to determine the cause of the bridge failure. Palau President **Kuniwo Nakamura** sought the OIA contribution.

The 900-foot long bridge, dedicated in 1977, collapsed September 26, killing two and injuring several others. Power and water lines, which were carried in the roadway of the bridge, were severed in the disaster, temporarily cutting off utility service to the capital of Koror. These services have since been restored through submarine cables and lines, and a ferry is moving vehicles and people between the islands of Koror and Babeldaob, where the islands’ major airport is located. The Palau Government has announced plans

to construct a temporary bridge which would use two floating barges for the over-the-water roadway.

The original bridge, which cost \$5 million to construct, used two independent cantilevers to span a deep, fast-flowing channel. That structure had recently undergone a \$3.2 million repair project to correct a deflection problem where the ends of the cantilevers met. That work was completed in July.

## Guam Governor Meets With President

Guam Governor **Carl Gutierrez** met with **President Clinton** in the Oval Office December 16 to discuss the status of Guam commonwealth issues at a number of federal agencies. Gutierrez asked the President to request each federal agency that has outstanding commonwealth issues to review that agency’s positions before current appointees leave office. Both the Governor and Interior **Deputy Secretary John Garamendi** are pleased with the President’s interest, and hopeful that commonwealth discussions will continue without interruption due to changes in personnel.



Deputy Secretary  
John Garamendi

Garamendi represents the administration in discussions with Guam leaders on the territory’s proposed change in political status to an insular commonwealth. Guam seeks greater political autonomy under a negotiated status agreement. Garamendi has held several meetings with Guam leaders, including Guam’s Delegate to Congress, **Robert Underwood**, to work out recommendations for the Executive Branch on major status issues, including immigration and the application of federal statutes which Guam leaders believe hamper the island’s economic development. Underwood met with White House officials January 3 to follow up on Gutierrez’ request and expressed his hope that an Administration position would be completed early this year.

## President Visits U.S. Virgin Islands

The U.S. Virgin Islands became the first U.S. insular territory visited by **President Clinton**, who spent several days at Megan’s Bay on St. Thomas the first week of the new year. Virgin Islands Governor **Roy Schneider** greeted the President and his family on their arrival in St. Thomas. Virgin Islands tourism has been buffeted by hurricanes Hugo and Marilyn in recent years. The presence of the first family in the islands could to help improve the Virgin Islands’ image as a vacation destination.

A month earlier, Governor Schneider and OIA **Director Allen Stayman** signed the deed transferring the first 50 acres of Water Island to the Government of the U.S. Virgin Islands. The December 12 ceremony on Water Island was attended by some 600 persons, including Congressman **Elton Gallegly**, chairman of the House Subcommittee on Native American and Insular Affairs. The transfer was one of four phases of conveyances that will divest the Federal Government of its ownership of the island.

## Chairman Better Understands OIA Role

In a recent conversation with OIA Director Stayman, Congressman Elton Gallegly, chairman of the House subcommittee on insular affairs, said that despite his “problems with the Office of Territories in the past, he now recognizes the value of the Office.” This is welcome news for OIA. Two years ago, Chairman Gallegly sought to abolish the Office of Territorial and International Affairs. Some news reports have suggested Mr. Gallegly may seek another chairmanship.

## New Senate Staffer for Insular Issues

With the ascension of Senator **Dale Bumpers** to ranking position on the Senate Committee on Energy and Natural Resources, Senate staffing patterns are changing. His new staff person for insular issues will be **Kira Finkler**, who has been on Mr. Bumpers’ personal staff, handling Interior appropriations and environmental issues.



# In Memoriam

**John Christiano**, who as chief of the National Park Service’s Air Resources Division oversaw the growth of Interior’s air quality program, died December 3, 1996, from injuries suffered in an auto accident near his home in the Denver suburb of Littleton, Colorado. He was 50.

The movement to protect the environment, especially the resources on federal lands, has lost a valuable friend. During the 11 years he served as its chief, Christiano guided the evolution of the Air Resources Division, which is now recognized as a national leader in air resource management.

“Christiano has for years been one of the most respected and loved leaders in the National Park System and, frankly, I think all of us are having a very tough time coming to grips with his loss,” **Secretary Babbitt** said during a speech in Seattle. “John has had an extraordinary impact on the National Park Service.”

Babbitt was in Seattle to announce the successful completion of negotiations to reduce air emissions from the Centralia Power Plant—negotiations in which Christiano had played a significant role.

In Washington, D.C., **Assistant Secretary Frampton** added, “Mr. Christiano’s sharp mind, technical expertise, and deep sense of fairness played a major part in bringing the target solution to realization. He cared deeply about national parks and he committed his life’s work to reducing air pollution’s adverse effects on the public health and environmental resources. Our thoughts and prayers are with John’s family and many friends,” Frampton said.

Christiano’s dedication to his work demonstrated a profound caring for ecological resources. “John was known for the long hours he spent on the job,” said **Sandra Silva**, chief of the Fish and Wildlife Service Air Quality Branch. “More often than not John



John P. Christiano  
1946—1996

would work six or seven days a week. He was devoted to the common mission of both our offices—to protect the resources in parks and refuges. He was proud of the part he played in developing the interagency agreement between the air quality programs of the Park Service and the Fish and Wildlife Service. Under John’s guidance, our offices are now efficient in sharing resources and expertise and effective in performing our work,” Silva said.

Christiano contributed to the cause of air quality protection in many arenas. He was instrumental in improving environmental policy, emissions control, environmental education, air quality monitoring and research, and visibility, which is important to those who visit our national parks.

One of Christiano’s and the Air Resources Division’s greatest successes was their contribution to the improvement of visibility at Grand Canyon National Park. Under Christiano’s leadership, the division

played a major role in the reduction of emissions from the Navajo Generating Station, a coal-fired powerplant near the Grand Canyon.

Christiano, who held a B.S. degree in physics from the University of Illinois (1968) and an M.S. degree in environmental engineering from the University of Florida (1971), began his professional career as an environmental engineer with the Environmental Protection Agency. One of his major accomplishments there was working with the States to develop the national ambient air quality standards. He also developed standards of performance for controlling air pollution from stationary sources and drafted regulations to resolve many of the policy issues surrounding those standards.

In 1979, Christiano joined the National Park Service as an environmental engineer specializing in air pollution control technology. He managed the branch responsible for reviewing permit applications from sources of pollution that could adversely affect Park Service units. In August 1985, Christiano was selected as chief of the Air Resources Division.

Christiano is survived by his wife, Marilyn, and daughter, Kim. They have requested that any donations in John’s name be made either to Rocky Mountain National Park Associates, Inc. (Rocky Mountain National Park, Estes Park, CO 80517) or to The University of Illinois Foundation, General Scholarship Fund (1305 W. Green Street; Harker Hall, Room 400; Urbana, IL 61801). Condolences may be mailed to John’s wife and daughter at 7502 W. Ottawa Place, Littleton, CO 80123.

*Contributed by Joe Carriero—an environmental engineer with the Fish and Wildlife Service’s Air Quality Branch in Denver, Colorado.*

## Jonathan Bjorklund,

a biologist at North Cascades National Park, died June 13, 1996, following a seven-year battle against Huntington’s Disease.

His work advanced the understanding of raptor migration patterns in the North Cascades, use of the Skagit River by wintering bald eagles, and water quality of North Cascades’s high alpine lakes. He also conducted habitat studies for key species in the Big Beaver River Valley in response to a proposal to raise the water level behind Ross Dam. Other work included habitat assessments for California bighorn sheep, wolves, and grizzly bear.

At the time of his death, he had begun revisions on two volumes of informational synopses describing cryptic wildlife of the North Cascades. The synopses were intended for the use of park

staff, researchers, and visitors. Bjorklund began his park service career as a back-country ranger, spending two seasons in the North Cascades back-country and one at Lake Mead.

At a memorial service on the banks of the Skagit River, friends, family, and co-workers shared stories about Jonathan’s accomplishments, strong sense of ethics, and ability to inspire others to appreciate the diverse natural history of the North Cascades.

Bjorklund’s supervisor for fifteen years, **Bob Wassem**, remembered him as a quiet fellow who preferred reading to idle chatter. Others described Bjorklund as someone who pursued work and life with infectious humor and intensity.

Bjorklund’s parents and siblings encouraged his passion for wildlife biology and outdoor recreation.

There were many recollections of Jonathan’s indomitable spirit in the face of adversity, including his struggle with a disease he could not conquer.

The size of the crowd and the heartfelt remarks made it clear that Jonathan had deeply touched those who came to know him in what was a full life. Bjorklund is survived by his wife, Cindy, daughters Melissa and Erika Rose, his father, and three sisters.

Contributions may be made to the **Jonathan Bjorklund Memorial Fund** at InterWest Bank, P.O. Box 449, Sedro Wooley, WA, 98284.

*Contributed by John Stern—a writer and lifelong friend of Jonathan Bjorklund.*

## Homer L. Rouse,

who retired in January, 1995 as superintendant of Rocky Mountain National Park, died December 31 of a heart attack.

Rouse began his National Park Service career in 1959 as a seasonal ranger at Rocky Mountain National Park. His first permanent position was as a ranger at Theodore Roosevelt National Park in North Dakota in 1961. Rouse served as legislative affairs staff at the Service’s Headquarters in Washington, D.C. from 1971 to 1973 during which time he worked tirelessly on legislative proposals

that led to the establishment of San Francisco’s Golden Gate National Recreation Area and Arizona’s Hohokam Pima National Monument.

Rouse served as associate regional director for Park Operations at the Rocky Mountain Regional Office in Denver, Colorado, from 1983 until 1993 when he was transferred to Rocky Mountain National Park.

He is survived by his wife, Carole, a Denver native, a daughter, Cindy Rand, two sons, Mark and Kurt, three granddaughters, and one grandson. The Rouses

built their retirement home in Estes Park, Colorado, where he had remained active in preserving open spaces as a member of the Board of Directors of the Estes Valley Land Trust and a member of the Larimer County Open Lands Advisory Board. Rouse was a lifelong active Presbyterian layman and served as a deacon and elder.



# Viewpoint: A Disservice to Wild Horse Adopters

Thomas Pogacnik, Chief of the BLM's Wild Horse and Burro Program

An article by the Associated Press on the Bureau of Land Management's wild horse adoption program gave readers the false impression that many of the animals adopted each year are sent to slaughter.

This is just flat-out wrong. The article does a terrible disservice to the thousands of people who invest their time, money, and heart to provide these animals with good homes. The article is rife with inaccuracies and relies heavily on speculation that cannot be verified. It also attributes comments to me that I did not make.

The BLM is committed to doing all that it can to ensure that wild horses are adopted by people who provide humane care. That is why BLM will not issue legal title for an animal until an adopter can prove that he or she has taken good care of the animal for at least a year. During that time, the BLM tracks the animal through computerized records and spot checks adopters.

The BLM has regulations that prohibit the sale of the animal, prohibit its use in rodeos, and prohibit neglectful treatment of the animal. The federal government prosecutes people who violate these laws. For example, from 1985 to 1995, BLM investigations resulted in 125 convictions, despite the fact that these are often difficult cases to prove.

After one year of humanely caring for an animal, an adopter can apply for and receive legal title to a wild horse or burro. Once title is issued, the animal is private property. The BLM does not track horses and burros after title is issued. However, if the BLM discovers that an adopter intends to sell the horse for slaughter, title will not be issued. The one-year waiting period serves as a deterrent to people who want to immediately profit by selling their titled animals. The cost of caring for an animal for a year runs between \$500 and \$1,000 or higher, making it economically impractical for people to immediately profit after title is issued.

Despite these safeguards, do some wild horses that are titled and no longer under federal protection wind up in slaughterhouses? Obviously, some do. However, none of the animals cited in the article were federally protected. These animals were privately owned. Throughout their lives, most domestic horses pass to new owners several times through sales and auctions. This does not mean that these animals end up at slaughterhouses.



There is simply no data to support AP's claim that the majority of wild horses are trucked to slaughter. Moreover, the assertion that I concurred with AP's claim is nonsense. I made no such statement and would not entertain that kind of speculation. In addition, the article implied that BLM employees routinely profit by adopting wild horses and burros. The BLM does not give preferential treatment to employees in adopting wild horses and burros. The employees must abide by the same laws and regulations as everyone else.

Many BLM wild horse and burro specialists entered the program because of their love for the animals. The reporter spoke to several BLM employees who have adopted animals and have had title to them for years who are dedicated to their animals' care. Unfortunately, those stories were not included in the AP article.

The BLM works hard to strike a balance between ensuring the humane care of these animals and respecting private property rights. Should BLM be responsible for these animals throughout their lives and not just until title is passed? That is a decision for lawmakers. However, more than 150,000 animals have been adopted since the program began in 1973. The cost to taxpayers for lifetime federal care for these animals would be enormous.

Wild horses and burros have no natural predators and reproduce at rate of about 18 percent a year. The forage and water on the public range, which these animals share with wildlife and domestic livestock, cannot sustain unchecked horse and burro populations. Without intervention, the result for many animals would be a slow, gruesome death from starvation and dehydration.

Adoption is the best tool the BLM has for providing for the humane care of animals removed from the range. The BLM is careful to screen all adopters to make sure they have no convictions for inhumane treatment to animals and to ensure their facilities meet safety standards. The adoption program is extremely popular with the public.

We know that many adopters develop lasting relationships with their animals because we see them year after year as volunteers and at wild horse and burro shows throughout the country. These owners take great pride in their efforts to tame and train these animals.

## Readers Write:

Letters on issues of interest to Department employees can be sent via Internet to PLW@ios.doi.gov or by fax to (202) 208-5133 or by mail to PLW at 1849 C Street, NW, MS 6013, Washington, D.C., 20240. Letters must be accompanied by writer's name. PLW reserves the right to select and edit for conciseness.

### Volunteers, Nothing To Brag About

Reading the July/August PLW I found the short article on "Volunteers Make A Difference" in the National Park Service section. Wow! 3.244 million hours of volunteer service! Maybe I m missing the point, but that is not something I would brag about. In fact it makes me cry! To note that an agency is understaffed by 1560 FTEs (1 FTE=2080 hours) is abominable! Volunteers, according to the guidelines are not to be used to replace paid staff, they are only to do work that is beyond the daily routine of maintenance, staffing, and management. The article indicates some of these volunteers were used to restore the C&O Canal Towpath, catalog (museum) artifacts at Ellis Island, and staff an entrance station in Yellowstone (National Park). Although not clearly stated, this implies that volunteers were collecting entrance fees at an entrance station in Yellowstone National Park. I find that pathetic! These are essential activities that staff were once and continue to be paid to perform. The Volunteer-In-Parks program is replacing paid staff with unpaid employees. I propose a new title for your article, "Volunteers Maintain Our National Parks." *Edward Chamberlin*

### "Wildlife Bows Before A Storm..."

I read with some interest the aforementioned article in the October/November 1996 issue of People, Land, and

Water. Just a footnote on the manatee that had been stranded in the golf course water hazard as a result of Hurricane Andrew.

Under circumstances somewhat akin to those buffetting Britain's royal family, she was duly named "Fergie" because Andrew had run off and dumped her! Your newsletter is thoroughly enjoyed by FWS staff here at the Jacksonville Field Office. Keep up the good work! *Jim Valade*

### Overview of Interior Activities

Just wanted you to know the October/November 1996 issue is outstanding. What I like about *People, Land and Water* is that it is a nice overview of DOI activities. Keep Up with these wonderful issues. *Bev Grafel, FWS.*

### Mea Culpa

I read the September 1996 issue with my usual enjoyment and wish to complement you on your publication which I have enjoyed for its wide range of information on Interior agencies. I noted one small error. On page 17 in the piece entitled "Resources Training Focuses on Tribal Needs," the captions for the photos on the top and bottom were reversed. *Sam Ball*



THE U.S. DEPARTMENT OF THE INTERIOR

PEOPLE  
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