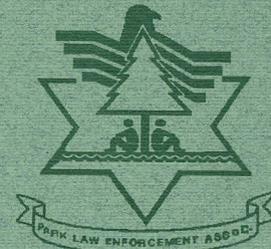




# PLEA



## JOURNAL OF THE PARK LAW ENFORCEMENT ASSOCIATION

### PRESIDENT'S MESSAGE:

I must admit that I'm finding it difficult to sit long enough to write this article for the upcoming Journal. The sun is out, the sky is blue, birds are singing, and I think I should be out playing golf.

I'm happy to report that the annual PLEA workshop, which was held in Cincinnati March 1-4, was a huge success. The attendance at this year's conference was excellent and well above normal. PLEA members from Oregon, Florida, California, Minnesota, New Mexico, Colorado, New Jersey, Maryland, Texas, and Pennsylvania were present. Speaking of Pennsylvania, they have recently become a state affiliate. Congratulations! Now, what about the rest of you?

Getting back to the conference, the educational sessions presented at this year's workshop provided the most up-to-date information on topics pertinent to our field. For those of you who missed this year's workshop, I think you missed an excellent one. One of the most beneficial parts of any PLEA workshop, is the opportunity to converse with park officials from across the United States. Many great ideas or solutions to problems can be gleaned from talking with others in your field.

The accommodations at the conference were very comfortable, and we had an excellent view of the Cincinnati skyline. And who would have thought Superman would show up to speak to the lunch time crowd. I suspect many of you are still high fiving it.

Our local host, Captain Gary Hoffman and his Hamilton County Park District rangers, rolled out the red carpet for our group. The hospitality room and evening entertainment were outstanding. Our hosts certainly kept us busy. Thanks to their planning and resources, the workshop went very smoothly. A great big thanks is due to all of them.

As I stated in my very first message as President, my main objective is to improve our financial stability. Due to the success of this year's workshop, we are on our way to meeting that goal. You can help by just getting one person in your agency to join PLEA. We need your support and participation.

Don't forget to look for the information on the 1995 NRPA conference, which will be held in San Antonio, Texas, October 5-8. This is going to be another great educational opportunity for you. Should be a lot of fun as well.

In October, the board voted to make a contribution to a very worthwhile campaign. In 1993, a unique challenge was presented to the NRPA, by a generous citizen. Mr. Claude Ahrens announced that he would contribute \$1 million to the NRPA, if the NRPA would also raise \$1 million. As a means of shaping a stronger future for recreation and parks, the contribution will be used to construct a Recreation and Park Institute, which will house a world class library, research center, a national training center, a visitor center, and Headquarters for the NRPA. Pictured below is our Secretary, Commander Newell Rand, presenting a check in the amount of \$500 to R. Dean Tice, Executive Director of NRPA. The \$500 will be used to meet our goal of \$1 million. Until next time, have a great spring.



COL. RICHARD GREER, HAMILTON COUNTY PARK DISTRICT, P.L.E.A. PRESIDENT



NATIONAL RECREATION AND PARK ASSOCIATION

PLEA IS AFFILIATED WITH THE NATIONAL RECREATION AND PARK ASSOCIATION

# JOURNAL OF THE PARK LAW ENFORCEMENT ASSOCIATION

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### CALL FOR PUBLICATIONS

The Park Law Enforcement Association (P.L.E.A.), an affiliate of the National Recreation and Park Association (N.R.P.A.), invites you to submit articles for consideration to *PLEA: the Journal of the Park Law Enforcement Association*. P.L.E.A. was established in 1984 to improve park law enforcement, natural and visitor resource protection services in park, recreation and natural resource areas through professional development, thus ensuring "quality of life" leisure opportunities in local, state, and national park, recreation and natural resource settings. P.L.E.A. serves individuals and organizations interested in the advancement and support of park and natural resource law enforcement services. Membership includes park rangers, forest rangers, park police, park patrols, park security, game wardens, conservation officers, park and recreation board members, administrators, educators and other interested park, recreation and natural resource professionals.

*PLEA* is published quarterly and attempts to provide timely information to the membership concerning the association and articles specifically aimed at the park and natural resource law enforcement audience, with the goal of providing educational information for our membership, facilitating an exchange of ideas, and to generally promote professionalism within the field. Articles should be from three to ten double-spaced, wide-margined pages and should include a short biographical sketch, listing the author's agency affiliation. Photographs, charts and tables are highly desired. Upon publication, the author will receive a copy of the issue his article is printed in for his/her records. Please submit articles to the Editor for review and consideration. Thank you for your interest in *PLEA*. We look forward to receiving your articles.

# PARK LAW ENFORCEMENT ASSOCIATION

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# Park Law Enforcement: Behind the Badge

By Ralph Hays

Contrary to popular belief, the oldest profession is that of park ranger. Or so claimed one Oklahoma judge, equating the job with the cherubic guard placed at the Biblical Garden of Eden to protect it from the only two people in the world. The beginnings on this continent are less auspicious, although there is a handful of agencies whose law enforcement programs predate the present century. Most, however, are johnnies-come-lately in both the fields of park administration and law enforcement, born of a need to address societal concerns related to park resources.

The nationwide growth of local and special-district park systems after World War II gave communities park resources to manage and protect. Park law enforcement units of one sort or other were often part of the equation. Then came the turbulent—and televised—Sixties. Suddenly law enforcement procedures that worked in the Fifties were no longer working so well. Preparing for civil disorder, park officials around the country initiated law enforcement programs or beefed up existing ones. By the early Seventies, it was not unusual to find storage areas containing gas masks, tear gas canisters and other largely unused riot gear purchased with then-available federal Law Enforcement Assistance Program (LEAP) funds. Truth to tell, most park law enforcement agencies were (and are) too small to put down a genuine riot, so the presumption is that these purchases were to provide protective equipment for the officers. A noble cause, but the training process for using such equipment was often insufficient or nonexistent, usually due to lack of funding for such purposes. As the Seventies closed, there were quite a few park law enforcement units scattered around the map with no set of professional standards to call their own save a hybrid variety created from whatever local law enforcement standard existed and the responsible park administrator's interpretation of how and to what extent such standard should apply in the parks.

Through the Sixties and Seventies, the criminal courts redefined many aspects of law enforcement; in the Eighties, civil litigation changed the way we do business in parks and other government services. Most recently, high taxes and the sharp increase in violent crime have been the primary concerns voiced by citizens in virtually every opinion poll. The cumulative effect on park law enforcement agencies has been manifold, from closing down longstanding programs to the creation of new park law enforcement agencies where none existed before. Fortunately, the latter appears the prevailing trend and true professionalism the common goal.

It wasn't always like that, though. A few years ago an article by a college campus police officer was published in the Federal Bureau of Investigation's Law Enforcement Bulletin, bemoaning that the city police disrespect the campus police even though "we do the same job [the city police] do." The article was an almost-simpering venting of frustration at not being accepted as "equals" by the local law enforcement community. Most disturbing was that this campus police officer had written an article saying almost verbatim what too many park law enforcement people had voiced over the years.

And all of them were wrong, because the jobs are not the same. They perform many of the same tasks, yes. But the jobs are vastly different and each is quite specialized. Perhaps the question for park law enforcement people, then, is, "Who are you and what do you want to be?"

Much of the identity problem stems from an underfunded past. In the overall scheme of things, when legislatures and others start cutting taxes parks and recreation is usually listed under "nonessential services." It has always been a case of having to do more with less and will likely always be so. Years back, when many agencies were starting their



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enforcement programs, it was a common practice to hire retirees (especially retired police officers) and younger people who were just embarking on a law enforcement career. It was also common to pay them poorly in comparison with other law enforcement jobs and in comparison with other technically skilled park and recreation professionals. So along with the many fine people who wanted some retirement income or truly wanted to work in parks, many agencies also hired "wannabes"—people who wanted to be police officers but who (for whatever reason) were not acceptable for employment with city or county police agencies. Just one or two "wannabes" can seriously damage the credibility of an enforcement program in the eyes of the established police community and within the professional ranks of the park and recreation agency itself.

Other major factors affecting the self-image of enforcement staff include the scope of enforcement authority in comparison to duties and responsibilities, written policies and procedures, training, equipment and communication with other local enforcement entities. Often, when governing bodies consider expanding law enforcement authority to include full arrest powers, the focus quickly and irretrievably turns to whether the enforcement staff should carry sidearms. But guns should not be the issue. The only issue should be whether full law enforcement authority is needed for the staff to safely meet the requirements of the job as set forth by the governing body. Once that decision is made, policies, selection and training criteria and equipment needs must be addressed. A gun is just another equipment item to properly manage. Unfortunately, the matter frequently becomes a political football. Primary opposition often comes from within the administrative and governing ranks of the park and recreation agency itself. Nor is it unusual for local police officials to object, either because they are turf-conscious and don't want anyone else doing law enforcement in "their" jurisdiction, or they question the capability of the park law enforcement staff.

Given full law enforcement authority, it is imperative to develop policies, procedures and selection and training criteria that meet the accepted standards for law enforcement agencies in the geopolitical area. While state laws mandate many such standards, it is also common for certain areas within a state to exceed minimum requirements, either by custom or by interlocal agreement. The best way to maintain such standards is through communication and cooperation with other local law enforcement agencies.

Building such relationships occurs over a span of years, not months, and will probably be difficult to accomplish for anyone the law enforcement community does not come to see as "one of their own." Besides, it would be foolish to have someone in charge of a law enforcement unit who had little or no education or experience in law enforcement, if only for liability reasons. Simultaneously, it is a disservice to the park and recreation profession to hire only

experienced city police officers as chiefs of park law enforcement units. While such persons do an admirable job, park law enforcement is a specialized field and there are many highly qualified park law enforcement people around the country who already understand the peculiarities and disciplines of the recreation and park profession and who should be considered when recruiting for such position openings.

While building relationships, the one between the director of parks and recreation and the chief of law enforcement is critical to long term program success. Regular and open communication will foster mutual respect and trust over time, but can be difficult to achieve. Interestingly, these persons often share many of the same personality traits. Usually both are strong-willed individuals used to having their own way most of the time, so occasional disagreements will likely occur. Another common stumbling block is that certain political avenues are open to the head of a law enforcement agency that may breed resentment or distrust.

Sadly, no comprehensive body of research exists specific to law enforcement in parks and recreation areas, a situation the Park Law Enforcement Association (PLEA) is seeking to remedy through obtaining funding for such research. Neither is there any set of professional standards for the application of accepted law enforcement disciplines in parks and recreation areas. This very article clumsily refers to "park law enforcement people" throughout, reflecting that no industry-wide agreement even exists for what to call our law enforcement people. For we park professionals do agree we are sensitive to semantics. A couple of years ago California legislators took a step toward solving the problem by reserving the title "park ranger" for sworn peace officers, exempting non-sworn federal rangers and grandfathering pre-existing programs. If the other states do likewise, in about fifty years there won't be any problem. But in the meantime, especially when discussing semantics, it's important to remember the primary objective is taking care of folks. It's probably a good bet the park visitor who expects a police response doesn't care whether the responder is wearing green or blue. Similarly, the visitor who is seeking information or resource interpretation is usually most interested in that need being met and is probably not remotely concerned with the philosophical processes by which park and recreation professionals torment each other.

So where do we go from here? The number one hot topic in law enforcement the last few years has been community policing—a whole new way of doing business. Park administrators who study the concepts or witness community policing in their neighborhoods recognize much of what they see because park law enforcement people have been doing community policing for years. They just didn't know what to call it. Wholesale change is on the horizon for law enforcement. Anyone who doesn't believe it doesn't read the papers or watch tabloid television.

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This time, law enforcement should be well prepared to meet the challenges of change, including enforcement services in parks. The young park rangers and police officers of today are selected from the best society has to offer. On average, they compete with over a hundred other applicants for every entry level position, and before being appointed have undergone medical and psychological screening and their backgrounds have been minutely examined. After attending a police academy, they are field trained and during both processes their every move is evaluated and critiqued. Even after field training they are kept under close supervision during their entire probationary period, usually the remainder of their first year. They come to us more highly educated than ever before and more likely to question the reasoning behind things they do not fully understand. While this may sometimes disturb administrators, as long as the manner is not insubordinate, such questioning only serves to strengthen good policies and eliminate unnecessary ones.

Whatever the differences in their jobs and responsibilities, the young police officers and park rangers of today have many things in common, each with the other, and with every other person who has ever sat behind the wheel of a patrol car. Every time the dispatcher calls their radio number, their abdominal muscles involuntarily contract because they never know what kind of call it's going to be. They learn things about people that have often been hidden even from family and closest friends. They see the results of the things people do to one another and sometimes it's almost more than they can bear. Most of them do bear it, though, and do an outstanding job as well.

The days of the "wannabe" are ancient history. Such people can no longer hide behind a badge because society won't tolerate it. Pay scales have improved dramatically. Today, the breed is predominantly here because they want to be park rangers or park police officers, not because they are left-overs (or left-outs) from some other program. They stand proudly behind their badge, and that is as it should be. So the future? Very bright, indeed!

# HIKERS OFFERED SEARCH-RESCUE INSURANCE

By John Sanko

Rocky Mountain News Capitol Bureau

On Jan. 1, state will inaugurate offer meant to assist outdoor enthusiasts and benefit wildlife Colorado hikers will be able to buy a \$1 "insurance policy" next year to protect them against the cost of a search if they become lost in the wilds. The plan is the first of its kind in the country, but Todd Malmsbury of the Colorado Division of Wildlife thinks its popularity will catch on quickly.

Beginning Jan. 1, the division will sell "hiking certificates" at nearly 1,000 outlets in the state that also sell fishing and hunting licenses. The cost is \$1 for a one-year certificate; \$5 for a five-year model. The document will be insurance for the buyer as well as provide a helping hand for everything from bald eagles to boreal toads. Twenty-five cents on each dollar will go into a search-and-rescue fund.

Should a buyer become lost or injured and require assistance in the wilderness, a sheriff's department can draw on the fund to pay for the costs. Otherwise, the rescue bill - and it can be expensive - can go to the party needing help.

Lawmakers decided this year to enact the program as an expansion of one that has existed for the past several years. Every one who buys a fishing or hunting license, or a license for an off-road vehicle, puts .25 into the search-and-rescue fund. With the new hiking certificate, as well as the existing program, a portion of the money goes to administration and the remainder goes into the state's non-game and endangered-wildlife fund.

No one is sure how many people will take part, but the initial estimate is that as many as 90,000 certificates will be sold the first year. If the estimates hold true, that means more than \$50,000 will be available for the non-game and endangered-species fund. The division also is studying issuing a non-game and endangered-species license plate, similar to the one in Florida that features a manatee. For \$25 more, Coloradans might be able to get a license plate bearing the image of the peregrine falcon.



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### RAWHIDE RUBY MAKES PEACE BY RIDING ON NATURE'S SIDE

Ruby Homquist is known for making peace on the trails. The 80-year-old horsewoman, nicknamed Rawhide Ruby, works on nature's side when refereeing environmentalists, bicyclists, hikers and others clashing over enjoyment of the state's flora and fauna.

Holmquist started riding horses in Montana before she could walk. She's lived in Illinois for more than 60 years, and since the late 1970s has been involved in trouble-shooting for trail riders. "Any time you have competing recreational uses, not all of them are going to mesh, and you are going to have problems," said Jerry Beverlin, head of the land-management division for the Illinois Department of Conservation. "Ruby has come to us with problems - and solutions. "She has actually headed off some things that could have been problems," he said. "I would never run and hide from Ruby."

There was the manure controversy, for example. "In the Shawnee National Forest, there was concern about the spread of non-native plants," said Barbara Salamon, a horseback riding activist. "People were saying that horses were helping spread the plants through their manure. Ruby told them to stop saying horses were the culprit or to prove it. "She forced them to do an eight page study and they found that horses were no more responsible than birds and deer and hikers. So Ruby told them if they were going to ban horses, they'd have to ban people, too."

Holmquist and a friend in 1989 formed the Illinois Trailblazers Association to provide an advocacy group for horseback riders. She negotiates on riders' behalf, winning over those whose first regard is not horses. Laurel Ross of the Illinois chapter of the Nature Conservancy, which often regards horses as threats to plant life, said Holmquist has a gift for getting competing sides to compromise. "Ruby's personality makes it a smooth process," Ross said. "Nothing gets by Ruby; I wouldn't try to pull a fast one on her."

The former Montana cowgirl has lived on a five-acre two-horse farm in Antioch for 30 years. Widowed in 1961, Holmquist lives in a white farmhouse at the end of a gravel road that's dwarfed by the multi-million dollar equestrian estates nearby. She can outride people less than half her age and says she's still a Westerner at heart. "She's one of a kind, right out of the West and tougher than nails. Boy, I love her," said Cindy Seng, a member of the Lake County Mounted Posse, the riding club Holmquist joined in 1959. "Ruby broke a horse a couple of years ago. Seventy-seven years old, breaking a horse. Incredible." Known one time as a Marlboro Man's kind of club, members today say she's the reason it still exists. Roy Westergard of Lake Bluff, recalled 15 years ago when he was riding with Holmquist and her horse fell. "I was thing 'Holy god.' I didn't think she'd be able to ride out of there, but we got her back on her horse. The next day we rode 24 miles and people who weren't used to riding were damned near paralyzed. Ruby rode until her horse got too tired.

### PROFESSOR SURVIVES ATTACK BY DEER

By Kevin McCullen  
Rocky Mountain News Staff Writer

Kevin O'Brien engaged a muscular deer in "the fight of my life" after the four-point buck attacked and repeatedly gored him on a Western Slope hillside. O'Brien, a 42-year-old University of Denver professor, was recovering from 10 puncture wounds in his lower back and legs Tuesday at Delta County Memorial Hospital after the bizarre attack Monday at his parents' home north of Hotchkiss.

A neighbor shot and killed the deer after the animal forced a bleeding O'Brien to take refuge in a tree, then charged the neighbor and his son. "I kept thinking, 'This can't be happening,'" said O'Brien, who had some puncture wounds that were 4 inches deep. "It reminded me of that scene in Monty Python and the Holy Grail, where the rabbits attacked the men. "But in my case, I really did have to fight for my life. I've never had a near-death experience, but this was the fight of my life. This was a vicious deer," he said.

Van Graham, a wildlife biologist in the state Division of Wildlife Grand Junction office, said a deer attack "is very unusual, but it's not unknown." O'Brien, a DU professor of law and taxation, was hiking down a ravine when he spooked about 20 does. He noticed a buck about 20 yards behind him. He didn't give the animal a second thought until he walked farther down the hillside and found the deer 15 yards away and staring at him. "He charged me. He was on me in seconds," said O'Brien, who weighs 185 pounds. "I had the sense to grab his antlers and try to hold his head down to the ground. I tried to get some leverage on him to get his feet out from under him, but it was amazing how strong he was. I just couldn't move him."

The stalemate lasted about 10 minutes before O'Brien decided he had to try to make a break, or risk becoming so fatigued that he'd be defenseless if the deer tried to gore him. But when he released his grasp, the deer lunged "and he just kept goring me," said O'Brien, who rolled away and finally managed to scramble to a tree. O'Brien, bleeding, and the deer circled the tree for several minutes "like that game kids play," he said. He eventually dragged himself onto a low branch as the deer stood below him. His yells for help eventually were heard by a neighbor, Morrie Rupp.

"I told him to bring a weapon," O'Brien said. As Rupp and his son walked toward the tree, the deer charged. "He went directly to them. He came about 50 yards from them before they shot him," O'Brien said. Rupp was not available for comment. The pair helped O'Brien from the tree and took him to the hospital, where he expects to remain

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for several more days. Until the carcass can be examined, it won't be known what might have caused him to attack. "We're all just shaking our heads. We can't explain it," O'Brien said. "It had no fear."

## DEER THAT GORED MAN WAS "TAME."

By Kevin McCullen  
Rocky Mountain News Staff Writer

### P.L.E.A COMING EVENTS

1995

October: 5-10 National Recreation and Park Association Congress. San Antonio, TX. Contact N.R.P.A. for further details concerning registration at (703) 820-4940. - P.L.E.A. Informational Booth in Trade Show: - P.L.E.A. sponsored presentations in Education Session. - P.L.E.A. Mid-year Board of Directors Meeting.

1996

March P.L.E.A. 17th Annual Park Law Enforcement National Conference. Austin, TX. Sponsored by the Texas State Parks. Contact P.L.E.A. Board of Directors for details - P.L.E.A. Board of Directors Meeting.

October 26 - 30: National Recreation and Park Association Congress, Kansas City, MO. Contact N.R.P.A. for further details concerning registration at (703) 820-4940. - P.L.E.A. Informational Booth in Trade Show: - P.L.E.A. sponsored presentations in Education Session. - P.L.E.A. Board of Directors Meeting.

1997

March P.L.E.A. 16th Annual Park Law Enforcement National Conference. Durham, NC. Sponsored by Durham Park Rangers. Contact P.L.E.A. Board of Directors for details. - P.L.E.A. Board of Directors Meeting

October 29 - November 2: National Recreation and Park Association Congress, Salt Lake City, UT. Contact N.R.P.A. for further details concerning registration at (703) 820-4940. - P.L.E.A. Informational Booth in Trade Show: - P.L.E.A. sponsored presentations in Education Session. - P.L.E.A. Board of Directors Meeting.

A buck deer that gored a man may have been fed periodically by people and lost his fear of humans Kevin O'Brien, a 42 year old University of Denver professor, underwent surgery Wednesday at Delta County Memorial Hospital to repair his wounds. A four-point buck charged him on a hillside near Hotchkiss Monday, inflicting 10 puncture wounds in his back and lower legs. A neighbor shot and killed the deer after it charged him and his son when they went to the rescue of O'Brien.

Colorado Division of Wildlife officers learned Wednesday that the deer apparently had been fed during his infancy by a resident of the area. He had become so tame that a power-line crew petted the animal when he approached them, said Jeff Tischbein, a Division of Wildlife spokesman in Montrose. "This deer had been real friendly until a few weeks ago, from what the neighbors said," Tischbein said. "It demonstrated all the signs of a deer that's been fed by people early on. It learns that people aren't that dangerous. "If it's a buck, in a couple of years, that buck can become really nasty to people."

A wildlife officer planned to examine the carcass. Officers also might talk to neighbors in the area to remind them not to feed wild animals, Tischbein said. O'Brien, a DU professor of law and taxation, received some puncture wounds that were 4 inches deep. He was attacked as he walked down a hill near his parents' home and spooked about 20 does and the buck. The buck charged, and O'Brien held down the animals' antlers and head for about 10 minutes before trying to escape. When O'Brien released his grip, the deer gored him repeatedly. He scramble to a tree, with the deer chasing him, and climbed out of the animal's reach while shouting for help. A neighbor who heard O'Brien's shouts also brought a rifle, at O'Brien's urging, and shot and killed the deer when it charged him and his son. "That deer wanted to kill me," O'Brien said.

Tischbein said the incident underscores the potential danger of tampering with wildlife. Deer can rut well into December, and a rutting buck will respond aggressively to a perceived threat to does. "What happened to (O'Brien) is the result of the initial feeding of a fawn, and it's something we can prevent by not feeding them in the first place," Tischbein said.

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## Archaeological Resources Protection Act Fines Used to Reward Citizen Stewards

Roger Kennedy, Director of the National Park Service, announced today that citizens who have acted as good stewards for archeological sites will receive monetary rewards, thanks to a provision of the Archaeological Resources Protection Act used for the first time by the NPS working closely with the Departments of Justice and the Navy.

The rewards—to be presented in public ceremonies to people who reported thefts at a national battlefield and two Civil War era shipwrecks—come from fines paid to the U.S. Treasury by criminal violators of the Act. The Act prohibits, among other things, the excavation, removal, damage, or defacing of archeological sites and artifacts on Federal land without a permit.

“These rewards will encourage the public to keep a more vigilant eye on the nation’s rapidly disappearing archeological heritage,” Kennedy said. The rewards, appropriated by the Treasury, allow agencies to improve protection of the sites by using funds from the fines to reward citizens assisting in prosecutions.

The Treasury appropriated funds for these rewards following successful prosecution of criminal violators who looted Tennessee’s Chickamauga and Chattanooga National Military Park—a Civil War battlefield—and trafficked remains from the USS Cumberland and CSS Florida—two Civil War shipwrecks in the James River off Newport News, Virginia—across state lines. William C. Lane, Jr., and the Confederate Naval Historical Society will receive the rewards.

Lane, a visitor to Chickamauga and Chattanooga National Military Park, reported that someone was using a metal detector to remove artifacts, an offense under the Act. The individual was prosecuted and convicted.

Officers of the Confederate Naval Historical Society, a private, non-profit organization, informed the FBI that remains of the Florida were being trafficked interstate.

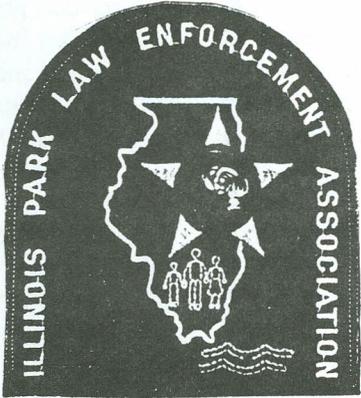
That information, which led to the recovery of some of the artifacts from the collectors, was incorporated into their prosecution.

The Act’s reward provision requires that land managers certify to the Department of the Treasury that evidence was furnished in a civil or criminal prosecution, that it led to a finding of a civil or criminal violation under the Archaeological Resources Protection Act, and that a penalty or fine was paid as a result. Treasury is directed to pay a reward equal to half the penalty or fine, or \$500, whichever is lower.

“These rewards will maximize the strategy behind the Archaeological Resources Protection Act,” Kennedy said. “Raising awareness of this serious looting problem among Federal prosecutors as well as the public—is key to the strategy.”

The Union ship Cumberland and the Confederate raider Florida, both U.S. Navy property, are listed among Virginia’s landmarks. The Cumberland sank with more than 100 men on board following a battle with the Confederate ironclad Virginia. The Florida was captured by the Union and scuttled in the James River in 1864, a few hundred yards from the Cumberland.

# PATCHES



DO WE HAVE YOUR AGENCY'S PATCH IN THE P.L.E.A. PATCH DISPLAY?  
SEND TWO (2) TODAY TO THE PLEA EDITOR.

## Environmental Crime Prosecution: Results of a National Survey

Specialization in discrete crime areas is not a new practice for local prosecutors. Over the past two decades, America's district attorneys, particularly in offices representing densely populated jurisdictions, have gravitated to specialized prosecutorial services in such areas as narcotics trafficking, domestic violence, and child abuse. Specialization has resulted, largely, as a response to the public's growing perception of these actions as "criminal" and as an organizational answer to the burgeoning volume of reports of such behavior. After years of growing pains in identifying critical needs, defining boundaries of responsibility, and seeking the best methods for prosecuting these types of cases, many prosecutors have become specialists in these areas.

Environmental crime prosecution, a field that mixes elements of law, public health, and science, emerged as a new area of such specialization, and this study, sponsored by the National Institute of Justice, sought to determine the status of environmental crime prosecution at the local level throughout the United States.

Virtually all individuals surveyed during this study regarded environmental crimes as essentially criminal ac-

tivity. Prosecutors, investigators, and other task force personnel employed basic law enforcement techniques in the investigation and prosecution of these crimes. The approach was to simplify the cases using basic law enforcement techniques. Some prosecutors viewed these cases as "who done it" crimes; others said they are similar to other types of criminal cases, differing only in the amount of involvement by scientific experts.

As with other criminal prosecutions, prosecutors are now willing to proceed in environmental cases with only circumstantial evidence. This is an important development for environmental prosecutors who, in the past, were reluctant to prosecute a case without direct evidence.

The study involved a national survey of prosecutors and interviews with prosecutors, law enforcement, and regulatory personnel at seven sites. This Research in Brief summarizes the research methodology, highlights the findings, and analyzes the status of environmental crime prosecution in the United States.

### Issues and Findings

Discussed in this Brief: the results of a nationwide survey of local prosecutors in large jurisdictions (populations more than 250,000) and interviews with criminal justice and regulatory personnel in 7 sites regarding environmental crime prosecution in their communities.

**Key issues:** Local environmental crime prosecutions increased dramatically between 1990 and the first half of 1992. Since

this field has become more specialized, the researchers sought data on the processes and factors local prosecutors use when deciding if and how to prosecute environmental crimes.

**Key findings:**

Approximately half of the large jurisdiction prosecutors' offices surveyed operate special environmental prosecution units.

Over half of the offices assign full-time prosecutors to environmental offenses and over three quarters assign part-time prosecutors to these cases.

Most offices have seen a rise in environmental crime cases over the survey period.

The most common environmental offenses prosecuted involve illegal waste disposal; the most common substances involved

in these offenses are hazardous wastes.

The most important factors in deciding to prosecute environmental offenses are the degree of harm posed by the offense and the criminal intent of the offender.

The most significant factor for rejecting the prosecution of environmental offenses is insufficient evidence of inability to recognize appropriate evidence; the least significant factor for rejection of the prosecution is lack of resources.

Less than half of the local prosecutor offices believed they can enroll in training to qualify as experts in environmental investigation and prosecution.

Almost all surveyed and interviewed indicated a need for increased technical assistance and training to improve the performance of environmental prosecution unit personnel. The creation of local prosecutor-led environmental task forces may be the best way to bring together needed expertise and resources to prosecute environmental crime.

**Target audience:** Local and Federal prosecutors, attorney generals, environmental regulatory specialists, health department officials, and researchers.

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## Survey Methodology

The purpose of the survey covering the 2 1/2-year period 1990-June 1992 was to collect and analyze data to identify major patterns of action, preferences, and perceptions for a total analysis of factors relating to the outcome of local environmental crime prosecutions. It was anticipated that survey results would facilitate (1) an explanation of differences in local prosecution program implementation and prosecution outcomes among jurisdictions, (2) a listing of explanatory factors, and (3) a rating of the relative importance of each of the factors as they relate to the effective prosecution of environmental crime at the local level. It was expected that the level of complexity/sophistication of environmental crime units in District Attorneys' offices would range over the spectrum from very low to very high.

The survey instrument was devised by the American Prosecutors Research Institute's (APRI's) Research Center and the National Environmental Crime Prosecution Center (NECPC), with assistance from the project's Environmental Crime Advisory Committee. The questionnaire depended mainly on closed-ended, scaled queries in which response ranges could be reliably structured but also included an open-ended format to provide a wide range of responses. Based upon prior knowledge of the level of environmental offense prosecutions within local prosecutors' offices, the researchers expected the highest level of prosecution activity to be concentrated in larger jurisdictions. Consequently, 2 separate questionnaires were designed: 1 for rural/suburban jurisdictions serving populations up to 250,000 and 1 for offices representing jurisdictional populations over 250,000.

The first questionnaire, sent to a random sample of offices representing populations between under 1,000 and 250,000, was selected from the National District Attorneys Association's (NDAA's) master list. The questionnaire contained general inquiries on the level of environmental criminality, volume of environmental prosecutions, and reasons for the absence of such prosecutions. The second, much more detailed questionnaire, posed questions in these categories: (1) organizational structure of the office, (2) extent of environmental offense prosecution, (3) offense characteristics, (4) offense identification, (5) decisions to prosecute environmental offenses, (6) ability/willingness to prosecute environmental offenses, (7) evidentiary standards/technical needs, and (8) plea and trial issues.

This questionnaire was mailed to all local prosecutors' offices representing jurisdictional populations of over 250,000. Content and format of the questionnaire were constructed with the assistance of local prosecutors advising NDAA within the organization's Environmental Protection Committee. These representatives served as the core group for pretesting of instruments.

Initial mailings were followed by multistage mail and telephone contacts to maximize response rates. As predicted, the highest response rates came from those prosecutors' offices representing jurisdictions of over 250,000 (100 of 178 or 56 percent).<sup>1/</sup> Since response rates for the smaller jurisdictions were low (248 of 882 or 28 percent) they are not analyzed here. However, this low response rate for small jurisdictions may be an indication of a lack of environmental crime prosecutions in these regions.

## The Typical Environmental Prosecutor

Based on the survey results, a profile can be constructed of a typical environmental prosecutor; the typical prosecutor specializing in environmental crime works in an office representing an urban jurisdiction, is assigned full-time to environmental crime prosecutions, and prosecutes each case vertically (i.e., being active in each case from its early stages of investigation through to disposition). The most common cases faced by the environmental prosecutor involve the illegal disposal of hazardous wastes that are as likely to be referred to the office by local law enforcement as they are to come from environmental regulatory agencies. During the decisionmaking process leading to charging, the average environmental prosecutor places the greatest weight on the degree of harm posed by the offense and on the offender's criminal intent. If the environmental prosecutor decides not to prosecute, it is usually because of a lack of evidence or the inability to recognize appropriate evidence. In the mind of the average environmental prosecutor, pressures exerted by business/labor groups to withhold criminal prosecutions are generally outweighed by other pressures such as those exerted by the general public to execute criminal prosecution. The typical environmental prosecutor on the local level, however, is apt to proceed with a civil case if the prosecution target is a corporate/business. At trial the typical environmental prosecutor is very reliant on expert witness testimony for successful dispositions. Environmental prosecutors often exhibit a degree of frustration stemming from a perceived lack of appreciation for their work and an overall lack of resources to improve technical skills. They may feel supported by their office, local regulatory agencies, and the public but are less certain of support from police and the judiciary. Further, the average environmental prosecutor feels handicapped in achieving professional goals due to fierce internal competition for sparse funds and a limited range of educational and technical assistance sources.

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## Survey Results

Thirty-two States responded to the large jurisdiction survey. The highest concentration of responses by State were California (15), Florida (11), New York (9), New Jersey (8) and Texas (7).<sup>2</sup> This section focuses on these results.

Among several key survey findings were the data showing that local district attorneys were performing the majority of environmental prosecutions. During the first 6 months of 1992, district attorneys accounted for 882 environmental crime prosecutions in jurisdictions whose populations exceeded 250,000.

Survey results also point to the large increase in local environmental prosecutions between 1990 and 1992. The following sections highlight the data revealed by the survey.

## Organizational Structure

Data were collected regarding the organizational structure of prosecutor offices in large jurisdictions:

- Roughly half of the 100 offices responding to this question reported the existence of special prosecution units within their organizational structure.
- Thirty of 63 offices (48 percent) reported that they did not assign full-time prosecutors to specifically prosecute environmental offenses.
- Twenty-three of 63 offices (37 percent) did report the assignment of at least 1 full-time prosecutor to environmental offenses, and 9 (14 percent) reported the assignment of between 2 and 4 full-time assistant prosecutors.
- Thirty-three of 73 offices (45 percent) reported the assignment of at least 1 part-time prosecutor, 15 (21 percent) reported the assignment of 2 per office, 8 (12 percent) reported the assignment of between 2 and 4, and 2 (2 percent) reported the assignment of between 16 and 18 part-time prosecutors per office.

Similarly, the assignment of full-time investigators to environmental offenses was found to be low with 41 (67 percent of the 61 offices responding to this question) refraining from assigning any full-time investigators and 9 (15 percent) assigning 1 per office. A higher percentage (43 percent) of 70 responding offices assigned part-time investigators: 21 (30 percent) reported the assignment of at least 1 part-time investigator, and 10 (13 percent) reported the assignment of between 2 and 9 per office. Fifty-seven of the 97 offices responding to this question (59 percent) reported that they relied on other law enforcement agencies to assign investigators to handle environmental offense investigations.

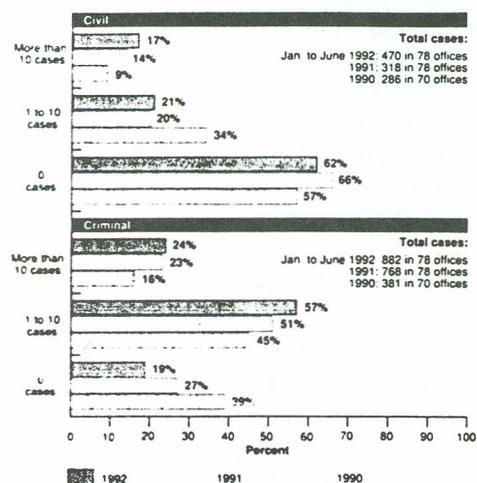
The vast majority of offices responding were found to assign active roles to prosecutors and demand that they assume a continuous role in cases to be prosecuted, from case initiation to disposition. Sixty-eight of 95 responding offices (71 percent) indicated that prosecutors in their offices were routinely active participants in the investigative processes of environmental offense cases. Furthermore, 71 of 87 responding offices (82 percent) added that all environmental offense cases were prosecuted vertically. Offices were split on the issue of task force participation with 42 of 96 responding offices (44 percent) acknowledging office participation in environmental crime task forces and 54 (56 percent) reporting nonparticipation.

## Extent of Environmental Offense Prosecutions

To assess the volume of environmental offense prosecutions carried out, offices were asked to report the number of criminal and civil environmental offense prosecutions for 1990, 1991, and the first 6 months of 1992. Results show a steady rise in these prosecutions, with pronounced increases for criminal cases.

As exhibit 1 illustrates, civil cases rose 11 percent between 1990 and 1991 from 286 to 318 and then escalated 48 percent to 470 cases in the first 6 months of 1992. The surge in criminal prosecutions during the same time period is significantly more striking. Between 1990 and 1991, criminal prosecutions of environmental offenses in the sample nearly doubled from 381 to 756—a 98 percent increase. In the first 6 months of 1992, criminal prosecutions eclipsed those for all of 1991, rising from 756 to 882, a 17-percent increase and a 132-percent increase over the criminal prosecution total for 1990.

Exhibit 1. Environmental Offenses Prosecuted at the Local Level



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Looking at these figures from a different perspective, the number of environmental cases prosecuted yearly per office can be examined. Data show a sharp decline in offices prosecuting no environmental criminal cases per year and, overall, a gradual increase in offices prosecuting more criminal cases throughout the 2-year time period studied. In 1990, 39 percent of 70 responding offices prosecuted no environmental criminal violations, and 57 percent prosecuted no environmental civil violations. In contrast, only 16 percent had prosecuted more than 10 criminal cases that year, and 9 percent had prosecuted more than 10 civil cases.

By 1991, the number of offices (78 responded to this question) prosecuting no criminal cases had declined to 27 percent while a noticeable increase had occurred in the prosecution of criminal cases, especially in those offices prosecuting over 10 criminal cases for the year. In the first 6 months of 1992, only 19 percent of the 78 responding offices prosecuted no criminal cases; there were minimal increases in criminal cases in those offices prosecuting over 10 cases annually.

Of special note in this comparative analysis is the change in the mean, median, and maximum number of criminal and civil environmental prosecutions among the three time periods and the implications of these changes. While the medians for yearly case totals changed little for both criminal and civil case categories, mean and maximum case prosecutions changed dramatically. Since medians represent the 50th percentile of collected case data, they are less likely to be affected by extreme cases (i.e., small numbers of offices representing high environmental case volume) and are more reliable as representations of averages in instances where the ranges are wide. While neither criminal case nor civil case medians varied widely, the mean and maximum number of criminal and civil cases changed radically. The most dramatic example is the criminal case maximums, which rose from 79 in 1990, to 100 in 1991, to 154 in the first half of 1992. In other words, while most offices progressively prosecuted more environmental cases a relatively small number of offices significantly increased their criminal prosecution totals in 1991 and the first half of 1992, and it is these offices that had a measurable impact on the total number of cases reported for the post-1990 time periods.

## Offense Characteristics

To discern the principal characteristics of environmental cases prosecuted by local prosecutors, respondents were asked about the types of offenses prosecuted and the types of wastes involved in the offenses. The types of offenses were categorized as:

- Improper dumping/disposal of solid, hazardous, medical/infectious or "other" wastes (disposal violations).
- Improper hauling/transporting of such wastes (transportation violations).
- Improper storage/stockpiling of such wastes (storage violations).
- Improper treatment of such wastes (treatment violations) and other violations.

Responses revealed that, overall, disposal violation prosecutions dominated within the caseloads of survey respondents. Slightly more than half of the 76 responding offices reported that over 50 percent of their prosecuted cases involved disposal violations (see exhibit 2). Furthermore, within this group one-third reported that over 90 percent of cases prosecuted were for disposal violations. In contrast, only 6 percent of the 63 responding offices indicated that transportation violations accounted for more than half of their prosecuted cases.

The majority of the respondents (64 percent) reported that transportation violations accounted for a small portion (between 0 and 15 percent) of their total environmental offense prosecutions. Similar findings were reported for prosecutions for storage violations; 69 percent of the 63 responding offices said these cases made up between 0 and 15 percent of their environmental prosecutions. Treatment and other violations represented negligible percentages of total environmental prosecutions (Treatment-5 percent; Other-1 percent).

To discern the types of wastes involved in prosecuted violations, the survey used the categories defined by the Resource Conservation and Recovery Act (RCRA): hazardous, solid, medical/infectious, and other. Results show that the typical case prosecuted by the surveyed offices was for violations associated with wastes considered to be hazardous. Nearly half of the respondents reported that more than 50 percent of their prosecutions involve hazardous wastes. This percentage drops significantly for solid waste violation prosecutions (slightly more than one-quarter indicated that this category accounted for more than 50 percent of their environmental prosecution caseloads), and less than 3 percent reported that medical/infectious waste violations accounted for more than half of their caseloads.

## Offense Identification

The survey explored the manner in which environmental offenses were identified by local prosecutors' offices. Results may have implications for developing awareness and reporting strategies to assist local prosecutors in addressing more environmental offenses. Respondents were asked to indicate the most common methods of identifying offenses at the local level—referrals from environmental agencies, referrals from local law enforcement,

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emergency responses, citizen reports, proactive investigation by trained detectives, and other. Of the 217 common methods reported, 75 responses (35 percent) indicated referrals from environment agencies as the most common identification method, with referrals from local law enforcement following closely behind (61 or 28 percent). Emergency response and citizen reports each registered only 14 percent and proactive investigations was identified as a most common method among only 7 percent of respondents.

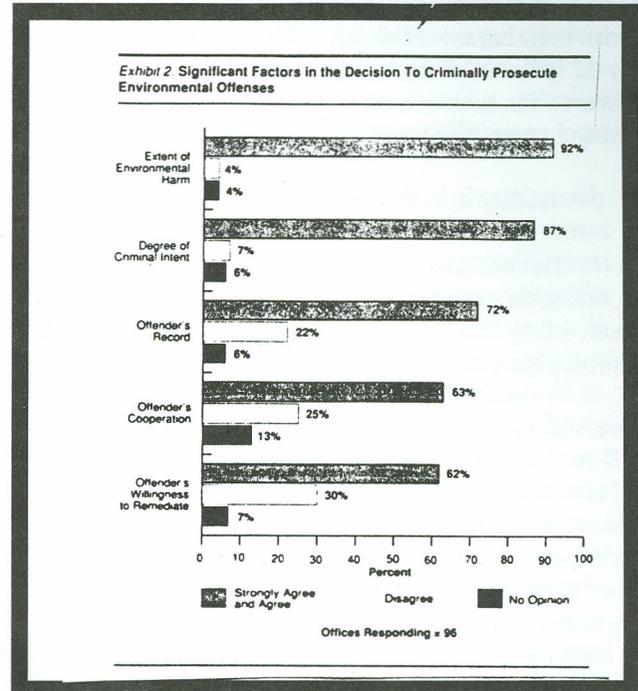
Followup questions revealed a general lack of prosecutor involvement in community programs designed to help residents recognize and report environmental offenses. When asked if prosecutors had created programs in community awareness, public relations, or education to develop the public's ability to recognize and report offenses, only 18 of 95 responding offices (19 percent) answered affirmatively. In addition, only 9 (10 percent) reported developing environmental crime hotlines. This situation may partially explain the survey's findings of a low percentage of environmental crime referrals by citizens.

Finally, prosecutors were asked to what degree local health agencies were responsive to prosecution needs for technical assistance in their investigations. Sixty of 97 responding offices (62 percent) reported that health agencies were responsive, and only 10 (10 percent) said the agencies were unresponsive.

## Decisions to Prosecute

The process by which prosecutors decide to charge environmental violations criminally was identified as important because of the technical knowledge needed to determine the level of harm caused by pollutants, the often uncertain circumstances surrounding determination of criminal intent, and the discretion that local prosecutors possess in deciding this issue. The survey revealed that only 13 offices (15 percent) have instituted specific procedural guidelines for the decision making processes.

Exhibit 2 illustrates what prosecutors felt were the most significant factors in their decision to prosecute environmental offenses criminally. Prosecutors ranked the degree of environmental harm as the most important factor, with 92 percent of the 96 responding offices either agreeing or strongly agreeing. The degree of criminal intent of the offender and the offender's record also were reported to play an important part in the decision to prosecute criminally. Respondents were also asked about the alternative aspect of this issue: What are the most important reasons for rejecting the option to prosecute criminally? Insufficient evidence was the most significant factor cited in decisions to reject criminal prosecution (76 percent of 100 responding offices). Only 16 percent said lack of resources was an important determinant. Another significant reason for



rejecting local criminal prosecution was referral of cases to Federal and State agencies: 27 percent of local prosecutors surveyed said they referred cases out of their offices, and 17 percent said Federal and State agencies actively sought cases from local prosecutors.

Respondents reported a higher level of willingness to charge corporate directors and officers (76 percent) and management-level employees (73 percent) than to charge lower level employees (45 percent). Given that some offenses are the culmination of criminal directives handed down to lower level personnel, strong evidence against these offenders may be used as a device to elicit testimony against the upper level criminal architects. Forty-two percent of the responding prosecutors said they had granted immunity to an employee in exchange for testimony against corporate officers and managers, while 58 percent indicated that they had never done so.

Forty percent of the 100 responding offices confirmed that they had the option of using civil proceedings in prosecuting environmental offenses. Of those with civil jurisdiction, 37 of 40 responding offices (93 percent) believed that the appropriateness of alternative civil statutes is a significant factor in the decision of whether to prosecute criminally. Twenty-four of 40 responding offices (61 percent) responded that they were more likely to proceed with a civil case if the prosecution target was a corporate/business entity.

Seventy percent of 100 responding offices found that case priority was fundamentally determined by the level of harm or threat of harm involved in the respective cases. One in three indicated that the high profile of the offender

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was a factor and 22 percent noted the type of environmental offense (i.e., hazardous waste, solid waste) was a factor. Only 22 percent of the sample reported that they had a preference for environmental cases that could be investigated and prosecuted inexpensively.

## Ability and Willingness to Prosecute

Traditionally, effective environmental prosecution strategies and programs have been contingent on the amount of system and public support offered and the technical expertise and resources available to prosecutors.

Prosecutors pursuing environmental crime cases were asked if they received a sufficient level of support from the D.A. and staff, local government, regulatory system, local law enforcement, local judiciary, and the community. As anticipated, the greatest percentage of 99 respondents agreed that sufficient support was received from the DA's office (70 percent agreeing or strongly agreeing). Otherwise, prosecutors expressed similar levels of adequate support from local governments, regulatory agencies, and the community (61 percent, 58 percent, and 56 percent respectively). Respondents said the lowest level of support came from local law enforcement and the local judiciary (48 percent and 39 percent respectively). However, a large percentage of prosecutors had no opinion about support from the local judiciary (35 percent) and the community (30 percent). These responses most likely reflect a lack of awareness of the level of support from these two sources.

The survey also attempted to gauge the extent of resources available to local prosecutors to carry out their duties effectively as environmental prosecutors. Many expressed a general need for additional resources to conduct their work satisfactorily. Eighty-three percent of respondents asserted that more resources are needed, 53 percent believed that internal competition for office resources adversely affects their environmental prosecution programs, and 42 percent contended that resources for the investigation and prosecution of environmental crimes in their jurisdictions were compromised by competing community economic interests. Almost all respondents (96 percent) agreed that technical assistance and training are important to the performance of environmental prosecution unit investigators.

To explore the range of alternative sources for local prosecutors to supplement environmental prosecutions, respondents were asked about the potential for retention of fines/penalties and forfeited assets. Only 33 percent of the 99 jurisdictions sampled were permitted by State law to retain all or a portion of fines and penalties generated by environmental cases. Forty-three percent, however, stated that there were alternatives available by which they could retain such fines/penalties. A majority of the sampled

jurisdictions (59 percent) were found to be authorized under State law to seek asset forfeiture for environmental crimes.

## Evidentiary Standards and Technical Needs

Since the prosecution of environmental offenses on the local level often requires a high level of technical knowledge, specific survey questions concerned evidentiary standards and the use of expert witnesses.

Prosecutors were asked to assess the environmental regulations and laws in their jurisdictions that governed prosecutorial actions. While 58 percent of the 93 responding offices said that criminal statutes governing environmental offenses in their respective jurisdictions were effective, 69 percent believed that environmental laws should be consolidated into more comprehensive statutory schemes. Over one-third viewed current statutes as overly complex while another third considered them adequate in terms of complexity.

Local prosecutors generally believed that the use of expert witnesses in environmental prosecutions was quite effective, with 72 percent of 93 responding offices indicating that expert witness testimony had influenced court decisions and 87 percent reporting that expert testimony had been useful in helping to determine the facts of an incident. A large portion of the respondents (70 percent) contended that their offices were willing to spend the necessary money to hire expert witnesses but, as exhibit 3 demonstrates, only 39 percent of prosecutors reported that training and education was available to investigators, detectives, and other law enforcement personnel to transform them into special-area "experts."

Ninety-three respondents expressed a critical need for the development of a centralized source for available expert witnesses. Only 12 respondents (13 percent) revealed that their offices had created pools of environmental crime experts. Furthermore, 91 percent of the total sample expressed a need for national and regional lists of experts in a multitude of environmental crime areas.

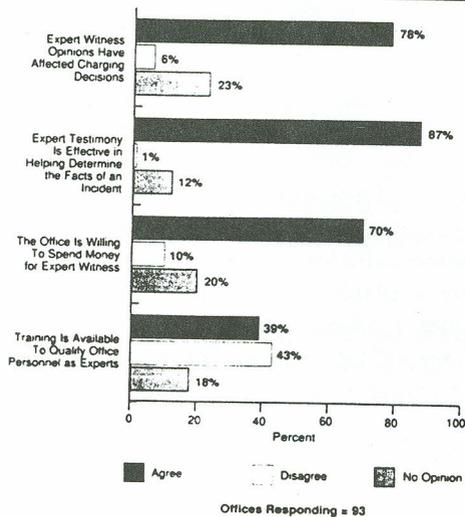
## Plea and Trial Issues

The final section of the survey questionnaire explored plea and trial issues. Only 28 percent of 69 respondents believed that the courts were willing to impose terms of incarceration in these cases. Sixty percent of 69 respondents claimed that outside pressures to prosecute environmental offenses (i.e., pressures by environmental interest groups, community groups, media) can result in the filing of environmental cases. One in four believed that there is significant pressure by business/labor groups to downgrade criminal charges in these cases. Most of the 69 respondents (85 percent) believed that the environmental offender's offer to remediate or make restitution had an impact on case

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disposition. Sixty-eight percent had no opinion on whether EPA/State debarment policies had an effect on obtaining environmental pleas.

Exhibit 3 Expert Witness/Testimony Utility in the Local Prosecution of Environmental Offenses



## Discussion of Results

There is no doubt that environmental crime can affect all types of jurisdictions, regardless of geographic size or population density. Prosecutors in this field find they must nurture relationships with the broad range of government agencies necessary for prosecutorial success. And they are required to muster support from a criminal justice system and a public that can be, at times, ambivalent about the environmental protection cause.

## Policy and Decision to Prosecute

Through traditional prosecutorial discretion, the local prosecutor can decide which cases will be prosecuted and which types of charge will be made. This discretion gives the prosecutor the power and responsibility for making public policy decisions that reflect certain priorities, such as public health and safety. Their decisions influence the way laws are enforced and, in turn, shape the behavior of individual citizens. In deciding whether to prosecute environ-

mental offenses, local prosecutors must not only be alert to factors common in conventional cases (e.g., criminal intent, reliability of evidence) but also factors that are important in newly emerging offense areas (e.g., potential public reaction, allocation of resources sufficient to prosecute cases effectively).

Environmental prosecutors must be technically skilled enough to accurately determine criminal intent associated with activities such as the improper disposal and treatment of hazardous wastes. In this they rely on the abilities of criminal and regulatory investigators, with whom they have close interaction. As both the community's attorney against crime and a protector of public welfare, the environmental prosecutor will inevitably consider the degree of harm or threat of harm posed by the offense as a significant factor in the decision to prosecute as was born out in this survey.

By and large, local prosecutors said they believed they had community support for their prosecutions because the public has become more aware of the effects of environmental crime and the accomplishments of local environmental prosecutors. But with this support comes a certain loss of discretion: the extent of harm created by the offense, the pressure of publicity, and the influence of complaining victims can all limit the prosecutor's discretion in potentially volatile cases. As the survey results of local prosecutors showed, the cumulative effect of these elements to prosecute generally neutralizes any pressures that arise from business/labor groups to withhold prosecution.

Prosecutors seemed to be less optimistic about the level of support received from local police and the judiciary. Neither professional group was perceived by respondents as possessing the necessary sensitivity to the consequences of environmental violations. Respondents characterized local police as an important source of original reports but a source whose potential has not been completely realized.

Resources-or more precisely, the lack of resources-was cited as a factor in the decision of whether to charge in less serious cases. Local environmental prosecutors pointed out that they often must compete with other specialized units for limited funds, and they are often blocked by State law from retaining fines generated by environmental cases. Nonetheless, it appears that rejecting prosecution primarily for these reasons was rare. There was a common fear, however, that without requisite resources to execute their dual public health and law enforcement mandates, local prosecutors would make balancing public harm versus prosecution costs a routine part of the decision making processes.

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## Plea Bargaining and Trial Issues

The local environmental prosecutor is obligated to prepare each case as if trial were inevitable. This is necessary to offset the plea negotiating strengths of the defense attorney and to ensure technical effectiveness in the courtroom if the case does come to trial. Some of those surveyed stated that environmental prosecutors have a moral responsibility to discount plea bargaining efforts and see that the public receives its money's worth. Rejecting plea agreements is viewed, intuitively, as strengthening the environmental prosecutions by transmitting the unqualified message that local environmental crime is intolerable. If a plea agreement is anticipated, however, a tightly prepared environmental case may attempt to convince the defendant that remediation is the most financially desirable alternative.

Upon coming to trial, the environmental crime case can seriously test the communicative skills of the average prosecutor. Environmental prosecutors at the local level find themselves responsible for understanding complicated technical aspects of risk assessment, chemical properties, and sampling analysis and demystifying all of this to the satisfaction of judge and jurors alike.

Compounding the difficulties are the handicaps the average environmental prosecutor encounters: inadequate funds for laboratory analysis, insufficient training in trial techniques, and deficiencies in effectively identifying expert witnesses. Prosecutors surveyed, though, have not succumbed to these setbacks. They have instead moved to even the odds by: (1) mastering the use of visual aids to simplify lengthy, esoteric descriptions of chemical properties and processes, (2) working with expert witnesses and regulators to mesh their testimony with the capabilities of juries to comprehend, and (3) supplying judges with juror instructions tailored specifically to environmental offenses.

## Limitations of the Prosecutors' Offices

Prosecutors noted several limitations that significantly impede effective case management in the environmental prosecution field. These limitations affect case outcome, prosecutor workload, and success of enforcement.

Prosecutors stressed the need for a network of experts to support the investigative requirements of an environmental crime case. Many jurisdictions referred to these networks as task forces, traditionally composed of law enforcement and regulatory personnel. Within the environmental prosecution field, however, such task forces must include experts from other fields in order to present witness testimony on scientific or environmental matters. Problems that may arise within these task forces (communications among members, obtaining and preserving evidence, con-

fidentiality, and anticipating the needs of the prosecution) are easily overcome through training.

Many environmental crime prosecutors articulated the need for better environmental crime statutes. They particularly stressed the need for stronger laws and laws that are consolidated in a more coherent statutory scheme. Many also mentioned the lack of model environmental crime legislation, which limits uniform and comprehensive enforcement.

## Future Offense Patterns and Local Prosecutor Response

Environmental crime prosecution at the local level is currently at a crossroads. Having progressed in urban areas from the embryonic years where skills were largely self-taught and offenders were relatively unsophisticated, local prosecutors must now face evolving criminal behavior that - unless sufficient training and technical support services are available - could rapidly out-pace prosecutor capabilities. Evidence from this study indicates that local prosecutors will face more environmental offenders considering the growth in numbers of prosecutions over the 2 1/2-year survey period and in numbers of attorneys proficient in potent defense strategies.

If past prosecutorial patterns hold true, local environmental prosecutors will be called upon primarily to prosecute incidents of illegal disposal of hazardous wastes. Research tells us that the countless small quantity waste generators (SQG's) located throughout urban America are, for a number of reasons, more likely to dispose of their wastes criminally than are the large quantity waste generators. Recently implemented amendments to the Resource Conservation and Recovery Act place more restrictive standards on SQG's than any they have experienced before, making it extremely expensive for many to comply with the law. Since environmental crimes are in essence crimes of "opportunity" - crimes in which offenders actively search out and capitalize on conditions conducive to successful crime commission - it is anticipated that a greater number of experienced opportunists will hatch inventive methods to dispose, transport, store, or treat hazardous materials illegally and evade detection.

According to responses, there is good reason to be alert to those entrepreneurs who would exploit the plight of SQG's, and sometimes the plight of the average citizen clearing yard debris, in a stagnant economy. These fairly mundane "bread and butter cases" as one respondent put it, can be deceiving because seasoned offenders tend to assess shrewdly the possible harm criminal laws can pose to them. Offenders are likely to avoid jurisdictions where enforcement is strong and prosecution effective; thus displacement of these offenses from urban areas where enforcement may be tight into other less populated settings is likely. While survey results from local prosecutors' offices under 250,000

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were inconclusive, they did offer some insight into what may be a pattern of a rising number of environmental crime prosecutions in rural and suburban America.

## Need for Technical Training

It is incumbent upon local environmental prosecutors to enhance their competitive technologies to keep pace and surpass those of tomorrow's environmental criminals. Two major findings culled from this study indicate the urgent need for improved technical abilities:

- Practically all those surveyed expressed a need for increased technical assistance and training to upgrade the performance of environmental prosecution unit personnel.
- Less than half believed they can enroll in training to qualify as experts in environmental investigation and prosecution.

These opinions were expressed by urban prosecutors, many of whom are in the forefront of environmental crime prosecution. Similar needs are likely in suburban and rural jurisdictions. Some of the most important topics that demand training and technical assistance on the local level include the following:

- Trial skills that incorporate the use of demonstrative evidence to simplify what can be complex technical concepts and to dramatize the seriousness of the offenses committed. For example, instruction is needed on the utilization of three-dimensional computer animation to reenact disposal crime scenes, criminal acts, and the flow of disposed wastes.
- The effective use of expert witnesses in the courtroom and the admissibility of scientific evidence at trial. Substantiating the level of public harm posed by illegally disposed wastes may be a key factor in the decision to charge and in the severity of penalties imposed.
- The efficacy of the full scope of sentencing options - options that offer differential treatment to situational offenders and career offenders. Training conducted by experienced local prosecutors can acquaint environmental prosecutor novices with the building of professional relationships that facilitate sensible sanctioning (i.e., local judge-prosecutor-probation officer exchanges that recommend reasonable penalties related to case circumstances). Education on the use of sanctions, such as the public acknowledgment of wrongdoing in the local media and employment termination of offending corporate executives, can help steer less experienced prosecutors in these directions when more punitive actions are either inappropriate or unlikely to be imposed.

- The constructive use of task force models to advance the mission of environmental prosecutions. Especially in metropolitan areas, efforts have been made to form prosecutor-led environmental task forces. These efforts are at a stage of development comparable to where prosecutor-led narcotics task forces were approximately a decade ago. As the pace of environmental crime quickens in urban areas and spreads to suburban/rural regions, the call for effective crime control will intensify. Based upon the best information to date, environmental task forces at the local level may be the most logical method for addressing these concerns and it is reasonable to expect a growing desire to form more of these task forces in the near future.

To make sure existing task forces reach their full potential, today's environmental task force leaders must develop public awareness programs. As the national survey has shown, only a minority of present task forces have public awareness and education programs, yet other results in the study have stressed the integral part community support plays in the success of local environmental task force programs. Those offices that lag in this area will need to develop wider influence through community interaction programs that teach how to identify and report environmental crimes and promote awareness of task force accomplishments. Environmental prosecutors who have established such community-oriented environmental crime task forces can help task force leaders of tomorrow reassess the traditional boundaries of the environmental prosecutor's role and, in doing so, help reinforce constructive collaboration with the public.

Cooperation is essential. Without communication, consideration, and cross-training, environmental crime investigations may commence but rarely lead to successful prosecution. Therefore, cooperation among local task force members, as well as a greater partnership between local, State, and Federal environmental crime prosecutors, would result in expanded and more effective environmental crime enforcement.

## JOB OPENING

Superintendent of Rangers  
Lake County Forest Preserve District  
\$38,000.00 - \$48,000.00 salary range

Submit complete resume, cover letter and salary history to or for more information contact:

Daniel L. Wentzloff  
Director of Administration  
Lake County Forest Preserve District  
2000 North Milwaukee Ave.  
Libertyville, IL 60048  
708/367-6640

## A MERGER COUNTERPOINT

Sergeant J. J. Schutz Minneapolis Park Police

Articles such as the one that was reprinted in the fall, 1994, *Plea* journal, "To Merge or Not to Merge—That is the Question," have the potential to do serious harm to park law enforcement. Such articles can provide persons lacking merger and park law enforcement knowledge the impetus needed to make inappropriate changes in park law enforcement.

Newspaper journalists have tremendous potential to influence public opinion. This is because many people lack the ability or time to analyze. Many readers believe that if something is written then it must be true. They assume the author has provided a complete and objective analysis.

In the reprinted article, Pat Hanson provided scant, incorrect and incomplete information that could have a major negative impact upon the City of Minneapolis. Decisions made on the basis of the article could impact citizen safety in parks and even the general reputation and tax base of the city.

No harm would occur if her article merely caused a complete analysis of a potential merger of park and city police departments. A research study on that topic, although time consuming and expensive, would have merit. Unfortunately, the article does not call for research and debate. Instead, it asks for a totally inappropriate decision to be made without several years of study.

Let's examine each of the points that apparently are offered as rationale for a merger of Minneapolis' park and city police departments.

**Point #1.** People wonder what is the difference between city and park police.

**RESPONSE:** In brief, thirty-one sworn park police officers and an equal number of un-sworn park patrol agents patrol and respond to incidents over a land area representing about fifteen percent of Minneapolis. Park police officers proactively patrol parks; respond to 9-1-1 calls; issue citations; make arrests; investigate crimes; support recreation employees' programming efforts; control large crowds; perform crime prevention; assist the public; provide emergency first aid; and serve as backup for city officers on their most serious calls and during periods of high call load. Park officers have primary responsibility in parks but police powers anywhere in the city, as well as in those Minneapolis parks that are located outside the city's limits. City police powers are normally limited to the City of Minneapolis and to Minneapolis' parks located within the city's boundaries.

**Point #2.** The park superintendent, who is responsible for the park police, as part of his benefit package, lives in a big house located in a park and it is difficult to determine its annual operating cost.

**RESPONSE:** Where the superintendent of parks lives has no bearing on whether the two departments should be merged. Its very mention in the article is inappropriate and may indicate an anti-park or anti-superintendent bias.

**Point #3.** The city budget director says merger of the Minneapolis park and city police is an issue that we have pursued and lost.

**RESPONSE:** The budget director is correct that the merger issue was pursued and defeated in the past. He offers no evidence that money would be saved by merger of the departments. The truth is, in fact, that most mergers end up costing more than they save.

**Point #4.** Ex-police chief Tony Bouza says both the city and the park board need better management.

**RESPONSE:** The ex-chief does not call for a merger. Instead, he makes a comment about both city and park management. He is probably correct when he states that both the park and city governments need better management. However, there is no evidence that larger government either improves management or saves money.

**Point #5.** There is a misconception over who has control over the park police.

**RESPONSE:** The park police are controlled by the superintendent of parks who answers to an elected Board of Park Commissioners. A fine relationship has always existed between the city and park governments.

**Point #6.** Chief Laux, the current chief of Minneapolis, says that a merger might increase effectiveness. However, he also states, that if park and city departments were merged "parks would be thrown into the pot with everything else and I'm afraid we would lose the specialty that parks offer."

**RESPONSE:** Laux does not endorse a merger of the two departments. Instead he says, "If it's not broke, do not fix it."

**Point #7.** When talk of a merger came up on one occasion "all the park police turned out threatening yuppies with rapes and murders not being responded to."

**RESPONSE:** This is an example of name calling at its best. It indicates that it is only yuppies living adjacent to parks that desire a strong park police department. Certainly many park neighbors that support a strong department are not yuppies. The proactive presence of park police keeps the number of rapes and murders low, but even if there was not a park police department such crimes would still be investigated. However, because there is a park police department even lesser sexual and nonsexual assaults, robberies, thefts and other park crimes, that would otherwise be "red-lined," are investigated.

**Point #8.** The park police department closes up at 1:00 am and the city police already respond to park calls at that time.

**RESPONSE:** It is true that city police handle park calls when the park police are not available. However, any follow up investigation or proactive police work is normally performed by a park police officer. To imply that there is no need for any park police or proactive park patrol because city police take an occasional park call is not logical. Conversely, although park police reciprocate by taking occasional city calls, no conclusion can logically be made that park officers can handle all City of Minneapolis policing.

None of the eight points provide valid reasons why a merger should occur but apparently the author believes that she has presented sound rationalize. She provides no estimate of how much money a merger would save. She gives no indication of how, or if, a merger would improve either management or public service. She does not cite an example of a city where any merger has been successful. The question, to merge or not to merge, is never adequately addressed.

A more objective pro and con merger analysis would have contrasted merger with consolidation and discussed potential methods of interdepartmental cooperation. Potential cost

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savings and at what expense, citizen preferences and an analysis of successful and unsuccessful police department mergers would also have been included.

A thorough attempt at either partial consolidation or an increase in cooperation should always be considered before a decision is made to merge. This is because in all mergers there is a probability that some persons or elected bodies will lose some control. Therefore, the author would have been wiser to ask whether increased consolidation or cooperation between the two Minneapolis departments should occur and wisest to ask if the issue should be studied.

Author Hanson seems to be unaware of the current close working relationship that exists between Minneapolis park and city police departments. The two police departments have already consolidated record keeping, communication, booking, adult and juvenile detention facilities, crime analysis, report forms, police training, central services, the crime lab and the property room.

The two departments are as perfect an example of effective consolidation as is likely to be found anywhere in the nation. It is precisely because the two departments have already been functionally consolidated that there is little to be gained financially or administratively by merging.

There is a greater possibility, but no guarantee, of saving money by merger when consolidation has not already occurred. Minneapolis and St. Paul are two neighboring cities that currently have no shared police services. The two cities are separated, in most locations, by only an invisible boundary line and they are, in fact, known as the Twin Cities. Perhaps Hanson would like to suggest that the Minneapolis and St. Paul police departments be merged.

But why stop there? If economy or efficiency would occur as a result of merging two large city police departments, then why not achieve even more savings by merging the two cities in totality? Obviously, this could lead to even greater savings.

The reason mergers are often opposed is that the public considers the control issue to be as important as either efficiency or cost. Both Minneapolis and St. Paul citizens would more than likely oppose merger of their governments. Citizens in each city would fear the loss of government control. Similarly, we should not be surprised when citizens oppose police department mergers for fear of losing control of law enforcement.

Had Hanson completed adequate research she would have known about both federal merger recommendations and about public opinion polls. Major federal studies call for merger of departments with fewer than 25 officers. The Minneapolis park police department employs 31 sworn officers and 27 non-sworn agents. Therefore, it is substantially larger than what is recommended for merger.

Opinion polls tend to prove an inverse relationship between the size of the city and its police department and public satisfaction with either. As a result, modern policing in large cities today seems to be moving away from mergers. Today, some progressive police departments are creating smaller jurisdictions, each with enhanced opportunities for community control and significant local decision making. Obviously, departments choosing to create smaller units have concluded that bigger is not always better.

Baltimore, Philadelphia, Pittsburgh, Los Angeles and St. Paul all have undergone what many consider to be predictably unsuccessful park and city police mergers. In those cities, park

police departments were absorbed by large city police departments without satisfactory research and planning. In each case, this resulted in a loss of park police identity, image, specialized responsibility and, more importantly, both police presence and effort in parks.

These cities, and others, are not often mentioned by merger proponents. However, they should have been included in an article written by an objective journalist attempting to fairly inform the public regarding such an important issue.

The cost of merging park and city police can be great to parks and park users. A Pittsburgh park and recreation supervisor had this to say about merger of park and city police: "Park police are easy to lose, hard to get back and disastrous when lost."

A high ranking police supervisor from the same city, when interviewed regarding merger of his cities' park and city police departments, said this about the loss of proactive park patrol: "The city made promises that we would provide extra patrol when we could from our assigned police stations. But we are so busy just answering all normal calls that we do not get the time to spend in the parks when there are no specific calls. I personally think park police are a great loss."

It is always in the communities' best interest not to affect law enforcement without previously adequately weighing consequences. Too often mergers and consolidations fail because decisions were made based upon only whim, scant data or panic and not upon research and planning. A question that the article could have more properly addressed is whether a research group should be appointed to begin a two to three year study to analyze the pros and cons of a merger.

The article titled, "To Merge or Not to Merge, That is the Question" was certainly incomplete when it failed to mention the advantages of a research group.

A thorough feasibility study would assess both the benefits and cost of restructuring police service. The resulting information could then be used to promote implementation and be the basis for future subsequent monitoring and evaluation. Topics generally addressed during a complete study include public opinion inventories, assessment of both current law enforcement systems, potential alternatives to merger and recommended next steps. A thorough merger or consolidation study would consist of a broad cross-section of non-biased, interested and talented persons: citizen groups, top level police management, labor organizations representing affected employees, economists, tourist industry representatives, government management, city and park leaders and the business community. This group would be charged with the responsibility to make certain that all issues are fully debated. Specifically excluded from such a task force would be persons that hold public office or that are likely to hold office. This lessens the likelihood that recommendations are influenced politically.

The author of last fall's article apparently supports a merger without adequately stated reasons and without any mention of research or study. It indicates both a total disregard for objective decision making and a lack of subject knowledge.

Merger of the Minneapolis park and city police departments has already been debated, although not to the extent that it could have been. However, previous debate should have settled the issue until further study, as outlined above, indicates otherwise.

LETTERS TO THE EDITOR

Dear Professor Steele:

As promised during my visit to your booth at NRPA in Minneapolis, I am enclosing two patches for the newly designated City of Irving Park Patrol. I have also enclosed for your reference a copy of the City of Irving ordinance which established the Park Patrol. The Park Patrol previously served as City Security and although they were all sworn peace officers by the State of Texas, they had no enforcement authority. As Park Patrol, they now have limited authority on all city properties to enforce specific park rules as well as other city rules and regulations. Oddly enough, the Park Patrol does not work in the Parks and Recreation Department, but in the Department of Building Management and Services. This is a throw-back to the early 1970's when the security force was first established primarily as a night watchman service for the city maintenance yards and landfill. We do, of course, coordinate with them for our needs in parks and recreation.

Unfortunately, time spent in parks and general park patrol is only a small part of their duties. They must also provide security at times when our city hall is open after 5:00 P.M., which is quite often; service at the central library; all city buildings; delivery of City Council materials, etc. The good news is they now have the authority to enforce certain rules in our parks which they did not have before.

At one time, they were actually called Park Police with nearly the same authority as a city police officer; however, one of the officers got a little over-zealous and the park police were disbanded and resurfaced as non-certified security officers. Eventually, they became certified peace officers again, but without authority. They have now transitioned to Park Patrol. A recent management audit of all city departments has recommended the Park patrol be assigned to the Police Department. That has not happened yet, but will be under study later this year. This is a quick overview of our Park Patrol. Should you need additional information, please feel free to contact me at the address and phone number below.

Sincerely, Bill Thompson, Assistant Director, Parks & Recreation  
P.O. Box 152288  
Irving, Texas 75015-2288  
Tele: (214) 721-2501

Dear Mr. Steele:

As a distant member of the P.L.E.A. please accept from Alaska State Parks our agency patch for incorporation into the P.L.E.A. patch display. We do have a few rangers that are members and I continue to advocate for new membership. I do find the Quarterly Journal very interesting and look forward to submitting articles of possible interest in the near future. Often its very difficult for park professionals in Alaska to network with like professionals of the "Lower Forty-Eight", this is simply because of distance and costs. However, the issues and challenges are often the same which gives us the advantage of learning from others. Thank you for representing us in your display.

Sincerely, Mike Goodwin District Park Ranger

Law Enforcement Professional:

Aurora, Colorado, is a suburban community undergoing growing pains especially as regards Law Enforcement. To provide for public safety in the city's Parks and Open Space, which includes some large and remote areas, the city hired a Park Ranger Staff. This staff has grown from a single Ranger in 1983, to a year round staff of 5, supported by a seasonal staff of up to 12. All have a background in natural sciences, and as public safety issues skyrocket, they find themselves unprepared to deal with law enforcement and rescue duties.

The problem, of course, is the same everywhere; as voters insist government downsize and defeat initiatives to sell bonds or increase fees, there simply isn't money for training. The dark side to this wait and see policy, is that the Ranger's are unequipped to face situations they are required to deal with on a daily basis. As such, training is usually reactive instead of proactive. We believe that in today's litigious society there's a tremendous liability incurred by delaying training. We're trying to prove that it is more expensive to pay a large settlement after something goes wrong, than it is to train and equip staff now.

That's why I'm writing to you today. We are trying to locate documented instances where a Park Ranger, Conservation Officer, Lifeguard, or municipal Police Officer has successfully sued his/her employer for damages arising from situations where he/she was inadequately equipped or trained, or where a lay person has done the same for injuries to themselves or relatives occurring from an Officer's lack of training or equipment. We'd like to build up a file of case histories for a presentation to our city government this summer.

If your agency or organization is aware of such occurrences, we'd appreciate hearing from you. Perhaps you may not have first hand knowledge of a case, but might know of a contact person, organization, or database that could be queried to locate such documentation. Any information you could provide would be greatly appreciated. I realize that some departments, agencies, and organizations may be reticent about discussing these types of situations. Let me assure you our intent is solely to convince the people who oversee our program that the time to act is now.

I look forward to hearing from you and thank you for your time.

Sincerely, William D. Neil, Park Ranger, EMT/B  
Parks and Recreation Department  
Aurora Reservoir P.O. Box 460536  
Aurora, CO 80046  
303/690-1633



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 Norman, OK 73071

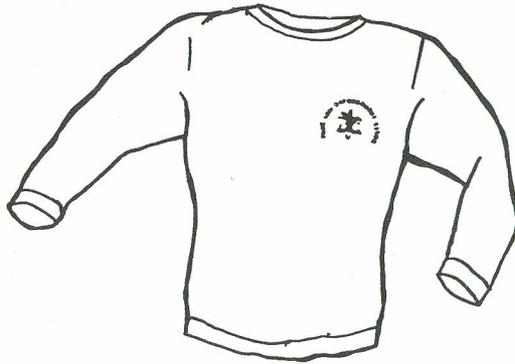
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If not completely satisfied with your purchase  
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We will accept personal checks, cashier's checks  
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s-xl \$ 22.95  
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**Item #4 Embroidered Golf Shirts**



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w/navy collar & forest placket, jade body  
w/ royal collar & concord placket,  
wine body w/navy collar & forest  
placket, concord body w/ navy collar & jade  
placket  
s-xl \$ 24.95  
2xl \$ 26.95

**Item #5 Silk Screened T-Shirts**



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and black  
s-xl \$ 10.95  
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**Item #6 Embroidered Cotton Poplin Jacket**



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# PARK LAW ENFORCEMENT ASSOCIATION



## \* APPLICATION FOR MEMBERSHIP \*

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TITLE \_\_\_\_\_ AGENCY \_\_\_\_\_

AGENCY/FIRM \_\_\_\_\_

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NATIONAL RECREATION AND PARK ASSOCIATION

P.L.E.A. IS  
AFFILIATED WITH THE  
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### AGENCY MEMBERSHIPS

Recently requests were made of the P.L.E.A. Board of Directors to establish Agency Memberships. The stated reason for this move was to assist agencies in joining officially. Many agencies have little trouble paying for an "agency membership" but balk at paying individual memberships, even though these memberships are in strictly professional organizations. By designing a new membership category many agencies were able to join en mass. Because of the inequities in agency size across the nation, benefits had to be strictly managed in this category. Thus the following benefits are offered to Agency Members: (1) Full membership privileges to the agency as in individual memberships, and (2) Reduced rates for official P.L.E.A. Functions (Conferences, Educational Events, etc., for all agency employees without the need for each employee to join P.L.E.A. individually. Because of the cost of printing and distributing PLEA only one copy of PLEA would be sent to Agency Members. Though the Board of Directors authorized reprinting and distribution by these members. P.L.E.A. membership is decidedly inexpensive when compared to other professional organizations. The Agency Membership allows agencies to financially support P.L.E.A. and receive benefits from that membership.

### INDIVIDUAL MEMBERSHIPS

- (1) One vote per membership on official P.L.E.A. issues.
- (2) Four issues per year of PLEA: Journal of the Park Law Enforcement Association.
- (3) Membership I.D. Card.
- (4) P.L.E.A. Patch.
- (5) P.L.E.A. Window Decal.
- (6) Bi-Annual Park Law Enforcement Agency Directory.
- (7) Reduced Rate for P.L.E.A. Sponsored Conferences and Educational Events.
- (8) Access at a reduced rate (or free as available) of special P.L.E.A. sponsored publications.
- (9) Eligible for election to the Board of Directors and appointment to various committees.

### STATE AFFILIATES

State Affiliates are groups within states which have organized along the guidelines established by the P.L.E.A. Board of Directors. State Affiliate receive one seat on the Board of Directors automatically and take an intimate role in developing the future of P.L.E.A. There is a \$150.00 affiliation fee. If your state is not currently an affiliate contact the President of P.L.E.A. for details on how to start.



# NATIONAL RECREATION AND PARK ASSOCIATION

2775 South Quincy Street • Suite 300 • Arlington, Virginia 22206-2204

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FIRST NAME AND M.I. \_\_\_\_\_

OCCUPATIONAL TITLE OR POSITION (Abbreviate if necessary) \_\_\_\_\_

EMPLOYER OR ORGANIZATION (Abbreviate if necessary) \_\_\_\_\_

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NUMBER

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NEW MEMBER

RENEWAL

STATE ASSOCIATION MEMBER

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Your dues support the many NRPA programs and services that are designed to expand the park, recreation and leisure movement. These include subscriptions to NRPA publications: Parks & Recreation magazine —\$18.00. Therapeutic Recreation Journal \$6.00. Your membership category determines which of these publications you receive.

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- American Indian  White  Male  
 Asian  Hispanic  Female  
 Black  Other

This information will assist NRPA to develop a profile of our membership.

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Professional (Based on salary)

Annual Salary	Annual Dues
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<input type="checkbox"/> 15,000 - 19,999	65.00
<input type="checkbox"/> 20,000 - 29,999	90.00
<input type="checkbox"/> 30,000 - 39,999	130.00
<input type="checkbox"/> 40,000 - 49,999	160.00
<input type="checkbox"/> 50,000 and over	215.00
• Retired Professional	45.00
• Student (SB is primary affiliation)	30.00
• Associate (Limited to those not employed in field)	50.00
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- \_\_\_\_\_ American Park and Recreation Society (APRS)  
 \_\_\_\_\_ Armed Forces Recreation Society (AFRS)  
 \_\_\_\_\_ Citizen and/or Board Member (CBM)  
 \_\_\_\_\_ Commercial Recreation and Tourism Section (CRTS)  
 \_\_\_\_\_ Leisure and Aging Section (LAS)  
 \_\_\_\_\_ National Aquatic Section (NAS)  
 \_\_\_\_\_ National Society for Park Resources (NSPR)  
 \_\_\_\_\_ National Therapeutic Recreation Society (NTRS)  
*(Therapeutic Recreation Journal included in Professional Membership Services.)*  
 \_\_\_\_\_ Student Branch (SB)  
*(This branch is automatically the primary affiliation of NRPA student members. To be included in any other branch, student must pay for additional branch.)*  
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### Send Information On:

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