Those who couldn’t join us in Reno for the Fourteenth Annual Workshop and Conference missed a good program—and a good time! A fun time to say the least. Word was, lots of people couldn’t make it because of budget backlash and a few others were absent due to agency concerns and/or policies regarding travel to such sinful places as Nevada has to offer. Whatever. One thing I’ve noticed in attending these things around the country—whether our own conference or the N.R.P.A Congress or IACP, or whatever—is this: The people who are going there to screw off are going to do just that, no matter the location. And for the skeptics out there, our smaller-than-usual conference in Reno, Nevada, had almost perfect attendance for every session. The presenters were excellent: the theme timely and appropriate to the area. The interest demonstrated by the workshop attendees convinced me once again, of our collective seriousness of purpose.

Possibly the most exciting thing to come out of the March Board meeting was approval to work toward a professional certification program within the N.R.P.A framework, similar to the present CLP, CTRS, and others, but for enforcement people. In very preliminary conversations with some key N.R.P.A staff the idea has been well received, and we hope to have a proposal ready for N.R.P.A Executive Director Dean Tice by the time this issue of the Journal is off the press. Anyway, a pretty impressive committee to work on the project has been assembled but could always use more help—if you get my drift. Interested parties should write to Professional Development Committee Chair Dr. Bruce Wicks, whose address can be found in the list of Committees elsewhere in this issue.

We need help in another area, too. Since December we have been working with RKS Productions on a docudrama program idea—not the kind of tabloid television stuff you see on COPS or shows or that ilk, but more along the lines of what you might see on PBS—only about law enforcement in parks around the U.S. and Canada. Talks have gone well with TV execs, but now we need cases from which scripts can be developed. These people are more interested in the unusual, the educational (as in environmental, resource and wildlife), and the dramatic rather than producing just another crime-based cop show. The idea is to specifically promote what park law enforcement does—taking care of resources and folks. Anyway, we need cases from our members. This is by no means a “done deal”, but it won’t fly without factual material to work with. Please send cases, without names and whatever else you need to delete for Title 28 and state law conformity, to me. I will forward every case to RKS, with comment where appropriate.

Another item of interest to some is our ability to help members get published in Parks and Recreation Magazine. Of course, the material has to be timely and pertinent as well as meeting the magazine’s editorial guidelines, but PLEA has the resources to help member writers get their material in the hands of the appropriate people.

Our last item. State-affiliate associations are under development or newly organized in several states, among them, Kansas, New Mexico, Maryland, Oregon and Pennsylvania. These state P.L.E.A. affiliates will become more and more important as we move toward professional certification because it is presently the state recreation and park associations through which N.R.P.A operates the current program. Our people need to be plugged into that network. Otherwise, when this idea becomes a reality—and I believe it will—we don’t have the people in place to run our own show. For information, contact Roger Skarda, Chair, State Associations Development Committee.

It’s not that difficult to set up an association in most states, and we’ll give you all the help we possibly can, right down to model bylaws and a step-by-step procedure on how to do it. And if we were still in Nevada, I’d bet money that your state recreation and park association will welcome the idea with open arms.
# PARK LAW ENFORCEMENT ASSOCIATION

## P.L.E.A. OFFICERS

<table>
<thead>
<tr>
<th>Role</th>
<th>Name</th>
<th>Address/Location</th>
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<tbody>
<tr>
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<td>Ralph D. Hays, Chief Ranger</td>
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<td>913/631-1164</td>
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## BOARD OF DIRECTORS

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<tr>
<th>Name</th>
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<tr>
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## REGIONAL REPRESENTATIVES

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<tr>
<th>Region</th>
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<tr>
<td>Cmdr. Newell S. Rand</td>
<td>Vacant</td>
<td>Vacant</td>
<td>Stephen W. Thomas</td>
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<tr>
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<td>National Capital</td>
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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.
BOOKS

Archeological Resource Protection
By Sherry Hutt, Elwood W. Jones & Martin E. McAllister
The Preservation Press, 1992
Price: $19.95 paperback

Whether they are unique 11,000-year-old spear points, seemingly common flakes of debris from stone toolmaking in the prehistoric past, or the remains of 19th-century African slave quarters in the southern United States, archeological artifacts provide a record, which otherwise might not exist, of the everyday aspects of people's lives. When archeological sites are damaged by unauthorized excavation and removal of artifacts, we lose important opportunities to learn about and appreciate our human heritage.

Archeological Resource Protection is a guide to legal tools in the United States that protect archeological materials on federal and Indian lands. An attorney, an archeologist, and a law enforcement officer discuss the Archeological Resource Protection Act of 1979 and its uses for an audience of law enforcement agents, land managers, archeologists, and others who want to protect our archeological resources. The book is divided into six main sections. The first is an overview of the archeological resource protection problem in the United States, including vandalism and looting. Following is a section on ARPA, with a detailed discussion of the criminal and civil prosecution provisions of the law. The remainder of the book discusses step-by-step the process of investigating and prosecuting and archeological crime.

Simple and easy-to-use, Archeological Resource Protection is a guidebook for both the lay person and professional that should be at hand for immediate use.

ABOUT THE AUTHORS
Sherry Hutt, Superior Court Judge, State of Arizona, Elwood W. Jones, Senior Instructor, Federal Law Enforcement Training Center, and Martin E. McAllister, a consulting archeologist formerly employed by the U.S.D.A. Forest Service, have all handled ARPA cases and have been active in teaching the need to protect our archeological resources.

Emergency Call Boxes
By: Dave Lydick

Since July 1988, visitors using the American River Parkway in Sacramento County have had help a little closer thanks to the addition of solar powered cellular call boxes.

As with many parks, the lack of nearby available telephone lines was a limiting factor in having telephones in the parks. The twenty three mile long bicycle trail along the American River provided unique problems for people needing to report crimes, accidents, or fires when they not only didn't know where the nearest phone was but also didn't know where they were.

In July 1988, three solar powered cellular call boxes were installed along the bike trail at locations that the Sacramento County Parks Department determined would be of greatest value while also factoring in the likelihood of vandalism and the availability of existing telephones outside the park. Funding for the operation of the phones was obtained from the American River Parkway Foundation for a trial period. An additional four phones were added approximately one year later and 15 more phones were recently installed with the Sacramento Municipal Utility District donating the funding for them as part of a program to study and promote photovoltaic cells.

We believe the call boxes have been successful but there are problems that arise with their installation. Programming 911 into the telephone would have been the easiest, (and cheapest, 911 calls are free), but 911 cellular calls go to the C.H.P. dispatch and they would not have been the correct agency to receive the calls. We used the Sacramento P.D. and the Sacramento Sheriffs Dept. dispatch centers and have the calls go into a dedicated line. Calls where people activate the phone but don't say anything are time consuming to check out and these probably account for fifty percent of the use. The phones are somewhat expensive to purchase ($3,320 each) and there is a monthly service charge plus a charge per call.

We have had very little vandalism problem (one stolen handset and a couple of signs), and this is probably due to the fact that the phones are built very sturdily. The phones we used were purchased from G.T.E. Cellular Communications. The batteries can last twenty days without a charge but even on overcast days the photovoltaic panel provides electricity.

Overall the installation of these phones have been a success. Many accident and crime victims have been glad that there was an emergency phone nearby and response time to these events have been shortened. If you would like additional information on cellular call boxes we would be happy to share our experiences. You can contact Dave Lydick, Tom Hofsommer, or Gary Kukkola at (916) 366-2072.
NOTE: ALL SWORN POLICE OFFICERS ARE CERTIFIED BY THE WISCONSIN LAW ENFORCEMENT TRAINING AND STANDARDS BOARD. THEY MUST ALSO ATTEND 40 HOURS OF RECERTIFICATION TRAINING EACH YEAR.

Although the State Fair Park Police Department is somewhat unorthodox in its composition, it share the goals and concerns of more Traditional Law Enforcement Agencies. Its Emphasis on Professionalism and Effectiveness has produced a staff which is fully competent to respond to the growing complexities of law enforcement.....

TAKEN FROM THE WEST ALLIS ENTERPRISE, WEST ALLIS, WISC.

*******FRIDAY, AUGUST 23RD, 1907*********

STATE FAIR POLICE
Grant U. Fisher to Organize a Force of 100.

Grant U. Fisher of Janesville has been appointed to look after the safety of life and limb and property on the State Fair Ground during the 1907 State Fair. He will organize a Police Force in connection with the men given the State Board of Agriculture by the Sheriff and the Chief of Police.

Mr. Fisher is engaged in organizing his Public Safety Department in addition to placing the ground in shape for the reception of the great crowds and the enormous collection of valuable exhibits in eighteen departments.

"During the last Fair" said Mr. Fisher last night, "There was over $3,000,000.00 worth of live stock, farm machinery, and other exhibits in the custody of the State Board of Agriculture. Exhibitors are entitled to all the protection that the State can afford, and the Board deems it necessary to take steps to control everything that enters through the gates to this end".

Experienced Police will be placed in every building and on the various streets of the reservation, at the gates, both inside and outside the grounds. There will be two shifts. I expect to have on my staff about 100 men. There will be a central station to which all reports or losses and accidents will be reported. Lost children will be brought there, and lost articles will be turned over to a custodian located there, for safe keeping until the owner claims the article.

"The Board has provided a lock-up, and I want to see the Culpit that can get away from us. Every infraction of the law will be punished, and all property will be protected.....

THE ZOO
By: Karen Dean
Dispatcher - Cuyahoga Falls, Ohio

Public Safety dispatchers encounter a wide variety of personalities on the job. What follows is just a sampling of various officers’ individual character traits. Any similarity to any living person is coincidental. Every dispatcher will recognize them.

"The Brat" - Spoiled since childhood, he still sulks when he doesn’t get his way. An argument at home produces biting sarcasm and hostility over the air. I’ve seriously considered starting a flower fund and sending his wife a dozen roses every week in his name, just to improve his domestic life.

"The Hot Dog" - He’s always where the action is, thrives on challenges, has the quickest reflexes, and brags about all of the above.

"The Story Teller" - He can make a parking complaint call funnier than David Letterman’s monologue. He does impressions of everyone on the department, and can do every accent in the country. He was telling war stories after two days on the job.

"The Screamer" - You would think he was under fire and just took two rounds in the chest when he signs off for lunch. They should put rookie dispatchers on his shift and call it “dealing with hysteria” training.

"The Mouth" - He loves to hear himself talk, so he spends most of his time expounding on the radio. He advises you of weather conditions, traffic conditions, potential hazards and clears every call with a dissertation on how brilliantly he handled it. I’ve sent a tape and his application to every radio and TV station in the area.

"Hen-pecked" - His wife calls to report a crisis at home five or six times a shift. Usually it’s something earth shattering - like the gas bill arrived.

"The Rookie" - Every department has one. He’s just so gosh-darned glad to be there. You can tell by the perpetual grin on his face. His uniform is crisp and new, the leather shines, and he actually WEARS his hat.

"The Nit-picker" - He has twenty years on the job, most of which were spent studying for promotional exams. He can recite the rules and regs in his sleep. He specializes in the more important aspects of police work; who’s wasting paper clips, who left the bathroom light on, and who took three extra minutes for lunch. When he retires, the school board will make him chief hall monitor.

"The Whiner" - He holds the dispatcher directly responsible for any emergency calls that occur at his lunch time. He stops in every shift to point out why someone else should have handled his calls. He gets A LOT of calls when I’M working.

Two things should be noted here. First, all cops don’t fit into these categories. Most are normal, well-adjusted people like you and me. Second, an envelope has been mailed to an undisclosed person, to be opened in the event of my sudden demise.
Specifically, Trantham asserted that "the void-for-vagueness doctrine requires that a penal statute define the criminal offense with sufficient definiteness that ordinary people can understand what conduct is prohibited and in a manner that does not encourage arbitrary and discriminatory enforcement." As characterized by the appeals court, Trantham maintained that a "statute that makes no distinction between harmful and innocent conduct is void for overbreadth.

Trantham submits that in order to be constitutional, the present ordinance would have to articulate some overt conduct which would be sufficient to provide law enforcement with probable cause to believe that defendants were lingering ("loitering") with the specific intent to commit a crime." He argues that the absence of such standard renders section 63.44 (B)(14) impermissibly vague for the reason that this deficiency encourages arbitrary "simply lingering 'loitering', alone, is not and cannot be made a crime," and thus, section 63.44 (B)(14) is overbroad to the extent it criminalizes such innocent conduct.

"In addition to the notice component of the void-for-vagueness doctrine," the appeals court acknowledged that "its more important element has been recognized as its requirement for minimal guidelines to govern law enforcement in order to discourage arbitrary and discriminatory enforcement of the law."

Antiloitering statues represent an arena for conflict between healthy antipathy to the "roust", or arrest on suspicion, on the one hand, and legitimate interests in crime prevention, on the other. Security against arbitrary police intrusion is basic to a free society.

Thus, arrests on mere suspicion offend our constitutional notions. Frequently they amount to arrest for status or condition instead of unlawful conduct. Most of the provisions of the now repealed vagrancy statute (former Pen.Code, ss 647) were concerned with status rather than conduct.

At the opposite side of the scale is the view that law enforcement officers need not wring their hands in constitutional frustration while nighttime prowlers and potential thieves and rapists skulk through our neighborhoods. The usual accommodation between these warring notions is the concept of "reasonable cause," that is, an officer may properly inquire, search and sometimes arrest if he has reasonable cause to believe that a crime has been committed.

According to the appeals court, "[t]he constitutional standard to be applied when an ordinance such as this
is attacked as unduly restrictive of personal rights is one of "reasonableness."

The rule is too well established to warrant citation of authority that a municipality, under its inherent police power, may enact legislation which may interfere with the personal liberties of its citizens and impose penalties for the violation thereof where the general welfare, public health and safety demand such enactment; but this rule is always subject to the rule of reasonableness in relation to the objects to be attained. The question then is whether the ordinance in question was reasonable, in view of the needs of the state, with reasonableness being roughly measured by the gravity of the evil to be corrected and the importance of the right invaded. Expressed another way, the measure so adopted must have some relation to the ends thus specified. [In determining this relationship, courts have applied] the following test: (1) Is there an evil? (2) Do the means selected to curb the evil have a real and substantial relation to the result sought? (3) If the answer to the first two inquiries is yes, do the means availed of unduly infringe or oppress fundamental rights of those whose activities or conduct is curbed?

Applying this reasoning to the facts of the case, the appeals court found "[t]he basic fallacy of defendant's position is his myopic focus upon the word "loiter," which has led him to misconstrue the purpose and nature of section 63.44(B)(14)." In the opinion of the appeals court, the challenged ordinance was "simply a park closure law."

From our review of section 63.44, entitled "Regulations Affecting Park and Recreation Areas," we conclude that it is regulatory in nature, rather than criminal, and that the purpose of its numerous subdivisions and subsections is to restrict and regulate the use of public parks and recreational areas under its purview in order to confine such usage to activities compatible with the natural resources of such places, otherwise to conserve those places in their pristine state, and to promote public health, safety and welfare in the usage of those parks and recreational areas. We further conclude that section 63.44(B)(14), a park closure regulation, was enacted to further those legislative purposes...

Ordinarily, a park is a pleasure ground set apart for the recreation of the public, to promote its health and enjoyment. It is beyond dispute that a local entity has exclusive jurisdiction over the management and control of its park and may enact and enforce such regulations and rules that are necessary or appropriate to promote park purposes and to ensure the public's health, safety and welfare in the usage of its parks...

All those who would resort to the parks must abide by otherwise valid rules for their use, just as they must obey traffic laws, sanitation regulations, and laws to preserve the public peace. This is no more than a reaffirmation that reasonable time, place, and manner restrictions are constitutionally acceptable....[T]here is a substantial government interest in conserving park property, an interest that is plainly served by, and requires for its implementation, measures...that are designed to limit the wear and tear on park properties.

Accordingly, under the circumstances of this case, the appeals court found that "the park closure regulation embodied in section 63.44(B)(14) is no more and no less than simply a time, place and manner restrictions upon the usage of the public parks and recreation areas under its ambit." Further, the appeals court found that "the means used, i.e., to prohibit any person from entering, remaining, staying, or loitering in any park during the specified time frame, to implement the parks' closure has a 'real and substantial relation to the result sought.'"

The closure of the parks for the late night hours delineated in section 63.44(B)(14) serves a substantial and legitimate governmental interest in limiting wear and tear on park properties "in order to further the goal of conserving park property." More importantly, the intent and purpose of section 63.44(B)(14) is clearly to establish a reasonable closing time for public parks in the interest of public safety and welfare. We observe that the closure of public parks during the late night hours also serves incidentally to deter those who would cloak themselves in dark of night to vandalize the parks or commit other acts of malicious mischief.

The appeals court further rejected Trantham's contention that "the City of Los Angeles is depriving him of his right to liberty...[ under the federal and state constitutions because] section 63.44(B) (14) is not defined with the requisite specificity to place a person on notice as to what conduct is prohibited and encourages arbitrary law enforcement.

{T}he right of the city to exclude the public from designated areas at designated times cannot be seriously questioned so long as the restriction is as narrowly defined as it is in the ordinance in question....[vz,] its restrictions are sufficiently narrow so that under no reasonable construction or application should the ordinance itself be dominated unconstitutional. The ordinance carefully defines the area that is restricted and the hours of the curfew. It also provides for appropriate notice. It applies to all persons and cannot be condemned as selective or discriminatory. Unlike [an unconstitutionally overboard ordinance] which broadly restricted the use of any street, alley, or public place, the ordinance in question carefully delimits the curfew to a small, localized area.

[T]he interests of safety and public welfare are sufficient objectives to warrant closing public parks during the...nighttime period. We believe that the deprivation of defendant's uncontrolled liberty, by limiting his absolute use of the park, is minimal compared to the desirable public safety and welfare objectives served by this ordinance...[G]enerally speaking, late night park closure regulations pass constitutional muster as valid exercises of municipal power to restrict the use of a municipality's public facilities regarding reasonable time, place and manner limitations.
Further, the appeals court found that the challenged section’s “proscription against anyone entering, remaining, staying, or loitering in any park during the late night hours in question is not void for vagueness or overbreadth.”

No overbreadth problem arises since the regulation does not possibly encompass innocent as well as criminal conduct inasmuch as its proscription against anyone going into or being in a park for any length of time during the specified time period applies across the board, which means that it is of no legal consequence if a person enters or is in the park for an innocent or criminal purpose. Moreover, no vagueness problem arises for the reasons that the regulation places a person on notice as to precisely what conduct is proscribed and the proscription itself leaves no room for the exercise of discretion by law enforcement officers as to the propriety of any particular person’s presence in the park....

Closure of a park for a specified time period means that the public in general is barred from the use of the park for the duration of such closure. In effect, it is the same as limiting the public’s right to use a library or other public facility to the hours the facility is open to the public. There is no rational reason for differentiating parks from other facilities in that regard, except that parks may be used overnight for camping, which includes sleeping. Nonetheless, no one can seriously assert that a municipality cannot enact a regulation closing down its parks during the late night hours to conserve wear and tear upon those parks or that overnight camping is a fundamental right.

The appeals court further rejected Trantham’s contention that “in order for the park closure regulation at issue to be valid it must afford ‘actual’ notice, i.e., sufficiently illuminated signs announcing the park’s closure for the specified late night hours at every entrance and path in the park.”

Trantham has confused the notice component of due process, a constitutional mandate, with the preferred practice of placing signs at strategic points to inform persons as to what is prohibited. The “actual” notice mandated by due process is that “a penal statute define with sufficient definiteness that ordinary people can understand what conduct is prohibited.” From the maxim of jurisprudence that everyone is presumed to know the law arises the postulate that ignorance of the law is no defense to its violation. Accordingly, lack of actual knowledge of the provisions of section 63.44(B)(14) is of no legal significance, the pivotal inquiry being “whether the defendant was aware that he was engaging in the conduct proscribed by that section.”

The appeals court, therefore, affirmed the judgment of the trial court against Trantham.

Dr. Kozlowski is an attorney and counsel to the N.R.P.A Public Policy Division.

**BOOKS**

**Effective Physical Security**

by Lawrence J. Fennelly


Explains the design, equipment, and operation of an effective physical security system. These 13 papers present the latest information on environmental design, use of locks, security lighting, and guard force operations. Topics covered include working with architects, conducting a security survey, and selecting and using safes and vaults. The book also gives information on alarm systems, closed-circuit television, access control, and personal identification strategies.

Crime prevention and loss prevention are closely allied fields differing primarily in their forms of management and sources of authority. A crime prevention officer is a public servant who possesses police powers. A loss prevention manager or security director works in the private sector and receives whatever authority he possesses from his employer, but he is not granted the powers of a public law enforcement officer. The job descriptions of these two positions however, are quite similar and the skills required are identical. Prevention is the focus in both cases. The crime prevention officer and the loss prevention manager are expected to assess crime vulnerability—no matter whether it is of a residential area, small business, college campus, hospital, or a corporation—and recommend cost effective security measures. Security problems are common to both public and private sector and so, too, are solutions.

Vulnerability assessment and target hardening encompass very important components of the crime and loss prevention field. For this reason, this book is devoted to security design, equipment, and operations. Effective Physical Security encompasses the latest technology in physical security, including information on environmental design, use of locks, security lighting, and guard force operations. The 13 chapters in the book were culled from an earlier Butterworth publication, Handbook of Loss Prevention and Crime Prevention, Second edition. This practical, pared-down volume will better serve crime prevention and loss prevention practitioners as well as students of police science.
Two Juveniles Fined in Graffiti Incident

In late April 1992, a group of faculty and staff members from a university in Utah and a college in Idaho were hiking in Horseshoe Canyon in Canyonlands National Park. During the hike, a faculty member's two juvenile sons inflicted graffiti in nine separate instances, with charcoal and scratched inscriptions, on a world-class rock art site. The Alcove Site is listed on the National Register of Historic Places for its scientific and cultural significance, but even more importantly it is believed that it may have sacred significance to the Hopi, Zuni, and other Puebloan people. The father was aware of and observed his sons' behavior, yet did not intervene even after some conscientious hikers, who were unassociated with the group, confronted the two juveniles and the father about their destructive behavior.

According to the plea agreement prepared by the U.S. Attorney's Office for the District of Utah, the two juveniles pleaded guilty to a total of nine counts of violating 36 CFR Part 2.1, Injuring and Defacing Archeological Resources within a National Park. The older boy, who was charged with six counts and who caused most of the damage, was fined $600, and the younger boy, who was charged with three counts was fined $300. In addition, the father of the two boys agreed to pay a civil penalty under the Archaeological Resources Protection Act in the amount of $1,364.61 in restitution, as this was the cost the park incurred in assessing the damage and in doing conservation work to restore the site. The conservators were unable to fully restore the site to its pre-graffiti condition.

Looter Turned in By Two Hunters

In the fall of 1990, a Jemez Springs, New Mexico, man looting a prehistoric ruin on Federal land managed by the U.S. Forest Service near Vallecitos, New Mexico, was spotted by a local hunting guide and his client, who told authorities. When confronted, the looter turned over the artifacts he had taken, including four bowls, each about 8 inches in diameter, portions of three jars, several grinding stones, and other unassociated shards. The U.S. Forest Service archeologist involved in the case said that many of the artifacts "the man had glued together himself. He was not selling things, but taking them for his own enjoyment."

In March, 1992, the looter pleaded guilty to one count of violating the Archeological Resources Protection Act of 1979. He was sentenced to 2 years probation, 1 month of home detention, 100 hours of community service, $3,742.58 in restitution, and a $500 fine. This was the first such conviction in that area since 1987.
Rangers Keep on Top of Area Parks
by: Leonore C. Schuetz

"We rangers don't just go out in a truck, spin our wheels all day and see nothing," asserts Don Watstein, Senior Park Ranger for the Rancho Simi Recreation and Park District. Indeed, Watstein and two other full time park rangers are responsible for making over two hundred arrests over the last five years. The general public may not be aware that park rangers are peace officers. Within the parks and during park district activities, rangers have the same authority as the police. Rangers issue warnings, citations, and make arrests.

Six years ago, I took my 5-year-old daughter to Rancho Simi Park for a picnic lunch. Idly, I watched a small group of rather scruffy looking people. They congregated under the huge trees located near Royal Avenue. Individuals approached the group and would soon walk away. Comprehension dawned when I realized they were openly selling drugs. I felt sick inside. Would Simi Valley's parks become unfit for children?

RSRPD's board of directors and staff were aware of the drug dealing and were also concerned about increased vandalism, including graffiti. They decided to hire park rangers with law enforcement backgrounds to help combat the mushrooming problems.

Watstein says the park rangers are all graduates of the Los Angeles Police Academy, with seventy years of law enforcement employment between them and has a California State Standard Teaching Credential.

Why the teaching credential? Because it has been demonstrated in the streets and in the parks that juvenile offenders and adults respond better to officers and rangers who communicate with a primarily educational approach rather than with an adversarial or punitive stance. Logically, this creates a calmer confrontation and reduces incidents of violence. Other welcome results of this more peaceful tactic are less vandalism and graffiti.

Watstein's extensive training includes courses with the U.S. Treasury Department on "Juvenile Procedures and Policies" and he was just selected to go to Michigan State University's 1993 "Park and Recreation Law Enforcement Institute Course." He regularly attends children and youth services seminars (some of the classes are on his own time). In addition, Watstein belongs to the National and the California Park Rangers Associations.

He was elected to the board of directors of the Southern California Association. The rangers are also certified in Basic Life Support, CPR, First Aid, and pre-emergency medical training.

As the senior supervisor of the rangers, Watstein's day typically begins with gathering his messages from the front office and phoning the maintenance crew leaders for any reports of vandalism. He checks his calendar for special events at the parks during the evening hours. Next, he does hop into that truck usually associated with rangers and patrols 2,319 acres of park and public open space in Simi Valley and Agoura.

The truck is not armed with a rifle but it does have a police baton, a cellular phone, sheriff, police and park district radios, a beeper, a loud speaker and flashing light bar, a rattlesnake rod, gloves, broom, shovels, dust pan, hard hat, rope, orange vest and trash bags.

Among the rangers' mundane duties are sweeping up glass, picking up trash and eradicating graffiti. They have an arsenal of chemicals and paint to use on spray paint blight. Rather than feel strictly bored, humbled or annoyed by these tasks, Watstein conveys a sense of pride. These activities reduce accidents, save taxpayer dollars and help beautify Simi Valley and Agoura.

Watstein and the other rangers try to work with the different ethnic groups and gangs that frequent some of the parks. The rangers point out that RSRPD maintains facilities which they enjoy, such as the basketball courts; therefore, the youths should keep our parks in good condition.

The parks are closed at 10 p.m. The rangers secure the rest rooms, other buildings and the tennis courts. The homeless aren't just kicked out; the rangers educate them about the PADS program and other agencies.

Rangers also help set up booths for the Craft Fairs and the Halloween Carnival, supervise Club No Dances and the Easter Egg hunts, return valuables found in the parks, rescue ducks, protect wildlife and establish and maintain hiking trails. They keep a supply of "Junior Ranger" buttons in their pockets. When youngsters are discovered feeding ducks, picking up trash, they are rewarded with a button and the praise from the ranger.

Watstein says, "Our taking the little bit of time, giving that simple recognition to a child, invests in the future of the parks. This fosters early respect for the parks creating adults who understand why parks are important."

During his five years working for RSRPD, Watstein has been involved in at least two extra ordinary events, which caught media attention and garnered his special recognition. The first, March of 1989, was when he stopped a youth from shooting a gun in Chumash Park. The youth stepped off the trail and onto a rattlesnake. They youth almost died from the bite and spent a week in intensive care. Watstein's first attempts and actions were credited for saving the young man's life.

The second event happened October 1989, when Watstein helped the police capture four armed robbery suspects fleeing a stolen car. Watstein heard a description of the vehicle over the police radio, spotted it and helped direct the police to the proper streets and freeway points, which aided them in cutting off the vehicle's escape route.

Watstein says the Simi Valley police and the Ventura County Sheriff's Department appreciate the park rangers. The rangers serve as extra eyes and ears with the armed patrols. He takes pride in his job because the ranger presence, skills and day to day work contributes to reducing crime and to beautifying Simi Valley and Agoura.
Defacement of Rock Art/Pictographs Closes Park

The following has been abstracted from two articles, "Hueco Fiasco" and "Heuco Tanks: When Climbers Aren't the Problem," published in Rock & Ice, January/February 1993, no. 53.

On November 11, 1992, Hueco Tanks State Park, near El Paso, Texas, was temporarily closed to all visitor use due to chronic defacement of rock art located at various sites throughout the park. A meeting was held between the El Paso Climbers Club (EPCC), Sierra Club, Audubon Society, Greater El Paso Heritage Society, and the Texas Parks and Wildlife Division (TPWD). Following this meeting a public hearing held November 17 was attended by more than 250 people. Also involved were the Tigua Indians, who are trying to gain legal ownership of Heuco Tanks by challenging the State of Texas' competence to protect the park's historic resources.

As a State Historical Park, the mission of Hueco Tank is to protect and interpret Native American antiquities, EPCC has been trying to establish a working relationship with the Tiguas in the event the park is turned over to them. Meanwhile EPCC has submitted a management plan that limits access to foot traffic only (handicapped exception), relocation of picnic and parking areas, charging backcountry users a yearly $25 conservation pass fee, searching all carry-in belongings for alcohol and spray paint, and mandatory attendance at a backcountry orientation presentation. The park was re-opened on November 24 under a new plan that calls for several new restrictions in addition to the regulations submitted by EPCC.

Rock Climbers are working to improve relations with park management in other ways by increasing local climber activism, developing a bolting-by-permit only system, and by their own concerted efforts to avoid damage to rock art. According to Rock & Ice the key is to "preserving access (for climbers) is awareness and self-restraint. Awareness means thinking and acting like a steward, rather than merely as a user, and in monitoring the activities of others."

Safety Reminder

The following appeared as a short article in Time Magazine. It is a good reminder to law enforcement personnel to follow methods that they are trained to use:

NICE GUYS FINISH DEAD

So much for all those myths that policemen who die in the line of duty are typically macho hot dogs who take too many risks. A new FBI study has determined that most of the 762 U.S. law enforcement officers killed by suspects in the past decade were especially decent people who let their guard down. In interviews with 50 cop killers, says the FBI forensic psychologist Anthony Pinizzotto, the agency heard again and again that the victims provided an opening when they took it easy on the suspect. To spare one collar the discomfort of being handcuffed behind his back, for example, a policeman cuffed him in front and let him ride in the patrol-car passenger seat; the suspect grabbed the officer's gun and killed him. Female officers reportedly were tougher on body searches -- and it paid off. Policemen reluctant to conduct thorough body searches of other men were killed by criminals who concealed weapons in their pants.

APPOINTMENTS

R. J. Steele, Editor of PLEA and an Assistant Professor in the Department of Recreation and Leisure Services at Springfield College, has been appointed to serve a two year term on the International Association of Chiefs of Police Environmental Crimes Committee. Art Gill, Past-President of P.L.E.A. and Supervisor of Rangers for the Lake County (IL) Forest Preserve District is currently serving on this committee. This is but another example of P.L.E.A.'s commitment of service to the park and natural resources law enforcement community nationwide. If R.J. or Art can assist any member or if you wish to provide input please feel free to contact them so they can communicate your needs to this committee.

FLARE GUNS

The U.S. Coast Guard and Drug Enforcement Administration caution law enforcement personnel to be aware of a stainless steel tube that can transform an ordinary flare gun into a lethal-and illegal-handgun. The conversion tube, which is advertised in some boating magazines, loads into the wide barrel of a conventional flare gun. With this type of insert in place, the gun is capable of firing either a .410 or .45 shell. As the advertisements make clear, the conversion is intended to circumvent the stringent firearm control regulations in many foreign and American ports by allowing boat owners to retain concealed firepower by surrendering conventional weapons to authorities.
New FS/BLM Study on Pothunting

The U.S. Forest Service (FS) along with the Bureau of Land Management (BLM) recently published Report No. 13 in the Cultural Resources Management Series entitled, Pothunting in Central Arizona: The Perry Mesa Archeological Site Vandalism Study. This report had its genesis in a symposium held at the Grand Canyon, in May 1988, co-sponsored by the FS Southwestern Region and the Rocky Mountain Forest and Range Experiment Station, to identify and prioritize research needs relative to cultural resources management in the Southwest. One of the most urgent research topics identified by the group was the development of effective strategies of site protection and stabilization. The following year the Southwest Region funded a pilot study at Perry Mesa, which seemed to offer the best criteria for study and allowed FS to cooperate in the study with BLM.

The research design of the study involved a five-step program addressing: (1) the current status of site condition and pothunting activity in the Perry Mesa locality; (2) the history of archeological site vandalism in the study area; (3) patterns that may be perceived in the spatial and temporal distribution of morphological site types within the study area, and how these relate to site vandalism; (4) what makes some sites more vulnerable to vandalism than others; and (5) past protective measures for archeological sites within the study area and a future monitoring plan that could be implemented to ensure protection of these non-renewable cultural resources.

Work on these steps included: library and archival research on previous studies on inventoried sites in the study area and on measures that had been taken to protect these sites; an oral history study that included interviews with a variety of individuals familiar with the study area; analysis of data collected in the field; and evaluation of steps that were taken in the past of might be taken in the future to protect sites in the study area.

The Pothunting in Central Arizona report consists of an overview of the study area, a discussion of the problem of site vandalism as reflected in legislation, the conclusions of the oral history part of the study, and discussions of archeological methods, factors that contribute to susceptibility to vandalism, the history of vandalism at Perry Mesa, and the future of Perry Mesa as a research site, plus recommendations for improving site protection. A result of this study had been the establishment of the first FS Cultural Resources Research Work Unit. It is to based in Albuquerque, New Mexico, and is proposed to be fully operational by the end of FY 1993.
PROFILE:

Wisconsin State Fair Park Police Department Organization

The Wisconsin State Fair Park was created by Statute as a self-supporting agency receiving no funds or tax money. The Fair Park is governed by The State Fair Park Board, which is a policy making board appointed by and serving at the pleasure of the Governor.

The Park is a multi-purpose, year round operation which serves more than one-and-a-half million visitors each year. Approximately 50% of these patrons visit the park during the Wisconsin State Fair, which is but one of more than 113 events held annually. The remaining visitors attend a wide range of events throughout the year. These events are held during the week, as well as on weekends. Last year (1992), the park had a total of 918 event days. (Event days are the days individual events are held. If five different events are held on the same day, this is computed as five event days.) Attendance at these non-fair events runs from 50 persons or less for business meetings to over 25,000 for major racing events. In addition to holding individual events, the department polices the Olympic Ice Rink (operated by the D.N.R.) open November through February, a Hockey Arena, open 48 weeks of the year, and a Recreational Vehicle Park, open from April through October.

Consistent with the Legislative intent that the Park be self-supporting, the Wisconsin Statutes Require the Board to provide its own Enforcement Bureau.

Wisc. Stat. Sec. 93.24(1) (b) provides:

The Board shall exercise Police Supervision over the State Fair Park, and its Duly Appointed Agents or Representatives may Arrest, WITH OR WITHOUT WARRANT, any person within such park area, committing an offense against the Laws of the State or the Rules of the Board, and deliver such person to a Proper Court in the Country, and execute a complaint, charging such a person with the Offense Committed.

Thus created, the Wisconsin State Fair Park Police Department provides a full range of Police Services on behalf of the Board. The department is unique in that it must be structured to provide varying degrees of Police Service to patrons and exhibitors during irregular but predictable periods. The department functions almost entirely with part-time officers performing Police services under the direction of the Chief of Police, who is assisted by a staff of only four (4) full-time officers. The department is command structured and attempts to provide a viable span of control at each level. As the department is unique in the proportion of part-time to full-time officers, it is necessary to fill most supervisory positions with part-time personnel. The State Fair Park Police Department works twenty-one (21) shifts per week, fifty-two (52) weeks per year. At present, the four (4) full-time officers are scheduled to work each one on the 8:00 a.m. to 4:00 p.m. shift, 4:00 p.m. to 12:00 midnight, and the 12:00 midnight to 8:00 a.m. shift. The fourth officer works to fill in for the other three on their off days. In addition to their routine patrol duties, full-time officers must provide training, supervision, organization, and scheduling for the many non-fair events, along with performing administration duties associated with the maintenance of the Police Department. Each year they must organize a staff of more than 115 Police Officers for the State Fair, as well as an additional 200 civilian employees.

During 1992, part time officers were employed during 328 of the 365 days in the year, working in excess of 26,000 hour during that period. At its peak during the Wisconsin State Fair, the department employs approximately 115 Sworn Officers, 80 blue shirt Security Officers, and some classified according to the following categories:

1. Full Time; A Chief of Police, a Captain, a Lieutenant, a Sergeant, and a Police Officer II.
2. L.T.E. Duty Officers; These 28 part-time officers rank from P.O. II to Captain, and are certified by the Law Enforcement Training and Standards Board. They work regular shifts, replacing full-time officers on their off days, vacation and sick leave. They also replace full-time officers assigned to administrative, investigative or training duties.
3. L.T.E. Event Officers; These are an additional 30 part-time officers who join with the duty officers to work events. They range in rank from P.O. I. to P.O. II.
4. L.T.E. Civilians; A combined total of 50 civilian Security Officers and Parking Attendants are used throughout the year for activities which do not require Police.

The above four classes comprise the core of the department for the State Fair and provide year round services to the Park as a required under Wisc. Stat. Sec. 93.24 (1)(b).

5. L.T.E. Fair Officers; 50 additional part-time officers are employed during the annual State Fair, and for major races and events such as rock concerts. This group includes many officers form other Police and Sheriffs Departments. They range in rank from P.O. I. to Detective Captain. This class includes most of the officers of the Detective Bureau and our Mounted Patrol Division.

6. L.T.E. Fair Civilians; Another 150 civilians are assigned as blue shirt Security Officers, Parking Attendant, Nurses, EMTs, campground attendants, and clerical.
Anyway, I was convinced early that crime does not pay.

But it is apparent by the number of people you see bending game regulations and such that an awful lot of mothers did not own brooms. If they did, they did not have the stick handling ability of my mom.

Enforcement officers are upgrading their tactics with many modern and scientific approaches. Now if they add a sawed off broom to their holster the bad guys are gone.

Scofflaws are often very inventive, actually ingenious and you have to wonder how they'd do if they put their effort to good means.

Sad to say, some law breakers are almost to be admired.

Like the guy who wanted to fish four rods when the law stated two per person.

The warden on the shore thought that one of the fishermen in the boat that was barely visible in the dark was very inactive.

He scanned them with his new infrared binoculars.

Yup.

He commandeered a boat to investigate and discovered one of the two fishermen was a stuffed dummy with two rods of its own.

Actually both were dummies as the judge leveled a hefty fine, but only one had to pay.

New York Environmental Conservation Officer Peter Brinkerhoff checked out two waterfowl hunters to make sure they were using steel shot and not lead.

They produced their steel shot shells and that was that, so they thought.

Nope.

Brinkerhoff pulled out a high intensity magnet, placed it against the shells and did not get the proper magnetic reaction from the shells.

The steel shot husks had been reloaded with lead.

Viola! A fine of one hundred bucks.

New York ECO Dan Sullivan was eating in a Buffalo (the city that is) restaurant when he saw “Florida alligator” as the menu special of the day.

His investigation led to a $3,000 fine each to the restaurant owner and his two suppliers for not having proper permits.

I like the arrest that resulted when a bow hunter in his tree stand spotted a law breaker below and called the game warden on the portable telephone he had with him in case his emergency work beeper malfunctioned. The arrest was made.
RESOURCE AND VISITOR PROTECTION:
APPROACHING THE 21ST CENTURY
IN A TIME OF CHANGE.

by R. J. Steele, Assistant Professor, Department of Recreation and Leisure Services, Springfield College, Springfield, MA.

and

Bill Runnoe, Programs Administrator, Oklahoma State Parks, Oklahoma City, OK.

INTRODUCTION

Historically, parks and natural resource areas were established to preserve varying segments of our natural resources while providing the public with access to these resources for a diversity of educational and recreational purposes. Today park and natural resource areas are visited by millions of users yearly. These areas provide an outlet from the pressures of modern society for users; a place where they can go to get away from the stresses, fears, and/or demands of everyday life, while preserving natural resources from a variety of threats.

In attempting to escape from modern life, many users either inadvertently or maliciously transfer deviant behaviors into park and natural resource settings. Deviant behavior and conflict ranges in form from socially unacceptable behavior to criminal activity. These behaviors have become a major problem for park and natural resource managers, are affecting the public’s use and enjoyment of our parks, and threaten the existence of many of our natural resource treasures.

Originally, park and natural resource management had a loosely defined responsibility to maintain reasonably safe and secure recreational areas and facilities and to protect the natural resources. In response to this loosely defined responsibility, a few agencies established a variety of approaches to provide minimal protection of natural resources and serve visitor needs. Deviant behavior and conflict ranges in form from socially unacceptable behavior to criminal activity. These behaviors have become a major problem for park and natural resource managers, are affecting the public’s use and enjoyment of our parks, and threaten the existence of many of our natural resource treasures.

As we approach the 21st Century, park and natural resource managers are faced with an additional challenge to their protection efforts. Beyond the courts’ orders to provide safe and secure park and natural resource areas, management is currently faced with severe and often drastic budget reductions dictated by the economic downturn that our country is facing.

So the question arises, how to provide levels of natural resource and visitor protection on the one hand which are acceptable to the courts and users while dealing with diminishing financial resources. This article begins to deal with these issues, suggesting many viable and tested operational approaches available to management. Many of the benefits are readily apparent, specifically reduction in program costs to the agencies. This article will address many of the added and often hidden benefits inherent to each program and will, more importantly address many of the hidden dangers which management often does not readily perceive.

CLOSURE

The first method of reducing risk and the costs of owning and operating park and natural resource areas, which often comes to mind, is area closure. Some managers (and often many politicians) consider that by closing park and natural resource areas, considerable savings can be realized. Closure simply does not return expected savings and can be extremely dangerous in terms of management and liability. The fallacy is that closure results in the elimination of operational costs and of risk. This simply does not happen.

* On the one side substantial investments in facilities require routine management and maintenance, otherwise deterioration destroys the investment involving substantial rehabilitation and replacement costs at a later date.

* Closure of popular areas is one of the fastest ways to commit professional and/or political suicide since the
public often will not accept closure and react negatively toward those individuals that they perceive to be responsible for the closure.

* Operational costs are often only marginally reduced since the investment must still be protected and closure does not necessarily keep the public out.

* Risk is often only marginally reduced since most areas cannot be completely closed to the public to the courts satisfaction and will continue to attract users regardless of signage and gates.

These combine to require a continued need for patrol, enforcement, management, supervision, maintenance, etc., e.g., continued operational costs and liability.

**USE RESTRICTIONS**

Two additional approaches to site management are limited closures and use restrictions. Limited closures may take the form of restricted operating hours and/or closure of limited areas to public use. For example, areas which are prone to drug and alcohol use which result in a higher number of criminal and injury incidents/accidents can be limited to day use only, alleviating night patrol requirements, or they can be closed during the peak season forcing risk activities to move elsewhere (hopefully not in the park). These approaches may reduce or limit the publics' negative response to the concept of closure since the closure is not total. Limited closures may also somewhat reduce staff requirements, maintenance and management costs.

* To be effective and satisfy liability constraints, continued patrol and enforcement must be maintained.

* Closures must be carefully controlled and managed since liability is not automatically reduced, and without enforcement, may in fact increase.

* Cost may be reduced, but again, without effective management this apparent reduction could easily turn into added cost.

Limited temporal Closures may include:

* Closure at night.

* Weekday/weekend closures.

* Specific holiday closures.

* Seasonal closures.

The second approach is to strictly limit those user activities which have been identified as raising liability and thus cost through increased enforcement/protection. Alcohol is a prime example. Many park and natural resource visitor conflicts, assaults, injuries, etc., are linked to alcohol use. Elimination of alcohol use in the area by regulation and enforcement will generally limit alcohol-related problems, reducing liability and eventually somewhat reducing costs. The danger here is that alcohol use may simply go under ground or be transferred to another area. User Limitations may include:

* Regulating types of usage.

* Rationing amounts of usage by regulating numbers of users.

* Zoning specific usage to designated areas.

* Restricting usage.

* Licensing usage (who is eligible).

* Use permits which allow semi-selection of use types.

**VOLUNTEERS**

Volunteerism has been one of the watch-words of the 80's. Many managers see volunteers as the salvation for economically over-extended programs. If employed correctly, volunteers can provide some reduction in costs, but should not be viewed as FREE labor or as an absolute solution to economic problems. While volunteers can reduce some salary expenses, volunteers must receive adequate training, supervision, benefits, etc.... in other words, most of the same overhead costs which an agency is required to provide for regular salaried employees. Additionally, volunteers tend to not be stable long-term employees, must be replaced frequently, and may personally demand a high level of autonomy.

If the volunteer program is properly and professionally developed, volunteers can provide some economic saving for the agency. Volunteers can be employed in a wide variety of ways in park and natural resource protection programs.

**NON-SWORN PERSONNEL**

Many agencies have traditionally relied upon professional law enforcement personnel to handle all their problems in park and natural resource areas. This is a holdover from traditional police methods which have been particularly inflexible when it comes to the publics' involvement in protection efforts. Currently, many agencies are beginning to become receptive to new, innovative and cost saving approaches to volunteerism in protection services.

* Campground hosts are individuals who routinely reside in campgrounds for extended visits and are willing to volunteer for regular intervals of service.

* These hosts can be trained to monitor, observe and report activities occurring in campgrounds thus reducing patrol requirements.

* Training should be comprehensive in the areas of observation and identification of deviant behavior.

* Training should include specific restrictions insofar as the degree of involvement relative to law enforcement situations.
If training is not comprehensive and complete and if there is insufficient supervision, regulation, etc., the agency may find itself facing serious tort liability.

Park watch programs can be initiated.

* These programs are basically structured under the same concept as neighborhood watch or crime watch programs which exist in many communities.
* These programs have been modified to fit the requirements of park and natural resource areas and have proven to be quite successful.
* Brochures or other handouts explaining the program can be provided to park guests and/or park neighbors. These materials provide information concerning what to watch for and how to contact a ranger or law enforcement officer when undesirable behavior occurs and/or is witnessed.
* In some remote park areas solar powered cellular radio telephones have been placed in strategic central locations which immediately connect visitors to park headquarters or a park law enforcement officer via the park radio frequency when activated.

SWORN PERSONNEL

Volunteer law enforcement officers can be a valuable asset. With most law enforcement retirement systems offering 20-30 year retirement packages, there are many highly qualified individuals available who will volunteer their time to help with park law enforcement services. However, the agency must ensure that the volunteer has been carefully screened and updated law enforcement training provided. Laws are changing rapidly and a retiree who has not been practicing the profession will be out of touch and subject to placing the agency at risk. Screening of these volunteers should also include the volunteers physical capabilities as well. If placed in a position to perform tasks which he/she is not physically capable of performing the agency could be faced with workers compensation or tort liability. Volunteer sworn personnel can supplement permanent staff in a variety of functions:

* On call for emergencies.
* Supplemental staff for special planned operations.
* Supplemental staff during peak operation periods.
* As primary field duty response officers.
* As secondary field duty officers assisting permanent field officers.
* As back-up office support officers releasing permanent field officers from office duties.

ECONOMIZING EMPLOYMENT

Employee costs are singularly the most expensive element for any agency. Reducing employee expense has long been a goal of management. This is a difficult area due to unionization, legal requirements concerning levels of protection, legal mandates concerning training and screening, etc. The following are a few of the more specific tested techniques being used to reduce employment costs.

* Expanded use of contingent employees (seasonal, part time or temporary employment) can be utilized versus full time personnel. If these personnel are to be used in a law enforcement capacity it is a very good idea to make sure they meet certification requirements of the agency and/or government. Again, screening of applicants and training is of utmost importance to alleviate liability.
* Rangers or enforcement personnel have in the past been used for a variety of duties which do not require a high degree of specialization and/or training. In areas requiring a high level of law enforcement response, less qualified non-sworn personnel may be employed to provide non-law enforcement functions at a lower expense, freeing sworn officers for specified law enforcement duties. In areas where law enforcement specialization is not required due to reduced needs, law enforcement personnel should be hired in a generalist mode to perform multiple duties (i.e.: fee collection, maintenance, visitor information, etc.)

CONTRACTING

Many agencies have attempted to reduce protection costs through contracting out service provision to other agencies and or private sector enterprises. This is primarily done through three methods:

* If permitted by law, other adjacent park and natural resource agencies may be sub-contracted to provide protection services. Inter-agency cooperative law enforcement agreements are complicated and must be considered in detail in regards to jurisdiction, legality, authority, training, supervision, etc.
* At many governmental levels there exist a police type agency which is mandated to provide traditional law enforcement services. A park and natural resource agency can either turn all enforcement over to an agency of this type under these legal mandates or in the absence of the legal mandate contract for these services.
* Finally, there has been a move in this country recently to privatize many law enforcement efforts. The final law enforcement contracting effort addressed here is to contract for private police or security services. Contracts should be specific and define the agencies precise expectations of the officers, training, certification, etc.

When contracting for law enforcement services several important points must be considered:

* Agencies should expect to lose specific expertise since contract officers will rarely possess training, education,
and/or experience working in park and natural resource settings. Additionally, collateral expertise will be lost in the areas of maintenance, interpretation, management, etc, specific to park and natural resource areas.

* Contract officers remain loyal to their primary agency and calls for service from the contracting agencies may leave you with reduced protection levels to an absence of protection.

**ECONOMIZING OPERATIONS**

A final area to economize in, but which may provide some of the most significant and realistic cost reductions, is in the area of effective operational planning and management. Many agencies tend to approach cost reduction with an axe rather than a scalpel. Often a close and creative look at operations will produce small reductions which will amount to a sizable reduction in the costs of an agencies overhead costs. We will address a few of these and fully expect that readers can form study groups which can greatly expand upon this list given a little creativity and flexibility.

**Reduced vehicle usage.** American law enforcement relies heavily upon automobile transport in its efforts. There exist several methods of reducing costs in this expensive area. Vehicles are used for two primary purposes (1) high speed response/pursuit, and (2) transportation of offenders/equipment.

* High speed response/pursuit is being challenged in the courts and the agency promoting this area assumes a high level of liability.
* Transportation of offenders/equipment can be centralized in some agencies reducing auto needs.
* Many agencies are resorting to motorcycles, motorbikes, horses, mountain bikes and foot patrols as an alternative to expensive autos and for increasing contact with the public.
* Purchase of economy vehicles where possible versus those that are considered police packages.
* Air conditioning is an expensive luxury (initial cost and operating costs) which also isolates the officer from the public.
* Donations can be used to reduce costs, the public loves its' parks and natural resource areas and has been effectively persuaded to donate cars, trucks, boats, etc. Additional sources are dealerships (Rover has done this with NPS, Jet-Ski dealers offer their product for free to park law enforcement agencies) and the Drug Enforcement Administration currently has quite a number of boats it would like to give to governmental groups.

**Equipment.** In a society with a definite technological fixation, we often rely on the precept that bigger, newer, shinier, faster, etc., is by necessity better. Sometimes we move too fast, change too fast and have plenty of time for regrets. Savings can often be found in smaller, slower, duller, longer, etc.

* Uniforms which are wash and wear instead of dry clean equal lower cost and a longer wear life.
* Older .38 cal. side arms or newer high cal. expensive, imported automatics. How often do your officers actually get in gun battles with drug dealers?
* Tough, non-shiny nylon defensive gear which stands up to punishment or expensive shiny leather which scuffs easily.
* In many areas, citizens groups are raising funds to purchase radios, bullet-proof vests, etc. Several agencies have had success with donated horses, tack and bicycles.

*Training* has routinely been a problem for agencies. Our legal system requires that particular attention be paid to the training of law enforcement personnel. The problems for agencies are multifold:

* Training outside the agency is expensive yet small agencies cannot afford to maintain qualified instructors.
* Regionalized training has hidden costs in travel, lodging, etc., while local training may not draw sufficient participants or instructor costs may escalate.
* Multiple agency may not satisfy agency needs, while vs. agency specific training may be too expensive.
* Generalized police training again may not satisfy agency needs, while park and natural resource specific training may not draw a sufficient audience to cover costs.

**SUMMARY**

Unless our economy rapidly recovers, the need to reduce costs will continue to be a significant function of natural resource and visitor protection operations. Since we live in a litigious society, and since our courts are continuing to further require that agencies go to additional lengths to protect natural resources and visitors, the needs and demands upon agencies for more protection are sure to rise. All of the concepts presented in this article have been tested and are certainly options for agencies concerned with reducing costs while maintaining or increasing current levels of visitor and resource protection services in park and recreation environments. By necessity, this article does not include all responses to cost reduction and risk management, but should provide the astute risk manager with ample food for thought when attempting to address expanding needs in a reducing economy. Hopefully, some of this information will be helpful and may spawn additional approaches.
NPS RANGER ACTIVITIES:  
Chief Rangers’ Comments

The first report of the activities of the “Ranger Future” working group summarized the fact-finding and analysis we had been doing with Department and OPM officials as a prelude to developing a concept paper describing the working environment and scope of work of the ranger in the years ahead.

We’ve since completed our fact-finding efforts. We’ve confirmed the problems described in the Vail Symposium report and have added a good deal of detail to the Vail findings. We’ve also pinpointed many additional problems and looked into causes and solutions.

Concerns about the ranger work force and NPS personnel in general fall into three broad categories:

There is strong evidence that confirms the Vail Symposium finding that there has indeed been a steady erosion of staff capability within the National Park Service. Declining educational attainments of young park rangers, lowered qualification standards, declining ratios of staff workloads, and atrophied grade levels are but a few of the indicators of the diminished ability of rangers to meet the challenges of today and -most certainly- of tomorrow.

A second, related concern is that Park Service management has not pursued proposals to update and modernize personnel management in the NPS. The personnel system is accordingly behind the times. The agency badly needs streamlined recruiting and examining procedures, career ladders that support opportunities for growth, better orientation and training, new techniques for managing work and positions, and money and commitment for developing better managers for park leadership positions.

A third, major concern is that the personnel system is not viewed as fair and equitable- that the grade structure is lower for rangers than for others doing similar work, and that, because of this and the lack of an effective way into the ranger occupation, the best and brightest are looking elsewhere for careers. This affects the NPS mission in two ways- overall performance is lowered and employment patterns in the Service are not consonant with the diversity of the public we serve. Both are serious problems with long term consequences and need to be addressed now.

As noted before, we’ve been developing a paper which documents our findings, outlines a concept of ranger work and the ranger occupation, and designs a personnel system which fully supports the “new” ranger occupation. A first draft of the paper has been completed and circulated to all members of the working group (including OPM staff), and comments have been received which range from outright enthusiasm to “show me”. Many good suggestions have since been incorporated into our revised draft. OPM staff have been very supportive of the “Ranger Future” initiative from the outset, and we’ve been assured that we can count on them for continued assistance in the days ahead. We will soon be circulating the paper to the field and soliciting ideas from all of you in meetings throughout the country as part of our commitment to getting as many people involved in this change process as possible.

A work management study continues on a parallel track. Two experienced position classification and organization analysts are gathering detailed information about the ranger occupation and jobs within it. They have thus far interviewed 51 rangers and their supervisors in this study is to gather facts and hard information regarding the ranger occupation. We are:

- Fully documenting work organization, position management and position classification for the park ranger occupation, and
- Developing an up-to-date picture of the occupation to compare the work being done now with the way it was performed in the past to determine if revisions to current policies and practices are necessary and to form a basis for making informed judgments about changes needed in the occupation for the future.

This study will be finished within the next few weeks. We fully expect that the job and work setting information will serve as the documentation to help us make informed decisions about a host of personnel issues affecting the ranger occupation, and that the information will help:

- Determine if the existing GS-025 classification standard is or is not an impediment to classifying ranger positions to meet legitimate management needs.
- Furnish information about work assignments, positions management, and organizational structures.
- Serve as one source of information to help us decide where we should be going with the “Ranger Future” effort.
- Provide information for a revised classification guide or supplement, as needed.
- Provide front-end information for a complete study of occupational standards which should ultimately be required.
- Feed into an updated qualification standard.
Help us get out of the position of always talking about career ladders and grades from feeling rather than facts.

The work management study team will also be looking at ways to strengthen the core ranger duties—protection, interpretation and resource management—and skill-based duties such as SAR and EMS. The study team is being guided by the draft "Ranger Future" concept statement in its discussion of what rangers should be doing.

We hope to brief senior management and get final approval for Service-wide distribution of the concept paper by mid-April. We’ll then be asking for comments and work for implementation by July 1st. This is our plan, and we are on schedule.

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NPS LAW ENFORCEMENT STATS

The annual law enforcement stats for CY 92 have been compiled and forwarded to the Department. Here are some interesting highlights:

* The NPS employs a total of 3,235 federal law enforcement personnel. Of these, 23 are GS-1811 special agents or criminal investigators, 633 are 083 police officers (mostly in Park Police), 2,521 are permanent (1,749) or seasonal (772) "resource officers" (GS-025 and sundry other series), and 58 are GS-085 guards. The agency also 105 non-federal law enforcement personnel.

* The direct cost of the Service’s law enforcement program for FY 92 was $82.3 million. Contracts (27), grants (13) and reimbursable cooperative and contingency fund costs were just over $1.5 million.

* The Service operates 11 detention facilities and contracts out for another 24.

* There were 73 line-of-duty assaults against ranger; 30 against Park Police officers.

* Part I offense totals were as follows (the first figure in parentheses represents rangers; the second, Park Police): Murder and non-negligent manslaughter (10/10), negligent manslaughter (3/0), forcible rape (36/21), attempted forcible rape (14/0), robbery (49/173), aggravated assault (235/151), burglary (837/91), larceny and theft (4,191/1,013), motor vehicle theft (195/46), and arson (117/14).

* Key Part II offenses included the following: Vandalism (3,453/649), weapons (1,586/402), sex offenses (258/354), drug sale and manufacture (514/65), drug possession (2,527/2,643), DWI (1,362/818), drunkenness (1,055/176), disorderly (2,366/844), natural resource violations (15,401/608), boating LE incidents (5,176/11), aircraft LE incidents (399/1), and traffic LE incidents, excluding DWI (45,482/13,962).

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STATE AFFILIATE COMMITTEE

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Rt. 52 & Cherry Hill Road
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Commander of Special Operations Division
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Assistant Professor
Recreation & Leisure Services
Springfield College
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Springfield, MA 01109
(413) 748-3570
FAX (413) 748-3681
# PARK LAW ENFORCEMENT ASSOCIATION
## MERCHANDISE
### ORDER FORM

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<th>DESCRIPTION</th>
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### RETURN ADDRESS

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<th>NAME</th>
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<td>ADDRESS</td>
<td>ADD $200 FOR XXXL</td>
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<td>PHONE</td>
<td>GRAND TOTAL</td>
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**MAIL TO:**

Bill Runnoe, Treasurer  
Park Law Enforcement Association  
9620 East Alameda Dr.  
Norman, OK 73071

**Guarantee:**  
If not completely satisfied with your purchase please return within 30 days for a refund or replacement.  
We will accept personal checks, cashier’s checks or money orders payable to P.L.E.A.  
Allow 2-4 weeks for delivery

**Item #7  Lapel Pins**

Price $5.95  
Colors: Silver, Gold
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<th><strong>Item #1</strong></th>
<th>Embroidered Sweatshirts</th>
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<th><strong>Item #2</strong></th>
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<td><strong>Price</strong>: $9.95</td>
<td><strong>Colors</strong>: White, Lt. Blue, Gray, Navy, Red, Royal-Blue, Maroon, Kelly-Green, Black, Beige, Brown</td>
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<td><strong>Sizes</strong>: One Size Fits All</td>
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<th><strong>Item #3</strong></th>
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<td><strong>Colors</strong>: White, Lt. Blue, Silver, Navy, Red, Royal-Blue, Maroon, Kelly-Green, Black, Yellow</td>
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<td><strong>Sizes</strong>: S, M, L, XL, XXL, XXXL.</td>
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<tr>
<td>* XXXL Colors: White, Black, Royal-Blue, Kelly-Green, Red, Maroon, Yellow</td>
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<td><strong>Price</strong>: $20.95</td>
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<td><strong>Sizes</strong>: S, M, L, XL, XXL, XXXL.</td>
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<tr>
<td>* XXXL Colors: White, Black, Royal-Blue, Kelly-Green, Red, Maroon, Yellow</td>
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<tr>
<td>* XXXL Colors: White, Black, Royal-Blue, Kelly-Green, Red, Maroon, Yellow</td>
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<th><strong>Item #6</strong></th>
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<td>* XXXL Colors: White, Black, Royal-Blue, Kelly-Green, Red, Maroon, Yellow</td>
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APPLICATION FOR MEMBERSHIP

NAME INDIVIDUAL  
TITLE AGENCY  
AGENCY/FIRM  
ADDRESS (Street/POB)  
CITY STATE ZIP  
WORK PHONE NEW MEMBERSHIP OR RENEWAL  

ANNUAL MEMBERSHIP DUES  
Individual $20.00  
Agency $70.00  
State Affiliate $150.00  

CURRENT MEMBERSHIP NUMBER  

VISA AND MASTERCARD ACCEPTED  
ACCOUNT NUMBER VISA MC  
EXP. DATE  
ACCOUNT NAME SIGNATURE  

MAKE CHECKS PAYABLE TO THE NATIONAL RECREATION AND PARK ASSOCIATION (NRPA)  

PAT CARTRIGHT  
NATIONAL RECREATION AND PARK ASSOCIATION  
2775 SOUTH QUINCY STREET, Suite 300  
ARLINGTON, VA. 22206-2204  
800/626-6772  

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

MEMBERSHIP APPLICATION

CLP □ CLT □ CTRS □ CTRA □
(Check 1 Applicable)

FORM OF ADDRESS (Mr., Mrs., Miss, Ms., Dr., Sen., etc.)
LAST NAME (If not enough space, spell out above address) GIVEN NAMES AND INITIALS

OCCUPATIONAL TITLE OR POSITION (Abbreviate if necessary)

EMPLOYER OR ORGANIZATION (Abbreviate if necessary)

MAILING ADDRESS (Street or post office box)

CITY STATE ZIP (In the US)

FOREIGN COUNTRY (Abbreviate if necessary)

[ ] Home [ ] Office

PHONE (Check One)

AREA CODE PREFIX NUMBER

[ ] NEW MEMBER [ ] RENEWAL [ ] STATE ASSOCIATION MEMBER

Membership Category and Dues

Professional (Based on salary)
Annual Salary Annual Dues
□ 0-14,999 $ 45.00
□ 15,000-19,999 60.00
□ 20,000-29,999 90.00
□ 30,000-39,999 125.00
□ 40,000-49,999 150.00
□ 50,000 and over 210.00

• Retired Professional 40.00
• Student (NRSB is primary affiliation) 30.00
• Associate (Limited to those not employed in field) 45.00
• Commercial Firm 230.00
• Nonprofit Association 175.00

If your agency is an agency member of NRPA with a special package, you are eligible for reduced dues.

• Professional* 55.00
• Student* 25.00

*The following must be completed to use the reduced dues structure.

Organization Name

Membership Number

For information on special package, contact Membership Dept., NRPA.

[ ] Friends of Parks and Recreation (Annual Fee) 15.00
(Includes Friends of Parks and Recreation Newsmagazine only)

[ ] Also available on a subscription basis 15.00

Friend 35.00
Friend/Contributor 50.00
Friend/Supporting 100.00
Friend/Benefactor 250.00
Friend/Parson 500.00
Friend/Fellow 1,000.00

(All friend categories limited to those not employed in the field)

Send Information On:
• NRPA Insurance Programs
• NRPA Certification Program
• Latest Publication Catalog
• State Society Membership
• NRPA Credit Card Program
• NRPA Memberen Program
• Ethnic Minority Society
• European Recreation Society
• Park Law Enforcement Association

Check One Branch or Section of Choice

Choose one branch or section to receive NRPA membership services.

[ ] NEW MEMBER [ ] RENEWAL [ ] STATE ASSOCIATION MEMBER

[ ] American Park and Recreation Society (APRA)
[ ] Armed Forces Recreation Society (AFRS)
[ ] Commercial Recreation and Tourism Section (CRTS)
[ ] National Aquatic Section (NAS)
[ ] National Society for Park Resources (NSPR)
[ ] National Recreation Student Branch (NRSB)
[ ] National Therapeutic Recreation Society (NTRS)
[ ] National Job Bulletin ($30.00)
[ ] Society of Park and Recreation Educators (SPRE)
[ ] Friend of NRPA

Optional Fees

Must hold membership to purchase:

• National Job Bulletin ($30.00)
• Recreational Research ($25.00)
• Journal of Leisure Research
• Domestic ($25.00)
• (SPRE Member)
• Foreign ($50.00)
• NRPA Membership Certificate ($7.50)

If mailing address is outside U.S. ADD $6

Form of Payment

Check #

Enclosed is my tax deductible contribution of $

Bill to:

Number

Expires Mo. Year

TO ACTIVATE MEMBERSHIP BY PHONE WHEN USING VISA OR MASTERCARD
CALL TOLL FREE 1-800-626-NRPA

Signature

Date