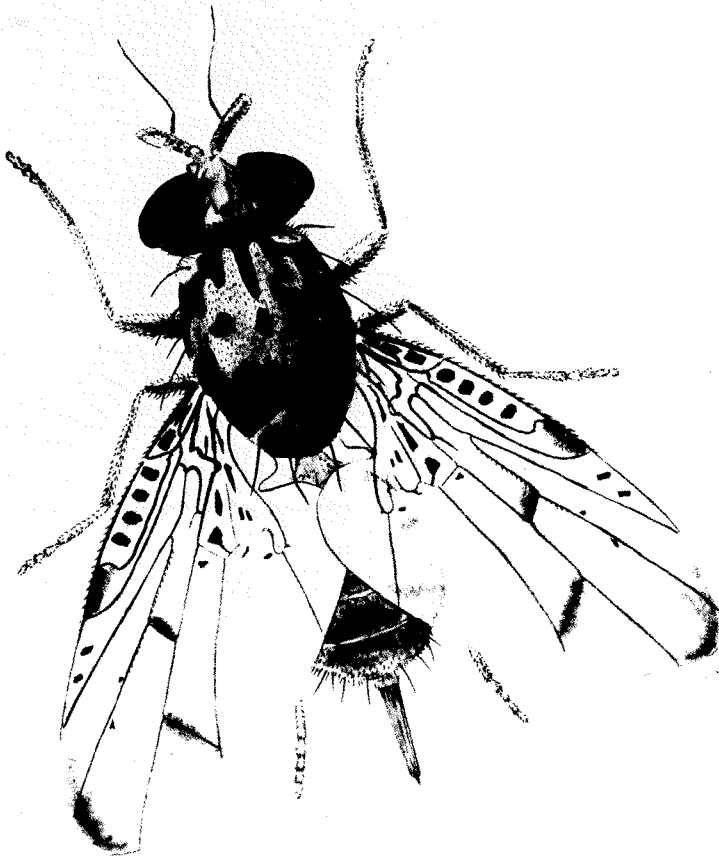


The California Ranger



Mediterranean Fruit Fly
(*Ceratitis capitata*)

Crisis In California

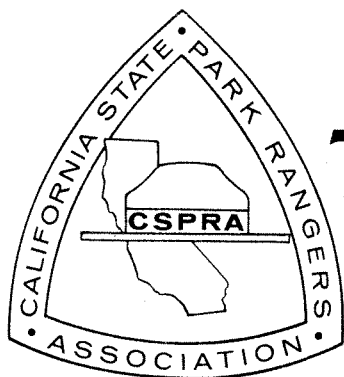
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The California Ranger

VOLUME II NUMBER 3

APRIL-DECEMBER 1981

IN THIS ISSUE

PAGE

President's Message.....	1
State Parks Troubled Future.....	2
Reestablishment of the "Generalist".....	5
Understanding Nursery School Children.....	9
Moments in State Park System History.....	12
Litter Can Enforcement.....	13
The Curtains Still Fit.....	20

Official publication for the California State Park Rangers Association and the Park Rangers Association of California.

Editor: Lloyd Gessinger, 7561 Mirabel Road, Forestville, California 95436

ABOUT THE COVER: Who would have thought that the pest destined to have the greatest impact on the California State Park System's 1981 summer operations would be the MEDITERRANEAN FRUIT FLY? Certainly not the managers in preparation of Area Management Plans, or supervisors operating by seasonal spending plans or maintenance crews concentrating on the design and construction of environmental campsites. But then any good park person knows the key to success and sanity is flexibility. Congratulations to all who responded so well to this statewide crisis.

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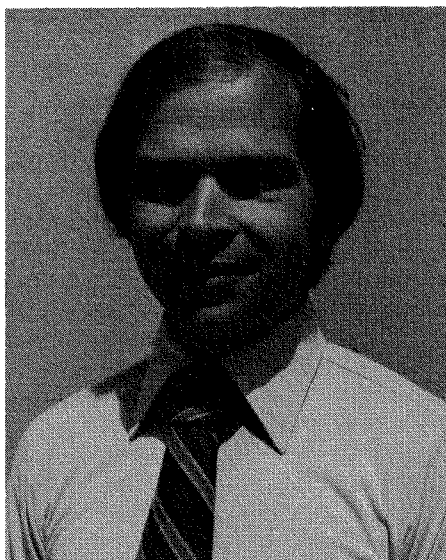
1983 SITE SELECTION

Mike Lynch

President's Message

It was my pleasure recently to hear both Mr. William Penn Mott, Jr., former Director of the Department of Parks and Recreation and President of the California State Parks Foundation; and Mr. James Whitehead, former DPR Superintendent and current Chairman of the California Park and Recreation Commission. Both are also Honorary Members of CSPRA, recipients of the highest award our organization bestows. Mr. Mott and Mr. Whitehead were addressing the recent graduating trainee classes at the Training Center and focussed their presentations on the current climate for parks on both the State and Federal levels. The perspectives they offered were outstanding and inspiring, not only because of their respected professional statures, but also because it was easy to see that both individuals deeply believe in parks and indeed have *hardly* retired except in the civil service sense of the word. Some of the essential points they made to the graduating trainees are worth sharing with all of you:

1. We (park people) must work harder than ever to get the message to the public that parks are essential services. At a time when cutbacks are taking place in government and only essential services will survive, park staffing relies on effectively communicating that message.
2. Park people must be dedicated environmentalists and communicate that park philosophy. Currently, we are in a time when the environmental movement which gained momentum in the 60's and 70's is disintegrating in the face of the search for energy. We must be effective interpreters on a continual basis to relate the inspirational, social and recreational values in our Park System.



3. We must be more effective as public servants than other public employees who compete for the same funding dollar. To do this requires us to do our jobs well. Everyone we greet and contact should be approached with this in mind. Public servants have been stereotyped as getting a free ride from the taxpayer. We must do all we can to not be a part of this image.
4. We must recognize that appointees of elected officials will come and go, but that we, as dedicated career park employees, must continue to promote the cause of parks throughout our careers. Because of this fact, we should not fear the term, "Bureaucrat," because it is we bureaucrats who keep government functioning during administrative changes.

All we have to do to succeed at the goals outlined above is to do our stated jobs well: interpret, communicate, and serve the public; maintain parks; and provide protection. If we do all this as part of our work, we will indeed be providing essential services. We all need to

Continued on page 22.

Taxpayer Support Versus User Fees: Why The State Parks Face A Troubled Future

— Jennifer Jennings

If state-park activists were not positive thinkers, they could easily be a gloomy group these days. Costs of land and operations continue to soar; demand for parks increases; voters defeated two park bond issues last year and approved a third one only by a narrow margin. There is hardly an issue in state-park management that hasn't aroused controversy and political bickering recently.

Yet in the post-Proposition 13 era of tight budgets and conflicting needs, the officials and supporters of the Department of Parks and Recreation are still optimistic. They are convinced that Californians value their parks more than was indicated by the small margin of victory last November (52-48 percent) for a \$285 million bond issue. And they know that — from the northern redwood groves to the southern desert's Joshua trees — the 1 percent of California that is protected in state park boundaries forms one of the best systems in the country.

In the past 30 years, both California's population and state-park acreage have more than doubled. But use of the system has increased 20-fold, to more than 60 million visitor-days a year. Over 1 million people were turned away from park facilities last year because of overcrowding.

But with such growth have come problems and controversy. In recent years, the state department has been criticized for faulty planning, inconsistent policies and a lack of response to fiscal constraints. Critics attribute some of these problems to the high turnover in department directors under the Brown Administration. That turnover is considered especially harmful in Parks and Recreation, since the department has been notorious for a high level of bureaucratic infighting among its different divisions.

The Brown Administration has had three directors in six years, in contrast to William Penn Mott Jr.'s eight-year term under Governor Reagan. The first director, Herbert Rhodes, was unfamiliar with the parks establishment and was never able to build a group of supporters in the Legislature. The next Parks director, Russell Cahill, was beset with difficulties, including his controversial designation of certain state beaches as "clothing optional" and his attack on legislators who he felt had been rude to him. Cahill resigned in June 1980 for personal reasons, and Peter Dangermond was chosen to be the new director.

Also last June, voters rejected Proposition 1, an ambitious, \$495-million parklands and renewable-resource measure. Five months later they defeated Proposition 2, the Lake Tahoe Acquisition Bond Act. But they did approve Proposition 1 for park acquisition and development.

The Big Questions

As the new director, Dangermond faces most of the questions that plagued his predecessors:

Urban parks — who pays? The Brown Administration has placed heavy emphasis on its urban parks plan. "The department needs to provide services to those people who have been under-served in the past," Dangermond says. "We should bring parks closer to where people live, both in response to the energy shortage and the high inner-city demand for recreation." But it has not been easy to integrate an urban parks program into the traditional policy that state park units exemplify "statewide significance." Bob Mark, chairman of the Northern California parks committee of the Sierra Club, explains: "While I strongly support the concept of urban parks, I do not think that the state should be asked to take over the role of the counties and cities."

The department has not yet clearly established an urban policy which details criteria for and the level of, state involvement in urban areas. This has encouraged some urban districts to lobby for state status for local projects, so the costs of land and operation will be paid in Sacramento. The department admits that it is now managing several urban parks which are only meeting very localized needs.

The state has always helped local park districts through distribution of state and federal grant funds, but this money can usually be used only for acquisition and development, not operation and maintenance. Many local districts are strapped for operation and maintenance funds; new acquisition and development is out of the question. As a result of this bind, some legislators have added pet projects within their districts to the state system. The temptation for other legislators to do the same may be overwhelming when the Legislature decides on the allocation of 1980 bond act money.

At least one influential legislator — Democratic Assemblyman Norman Waters, the new chairman of the Water, Parks and Wildlife Committee — believes that the department has put too much emphasis on urban parks. "Everyone is driving fuel-efficient cars these days," Waters says. "Rural parks are within driving distance of urban areas, and thousands of urban dwellers come to our parks and put a strain on them. The rural areas really need some assistance from the state."

More for Southern California? There are some critics who believe that state funds are being used to bail out Southern California. They assert that while Northern California urban areas planned in advance and made substantial financial commitments to regional parks, Southern California did not. Now, these critics charge, a disproportionate share of the money is going there.

Dangermond, who worked in Southern California park districts for 17 years, reacts strongly to the allegation that Southern California is being favored. He states that Southern California was so ignored in the past that park leaders used to joke that the test of "statewide significance" was whether a park planner from Sacramento could drive to the proposed area within a day or would consider vacationing there. Dangermond insists that, under his leadership, the department will not favor any particular region.

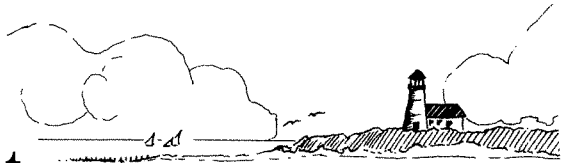
How much more land? The issue of acquisition versus development is a controversial one. Assemblyman Waters believes that the current level of state ownership may be enough. The ballot argument against Proposition 1 last November expressed the sentiment more strongly: "If the state keeps acquiring more land, we will soon be one big park tied together by bicycle trails."

Supporters of parklands acquisition believe that it must continue, even in the face of soaring land costs, because there are still under-served areas of the state and unique natural areas which, if not preserved, will be destroyed. William Penn Mott Jr., the former Reagan parks director who is now president of the California State Parks Foundation, believes that the department should continue to plan for the needs of future generations and acquire land in growing areas. But it is difficult to get legislators to take



State Parks Troubled Future, continued

Department Likely To Err Toward Over Development



a long-term perspective, Mott concedes, since their terms of office do not recognize 25-year time periods. Mott is particularly concerned about the acquisition of natural areas: "People will increasingly need open space for recreation and contemplation. There is no way you can compare the value of the remaining redwoods to the state, nation and world, with the desire of some people to have redwood patio furniture."

Opponents of the department's acquisition program charge that the department does not develop its existing lands (with parking lots, campsites, etc.) to accommodate maximum use. The level of use for which a park should be designed is an issue which involves varying perceptions of a park's purpose.

Many conservationists dispute the charge that the state park system is underdeveloped. They believe that because of institutional factors — a strong development division, a strong landscape-architect bias, few national-resource specialists in the field — the department is more likely to err toward overdevelopment than underdevelopment. Mark, of the Sierra Club, uses an economic argument against intensive development, "The more development you have, the higher your operating and maintenance costs are likely to be."

Who should pay? An increasingly sensitive problem for the department is the gap between its revenues and its operating-maintenance costs. Its ability to recover part of operation and maintenance costs has been steadily declining. In 1970-71, the department was able to recover 45 percent of its costs; in 1980-81, it will be able to recover only about 30.6 percent. And the legislative analyst's office expects the percentage to fall to 18.5 percent by 1985.

A survey by the National Association of Parks Directors indicates that California's current cost recovery is about average for state parks programs. Park supporters argue that the tax support for parks cannot be portrayed solely as a give-away to park users. Nevertheless, Democratic Senator Robert Presley, chairman of the Senate Natural Resources Committee, believes that Proposition 13 has forced a re-evaluation of the extent to which general fund money supports park services. "It may be undesirable," Presley says, "but one of the clear messages of Proposition 13 is that those who use a service should pay a substantial portion of the costs."

While there may be some sentiment for the system to be completely self-supporting, most parties believe that a 50-50 division is a more realistic goal. James Tryner, chief of the resources protection division of the department, believes that attaining a higher percentage from fees could erode the quality of the system and its ability to preserve historic and natural resources. Ross Henry, chief of the planning division, agrees. The department would have a hard time making natural and cultural units more cost-effective, Henry says.

The increase in crime and vandalism in the parks has contributed to a dramatic increase in operation and maintenance costs. Even so, Henry does not believe that it will deter the department from locating parks in recreation-deficient, high-crime areas. Says Henry, "Crime and vandalism will affect how we design the park and facilities; it will not affect where we put them."

Continued on page 18.

Proposals for the Reestablishment of the “Generalist” State Park Ranger

The title of this paper immediately elicits the following questions: Reestablishment? Have we not always been, and are we not still, “generalists,” never having gone the way of the NPS and its “split” of Ranger-Naturalist and Ranger-Enforcement, and do we not now devoutly maintain and defend the Generalist Concept? The answers suggested here, and that prompt these proposals, are the following:

Yes, we certainly do now devoutly maintain and defend the Generalist Concept. But, no, we are, in actual fact, no longer generalists, despite never having gone the way of the NPS split. There is a great and crucial difference between a “concept” and its practical implementation, i.e., between this concept and the actual, everyday role we play, the responsibilities we have, in our profession. The fact *is* that today we have become — have been *required* to become — law enforcement specialists and are becoming even *more* so, and this specialization is — has to be — at the expense of the generalist role.

Out of simple definition, it seems apparent that it is virtually impossible for a professional Law Enforcement Officer to also be a truly professional and competent resource manager, interpreter, Park operations manager, etc. Good and competent law enforcement is a full-time job, not only in the time that is required to be invested in the everyday job and the necessary constant training required to maintain professional skills and competence. It also demands full-time emotional and psychological investment. In the same manner, let us be clear that to be a truly professional and competent resource manager, interpreter, etc., i.e., a *Park Ranger*, as differentiated from a Law Enforcement Officer, demands the same kind of commitment.

How can we fulfill both of these required roles, each requiring full-time commitment professionally, emotionally, and psychologically? The answer is, simply, that we cannot. The necessities of the law enforcement role, with its very real and crucial aspects regarding weapons, “life and death” situations, and consistent contexts of varied “stress,” etc., have taken priority — and justifiably so — from the “Park Ranger” role. The law enforcement function has become the major function of the State Park Ranger. It takes most of our time, training, and emotional and psychological investment. And so it should, if we indeed are to play the role of Law Enforcement Officers. And so it does in every other law enforcement agency, where officers are not also required to be full-time, professional interpreters, campground managers, etc., or candle-stick makers, for that matter. We have been, and are, simply deluding ourselves with the fantasy that we are doing both jobs equally in a truly professional and competent manner. One or the other role suffers.

Sometimes, unfortunately and crucially, the law enforcement role suffers, but more often than not, out of necessity and priority, the “Park Ranger” role suffers. This is made painfully apparent by, for one, the recent proposal to create a “Resource Technician” class. Is this class necessary because there is a lack in field resource management functions? “Resource Technician” is a role of the Park Ranger. Were we truly generalists and doing the job we were hired to do, such a proposal would be inconceivable. But law enforcement, which we are also hired to do, has obviously created a lack somewhere else. We are left with mere rhetoric about the “generalist” Park Ranger that has little to do with reality. And this difference between reality and rhetoric, along with profound professional, emotional, and psychological conflicts regarding the two roles, has created crucial morale problems that permeated all aspects of both roles and that further deteriorate both roles.

Continued on next page.

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We do not need or want a "Resource Technician" class. There are ways to reestablish the generalist Park Ranger. The following two proposals suggest these ways.

PROPOSAL I

The first, and less radical of the two proposals ("radical" in the true sense of the word, i.e., "root" or "fundamental") involves a functional split of roles, thereby making the reality official and putting an end to self-deception. What is being proposed is *not* a "Ranger/Naturalist"/"Ranger-Enforcement" split *a la* the NPS. This proposal is for a split that would create a State Park Peace Officer class and a State Park Ranger class.

The SPPO class would be full-time professional Law Enforcement Officers, able to devote their time to all aspects of law enforcement in the Parks and the constant and increasing training needed to keep them proficient and up to date in their role. The SPR class would be a return to the generalist Ranger — a Ranger that handles Park operations, resource management, interpretation, etc., *and* is authorized to enforce and cite for, if necessary, *Park* rules and regulations. The generalist Ranger, as before, could deal with dogs off leash, illegal camping, etc. — all the Park misdemeanors, but would not also have to deal with felony drug arrests and/or investigations, constant 10-28s and 10-29s, searches and seizures, etc. — all those more serious and crucial law enforcement activities that demand full-time professional expertise and competence and that are often matters of "life and death" judgments and decisions.

SPRs would not be armed. Their law enforcement activities would be *only* those of Park rules and regulations. Were they to encounter difficulties in any of these individual contacts, necessitating further action or arrest, they would call on the SPPO and/or the local law enforcement agencies of concurrent jurisdiction. They would be freed to fulfill



Will Rangers Share This Beast's Destiney?

their roles as Park Rangers, generalists, and give back to all those functions the highest level of professionalism, competence, and quality time. And the SPPO would be freed to fully devote his/her time to the highest level of professional law enforcement and the maintenance and updating of that knowledge and those skills; they would not also have to deal with kiosk operations or the interpretive plan in between felony arrests, riot-control training, and doghandling.

Area Managers, for one, would not be required to spend such an inordinate amount of time in POST, PORT, and constant qualifications in firearms and defensive tactics, learning and maintaining skills that have little to do with their job and that they will probably never be called on to use. The Department would not have to expend funds to train and maintain *all* their Rangers in law enforcement skills, despite many Rangers' spending long periods of time in areas where they will not need all those skills and other Rangers spending their assignments in areas where they will use them constantly. There will be SPRs and SPPOs assigned to *all* areas, the ratio of one to the other designated by apparent need.

In this way, we could reestablish the true generalist Ranger *and* fulfill the responsibility of truly professional and competent full-time law enforcement with the SPPO.

This proposal is sure to create many questions regarding details about pay differential, possible required staff cut-backs (who goes? SPRs or SPPOs), promotion procedures, and others both administrative and philosophical. These *can* and *will* be answered. They *can* be worked out completely satisfactorily, if not by suggestions from the field, then by those professionals in management whose job it is to work out such details. The criteria for adoption or rejection of such a proposal should not be based merely on these kinds of administrative details. After all, those kinds of details were all somehow worked out when the Department first split into the Visitor Services/-Maintenance classes, when Park Rangers first become armed Law Enforcement Officers, and such details have been, and are now being, worked out in the reorganization into Regions. The details regarding this proposal are no different. They are soluble.

Continued on page 8.

Generalist — State Park Ranger, continued

PROPOSAL II

The second, more "radical" proposal, is to take a giant progressive step *back* to the State Park Ranger circa 1970; that is, essentially, to re-create an SPR that is the same as in the first proposal, but *without* an SPPO class. This proposal would be radical, in the popular sense of the word, meaning revolutionary or extreme, rather than in the true sense of fundamental or root, only to those who accept without question the status quo and that somehow it is immutable. It is not so "radical" a proposal if we take a good look, re-assess, the *need* for professional Law Enforcement Officers within the State Park System.

To somewhat simplify a longer and more complex story, before 1970 there was an apparent increase in crime in the State Parks. The Department commissioned a report that would come up with recommendations concerning these "criminal" problems. They chose the ex-Chief of Police of Oakland, a Mr. Toothman, to come up with these recommendations. Of course, most professional Law Enforcement Officers, when asked how to stop or diminish crime, will recommend Professional Law Enforcement. And so Mr. Toothman did. The Toothman Report recommended that Rangers be armed and be trained in professional law enforcement. The Department accepted and implemented these recommendations, with some strong dissent, let us remember, including dissent by ex-professional Law Enforcement Officers within the Department.

From there it all escalated to the present state. We found out that you can't have just a *little* "professional" law enforcement — just *some* Rangers armed, just *some* areas where professional law enforcement was needed. Professional Law Enforcement throughout the State Park System became one of the major thrusts, professionally, philosophically, and financially, of the Department. Careers were built on it. There are vested interests today for a continuing and escalating law enforcement role, whether a need for such a role may be shown to exist or not. Before, those looking for a professional career in Law Enforcement would not have dreamt of becoming State Park Rangers. Now, the State Park System encourages, and gets, a number of candidates whose primary interest is a career in Law Enforcement. (This is also a major indication of how far we have come from the reality to the fantasy of the "generalist.")

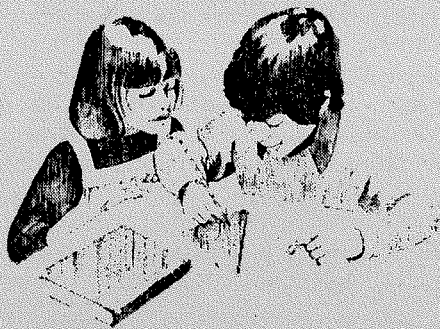
Now, this kind of situation is all to the good if there is a *need* for such law enforcement in the State Parks *themselves*, as there certainly is in the cities and counties in which the State Parks are located. But, let us re-assess whether this need exists.

The Toothman Report was implemented to diminish crime in the State Parks. Has it? The answer is obvious. No, of course not. Crime has dramatically increased since implementation, for many reasons of course, but some of them may have to do with the implementation itself. The Toothman Report, creating Ranger-Peace Officers, has not really worked. So let us have the courage and common sense to re-assess it.

Perhaps creating Law Enforcement Officers was not and is not the answer. Perhaps it's part of the *problem*. Perhaps, if we have a field staff of highly trained and professional career-oriented Law Enforcement Officers, they are going to go out and do what they are trained to do and what gives them professional satisfaction — that is, find crimes and make arrests like any other professional Law Enforcement Officers, be those crimes directly related to Park visitors' immediate public safety or not.

For one example, circa 1970 and actually until very recently, felony drug arrests by Park personnel in or about State Parks were practically unheard of. Today it is not uncommon in many units. Until very recently, such arrests were carried out by specialists in that field. More often than not, even local police, sheriffs, etc., left that to their special narcotics teams, state narcotics agents, or agents of the federal Drug Enforcement Administration. And perhaps that is how it should be.

Continued on page 16.



Understanding Nursery School Children

— Bill Krumbein

We have thousands of them here in California. They are natural nature lovers. Their unquenchable curiosity, undiluted energy, and totally unbiased feelings make these kids a fantastic audience. So why do we often avoid them?

Russell Grater, in his book *The Interpreter's Handbook* states "...we should strive for an age group between the 3rd and 7th grade levels in school. This is not saying younger or older children should be ignored, rather that this age group offers the best potential." (page 93)

But we *do* ignore young children. Whether it's because of ignorance, economics, our priorities, or even fear — nursery school age children are not receiving the quality or quantity of nature interpretation that they deserve.

Interpretation can only be effective when one can communicate *with* an audience. So I offer you the beginning. When you receive word that tomorrow a group of 20 four-year-olds will be visiting and that you shall be leading them in a hike, don't worry — here is some information which I hope you'll find useful, some activities, and also a few selected references for your investigation. These kids are fun.

"Fifty years from now it is both possible and likely that educators will claim that preschool is the most important single educational experience in the life of a child"*

Sidney W. Bijou

*From Spodek and Walberg's *Early Childhood Education: Issues and Insights*. Berkeley, CA: McCutchan Pub. Corp., 1977.

When discussing these preschool children, I am primarily talking about the 3, 4, and 5-year old child, with most focus on the 4/5 age group.

Above all, remember that these children are *people*, and not miniaturized adults. Just like you and me, they have good days and bad days. It's tough growing up when big people are always telling you what to do. When a child is having a rotten day, he or she feels just the same way as we adults do in a similar situation, *except* the child often doesn't know *why* it's a bad day nor can

the child effectively communicate his or her feelings with adults. This is a difficult situation to be in.

Virginia Musselman, in her book *Learning About Nature Through Games*, brings out another very important point. "We sometimes forget that a child is *new*. Almost everything he or she does is a *first* ...". No wonder these kids are so excited when they come to visit us!

The child's vocabulary is also important. G.R. Lefrancois, in his *Of Children* (page 234) shows how vocabulary grows with age.

<i>Age</i>	<i>Average Number of Words</i>
2.....	272
3.....	896
4.....	1540
5.....	2072
6.....	2562

Another thing to remember about a child's vocabulary is that they often use words which they do not know the meaning of.

Conversations and programs should be clear and simple as these children are unable to grasp or understand such things as:

- The *classification* of materials (such as listing names).
- Concepts (things they cannot see).
- Generalizations.
- Abstractions.
- Reversibility situations (looking at something from the opposite view or turning a situation around).

These kids are pretty emotional in nature and do not "reason" things out. they are egocentric. "Warm" to them means warmer than the child; "Big", larger than the child; they do not know yet how to look at something from another person's viewpoint.

We can teach things to these children. So maybe it's not quite the time to teach them about food chains; but we can teach them colors, using leaves instead of labels. Teach them sounds; but use animals instead of horns or bells. Teach them textures; but use rocks and branches instead of machine-made items.

We can make nature fun. Writes Musselman, "All it needs is an unhurried approach, a respect for the child as a person and a child's-eye look around at all the possibilities nearby. If we are *aware* of the simple wonders around us, and if we share this awareness, we can help the child develop one of his greatest gifts — this gift of wonder. It's not important that we know all the right answers. Raising the right questions at the right time, in the right place, with the right child *is* important."

Very little is aimed primarily at young children, pre-Kindergarten age, but much can be adapted and used from the following books.

American Forest Institute, Inc. *Project Learning Tree*, supplementary activity guide for grades K through 6. N.W Washington, D.C., 1977.

Cornell Joseph Bharat. *Sharing Nature With Children*. Nevada City, CA. Ananda Publication, 1979.

Hill, Katherine E. *Exploring the Natural World With Young Children*. New York: Harcourt Brace Jovanovich, 1976.

Holt, Bess-Gene. *Science With Young Children*. Washington, D.C.: National Association for the Education of Young Children, 1977.

Houts, Mary D. *Lesson Plans for Using the Outdoors in Teaching* (Grades K-3). Danville, Illinois: The Interstate Printers & Pub., Inc., 1976.

Musselman, Virginia W. *Learning About Nature through Games* (prepared for the National Recreation and Park Association). Harrisburg, PA: Stackpole Books, 1967.

Bill Krumbein is presently the Unit Ranger at Annadel State Park (near Santa Rosa). He received his B.S. in Natural Resources from Humboldt State College (1970) and his M.A. in Education (Early Childhood/Specialist) from Sonoma State College (1978).

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Moments in State Park System History



Duncan McDuffie and the Creation of the State Park Commission

— Denzil R. Verardo

Duncan McDuffie is a name almost lost in Conservation History, but he was a major contributor to the creation of the California State Park Commission. McDuffie was a member, and Director, of both the Sierra Club and the Save-the-Redwoods League. He also served as Sierra Club President from 1928-31 and 1943-46, and President of the Save-the-Redwoods League from 1944-51. His own company was an investment concern which dealt in real estate, but McDuffie was an ardent supporter of the concept of public ownership of the coast redwoods, as well as the architect of the concept of a State Park Commission to provide a centralized administration for fundamental state park policy. In 1924, Duncan McDuffie aided the formation of the State Park Council, a group of like-minded individuals the core of which were Save-the-Redwoods League members, to meet his goals. He campaigned ardently and successfully through the State Park Council, and raised tens of thousands of dollars, for passage of the 1927 bills which created a State Park System, State Park Commission, and a Park Bond Act. The Governor at the time, the Honorable C.C. Young, had earlier worked for McDuffie as his real estate salesman, and signed the bills. It was with McDuffie's approval that Young named the first Park Commission! Duncan McDuffie died April 21, 1951 at the age of 73.

Litter Law Enforcement

A recent study by the Solid Waste Management Board identified major community litter problems, including:

1. Litter along streets, around local business establishments, construction sites and fast food outlets.
2. Unauthorized dumping of household refuse in public receptacles and on empty lots and fields.
3. Unlawful sign posting and draining oil in streets.
4. Litter in local parks and other public recreation areas.
5. Litter in and around creeks, streams and other waterways.

Local ordinances are best suited for some of these problems but, in some cases, state codes are better suited. This bulletin will assist in the decision as to which code or ordinance to use for a particular problem.

Enforcement Codes

It is most likely that officers would use Penal Code Sections 374b and 374b.5, or Vehicle Code Section 23112a as these sections are basic "litter bug" statutes. Penal Code Sections 374b cites penalties for illegal dumping violations, Section 374b.5 for littering offenses. Both penalties are infractions but violators of Section 374b are levied a larger fine and are responsible for removal of the illegally dumped waste.

Vehicle Code Section 23112a covers cases where someone throws bottles, cans, garbage, glass, burning matter, etc., from vehicles on the highway. Fine upon conviction for this section is \$25.00.

Penal Code Section 969e can be used in cases where someone has previously been convicted of violating section 374b. Vehicle Code Section 23113a and Harbor and Navigation Code Section 151 can be used to require offenders to clean up discarded material.

These codes cover many different kinds of littering and polluting. Almost every imaginable kind of article or substance (oil, dirt, newspapers, dead animals, cigarettes, cans, etc.) and every kind of location (streams, road side rests, campsites, streets, shores, etc.) can be protected by enforcement activities.

State Litter Codes

Code	Section	Description
Agriculture	16151	Throwing, depositing, etc. garbage into waters or onto the land.
Civil	1941.1	Garbage disposal, duty of landlord and tenant.
Fish and Game	5650	Polluting state waters
	5652	Illegal deposit of refuse in waters
Harbors and Navigation	133	Discharging oil on navigable waters
	151	Intentional negligent depositing of oil in navigable waters

Continued

Health and Safety	13002	Throwing flammable substances
	4401 & 4402	Depositing in navigable waters
	4450	Animal refuse in streams, rivers, creeks, ponds
	4476	Sewer, garbage in streets
Penal Code	374a	Litter or dumping waste matter, rewards
	374b	Dumping on public or private highways, roads or property
	374b.5	Littering on public or private highways, roads or property
	374d	Placing animal carcass within 100 feet of street, alley, highway or road
	374c	Littering in water
	592	Garbage and rubbish deposited in canals
	696e	Previous conviction of litter codes
Public Resources	3460	Unlawful disposal of used oil
	5008.7	Littering in State Parks
	5092	Unlawful deposit in roadside rest receptacle
Streets and Highways	224	Refuse disposal at roadside rests; materials not to be deposited
	888.2	No household or commercial wastes deposited in parkway receptacles
Vehicle Code	23111	Lighted or nonlighted cigarette, cigar, match or substance, throwing on highway
	23112a	Litterbug depositing glass or trash on highway
	23112b	Depositing rocks, dirt, refuse anywhere on right of way
	23113a	Failure to remove anything listed on 23112 immediately
	23114	Spilling loads, other than clear water or feathers from live birds
	23115	Rubbish vehicle, cover required to prevent spilling load
	35102	Loose farm products, 120 in. in width
	42001.7	Punishment for sections 23111 or 23112 and subsequent convictions

Mr. Denzil R. Verardo
President, California State
Park Rangers Association

Dear Mr. Verardo:

Enclosed are ten copies of *The Crime Victims Handbook*. I am extremely pleased with the fine quality of this book. May I personally thank you for your dedication in helping crime victims.

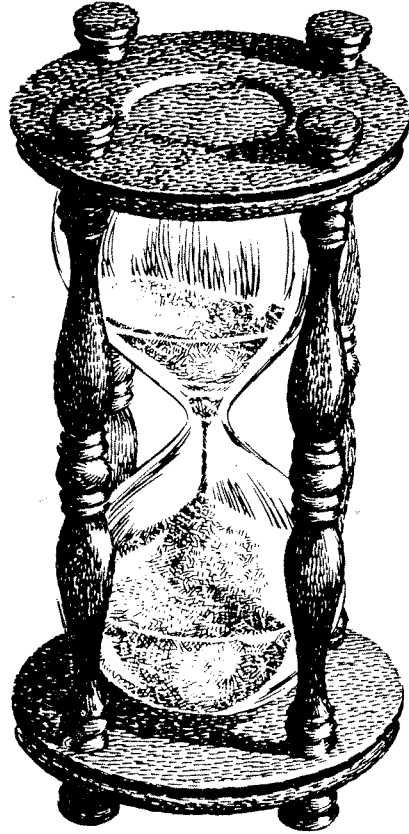
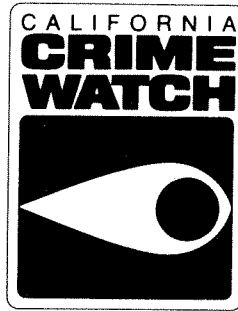
We have printed 50,000 copies of *The Crime Victims Handbook* for statewide distribution. Numerous other agencies and organizations have asked for the camera-ready masters so they can print additional copies. It is my hope that we will have one million copies of this book in circulation by Forgotten Victims Week, 1982.

I am also enclosing an informational package on "California's Forgotten Victims Week" and "National Victims Rights Week," along with a schedule of events which I will be attending during the week. I hope you will be able to attend on one of the four occasions. I will also be making television appearances and speaking on radio talk shows in an effort to encourage public and private entities to become involved in the fight for victims' rights.

Thank you again for your assistance in the development of this much-needed publication. I look forward to working with you and the Commission on future endeavors.

Most cordially,
George Deukmejian,
Attorney General
State of California
Department of Justice.

Editors Note: For copies of The Crime Victims Handbook, write: Crime Prevention Center Office of the Attorney General, 555 Capitol Mall, Suite 290, Sacramento, California 95814.



Is time running out on the California State Park System? Be sure to read Jennifer Jennings analysis of the Departments troubled future, page 2.

Generalist — State Park Ranger, continued

Perhaps we should re-concern ourselves with the immediate public safety of our visitors and the protection of the public resources for which we are stewards instead of with a great number, possibly a majority, of "victim-less" crimes that have little or nothing to do with the immediate public safety of the visitor or protection of the park resource and that, when necessitating arrests, often takes at least two officers out of the unit operation for extended periods of time while taking the offenders to jail and booking them, etc., leaving the Park and the visitor that much less service from either "Peace Officer" or "Ranger."

Perhaps there *is* no great crime problem in the State Parks. And for those crimes that may be beyond our Park rules and regulations, or that necessitate more enforcement action than simple citation, there often seems to be a plethora of law enforcement agencies equipped and eager to handle them. And that also have the *responsibility* to handle them. In most instances of felonies, such agencies insist on that responsibility in any case. The responsibility for public safety in the State Parks lies with us *and* the varied law enforcement agencies that have concurrent jurisdiction. We would not be abrogating our responsibility by giving up our weapons and present Peace Officer status. We may be solving a "major crime problem" and re-affirming our true responsibilities to the Parks and the Park visitor.

The benefits of this proposal are manifold. The financial benefits alone are staggering. Crime in the Parks would quite possibly decrease. And the many and various local and other law enforcement agencies could — and should — do their job, if necessary, in the Parks without another in-Park agency attempting to duplicate their efforts.

This proposal will probably prove to be very unpopular, if not actually heretical, among some employees of the State Park System. But it is proposed because it represents concerns and sentiments of others in the System and, primarily, because we hope to inspire open discussion and debate leading to a serious and overdue re-assessment of the need for the present and escalating Peace Officer role in the State Parks.

Both of these proposals are tendered out of concern for the past, present, and particularly the future direction of the State Park System; out of a sense of commitment and responsibility to the State Park System and the public it serves; and to bring to the surface for open discussion, debate, and objective consideration some concerns that have been a serious undercurrent among many State Park Rangers, other State Park employees, and State Park visitors.

Alexander Weiss, SPR I
Joanne Giusti, SPR I
Darrell Geroy, SPR I
Lee Clark, SPR II
Joe Collins, SPR I
Steven Hansen, SPR I
Bob Jaramillo, SPR I
Allen H. Blum Jr., SPR I
Greg Hayes, SPR I
Pete Orchard, SPR I
Terry Roeder, SPR I
John Mott, SPR I
Chic Gordon, SPR I

State Parks Troubled Future, continued

Director Dangermond is considering a variety of proposals to reduce the department's operation and maintenance costs. Recommendations in a task force report include retrofitting state park buildings to reduce energy use, and encouraging non-profit corporations and community volunteers to assist in the operation of the parks. The department is concerned that using volunteers in the parks may raise the ire of state employee organizations. But the task force recommended experimentation with a program of "campground hosts" and improved camping-space management to increase park efficiency and thus brighten the revenue picture.

How high the fees? There is general agreement that, without a drastic cutback in costs, park fees will have to be raised to increase revenues. (Fee increases for most uses in state parks have ranged from 67 percent to 200 percent over the past 10 years.) Will visitors accept further fee increases, or will the increases be counterproductive because of reduced attendance? How compatible are fee increases with the department's urban parks program to serve the disadvantaged?

Steve Larson, executive director of the California Park and Recreation Society, says their members have found that people are resentful when fees are first increased, but that attendance keeps rising. Mott believes there is room for increasing the fees: "People will have to set their priorities and decide whether they will go to a movie or to a comparably priced park."

How about concessions? Increased concession activity within parks is another option for raising department revenues. Up until now, the department has not actively sought out private businesses to provide concessions within the parks, partly to avoid the political wrangling which often develops. What is a convenience to one park visitor may be over-commercialism to another.

Battles over concessions have plagued more than one parks director. William Whalen, director of the National Park Service under President Carter (and a strong supporter of the philosophy of the Yosemite General Plan was tired primarily because he got into a losing battle with well-entrenched concessionaires who enlisted the aid of powerful members of Congress. Mott's stormiest period as Reagan's director came when he proposed massive concessions development at Point Mugu and Angel Island State Parks. The Point Mugu plan envisioned private developers providing a small shopping center, a wide variety of restaurants and hotels. Responding to the vociferous public out-cry, Mott reluctantly scaled down the department's plans.

Contracts between concessionaires and the state vary widely. Last year, the Legislature scrutinized one particularly lucrative concession contract involving the Bazaar del Mundo on park land in San Diego. While revenues from the development approached \$10 million, the contract, signed in 1973, only required the concessionaires to pay the state \$3,600 a year in rent. The issue attracted special attention because Richard Silberman, former state finance director and a close adviser to Governor Brown, had been half-owner of the concession. The department is attempting to renegotiate the contract.

Another ongoing dispute involves a refreshment stand on the East Peak of Mt. Tamalpais State Park. Local environmental organizations believe that the concession is a violation of the state Public Resources Code. In the proposed general plan for the park, the department's staff recommended that the concession be removed. However, when the plan was reviewed by the State Parks and Recreation Commission, the commission overruled the staff and extended the concessionaire's contract. Ida Berk, chairwoman of the commission, defends their action by saying that it is not improper for the department to provide visitors with a convenient place for refreshments. The Tamalpais Conservation Club and other organizations vow to continue their opposition to the concession. Lenore Bravo, secretary for the Conservation Club, is concerned that entrepreneurs will resurrect a mid-'60s plan to build a restaurant on the East Peak. With the increased emphasis on revenues, she fears that the department may be amenable to such a proposal.

Continued on next page

State Parks Troubled Future, continued

Indeed, the current dispute over Mt. Tamalpais may pale in comparison to those controversies which may result over new concessions development. A departmental task force has recommended study of locating restaurants at Folsom Lake and Crystal Cove State Park, and a lodge or hotel/motel complex with restaurant and related services at Mendocino Headlands, Point Mueu, Calaveras Big Trees, Salt Point and Malibu Creek. These proposals, if accepted by Director Dangermond, are likely to be extremely controversial with both conservationists and local private businesses. One project which the department has already proposed for bond-act funds would provide a site for a restaurant at Morro Bay State Park to complement the marina and 18-hole golf course.

What price preservation? Preserving California's natural heritage is the goal least likely to fit comfortably into the department's new priorities. The acquisition and management of areas valued chiefly for their natural characteristics are often the focal point of department controversies.

In response to the charge of resource degradation in the parks, the department recently completed a survey to designate natural areas which have been damaged yet can be restored; 122 problem areas were identified, including inappropriate development, damage to native plants and erosion. The department estimates that it will cost \$17 million over the next nine years to accomplish the restoration which is feasible. It also has launched a cooperative study to aid planners in identifying areas deserving protection and rating new bond-act projects for their natural significance.

How much shared use? More than 70,000 acres of parkland are currently being leased for grazing. Until the department is capable of utilizing newly acquired parkland, the property is under the management of the state Department of General Services. DGS encourages income-producing uses of the property which it manages in order to repay its management expenses and to return money to the state general fund.

Some experts believe that grazing, the most frequent agricultural use, is inconsistent with the preservation of land for state-park use. They assert that grazing practices have halted the reproduction of native oaks because the cattle eat the seeds and destroy native grasses.

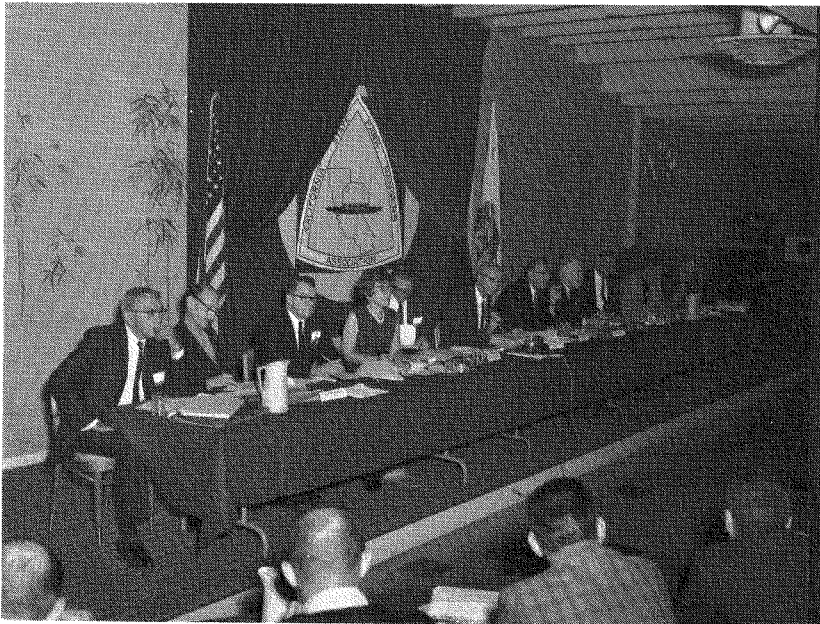
Another dispute arose over logging and forest-protection practices last year. Assemblyman Waters, who represents the Calaveras Big Trees State Park area, asked the department to allow removal of beetle-infested sugar pine trees from the park. The department refused, saying that beetle infestation and subsequent death of the trees was a natural process and no threat to nearby commercial timber stands. Waters introduced a bill to require the department to allow removal of the commercially valuable trees. The bill died but a later resolution succeeded. Then-Director Cahill refused to implement the resolution, saying that if he allowed the trees to be removed, he would be abdicating his responsibility to preserve California's natural heritage. Waters is still incensed over the incident. He believes that since private enterprise would not have let the trees fall and rot on the ground, neither should the state park system. He does not believe that natural processes which are "uneconomical" should be allowed to function in a state park. Says Waters, "The state should take a cue from private industry in the management of its resources."

Such pressures in the state park system are increasing, and changes in economic priorities will inevitably influence the department's program. However, Director Dangermond promises that the department will "continue to do what it does well — provide opportunities for people to recreate and preserve California's natural and cultural heritage. The department exists to help realize other people's dreams." But interpreting others' dreams is, at best, a tricky business. And when the department's varied responsibilities pose hard choices, the dreams may sometimes lose out to political realities.

Reprinted from April, 1981 issue of *California Journal*, The Monthly Analysis of State Government and Politics. Jennifer Jennings is a Sacramento attorney and writer specializing in environmental issues.



Looking Back — The CSPRA Board of Directors are now making plans for the 1982 General Executive Council Meeting. How many of you remember the 1972 Board and the GEC in Oakland? (above) How about the 1966 Convention? (below)



The Curtains Still Fit



Received telegram "Opening Ranger I Emerald Bay State Park. Reply within 24 hours." They've got to be kidding! It's Friday and its after 5:00 p.m.! Panic? — Almost. Home phone call placed and confirmed "We'll take it!" Next hurdle convincing District Superintendent no problem with 1st grade bound daughter despite winter conditions, what's so difficult about that? Found out — 3 miles by Jeep, 7 miles by car, 10 miles by bus — one way. Lovely residence painted and wallpapered kitchen and nice new curtains and drapes. Emerald Bay was a beautiful introduction to park philosophies and friendships.

Big Basin. Where's that! Going anyway. It's a promotion, isn't it. Went on ahead with belongings, while mama waited for vacationing in-laws. Traveled clear across the State of California — arrived Boulder Creek late p.m. and still not at Big Basin. Thought we'd never get there! And wouldn't you know — none of the curtains fit the windows. However, beautiful park experience and lasting friendships.

On our way again — Ranger III to Burlington, Humboldt County, Park Freeway Project. Rain country for sure. Creek alongside drive sounded like a torrent that would wash us away til discovered only 2 feet wide. And our first residence rather tiny for six rooms of furniture, however, only residence in park with a circular drive! And you know what — curtains from Big Basin house didn't fit windows! But, a beautiful, peaceful area and the best summer. Come October, moved into bigger house on a Friday (curtains no problem used Big Basins) but on Monday phone call from Sacramento transferring to the Squaw Valley project and left Burlington in the rain for house in Sacramento. You won't believe this — curtains didn't fit. But the memories of Humboldt Redwoods and friendships helped ease that frustration.

To Squaw Valley — living at Bliss and commuting. Now you're wondering about curtains — well, managed to combine, from growing supply, sufficient to cover windows. What can be said for closeness of Winter Olympics, the impact on everyone and the multitude of exposures to a completely different Park involvement. (And you know when finally moved into residence at foot of ski slope in Squaw Valley, there wasn't one curtain, without alteration that fit the panoramic windows. You do believe?)

Moving on — Santa Cruz Beaches. A new environment and new and varied problems. Good times and new friendships. Wasn't going to mention this — but, oh well — curtains supply absolutely worthless. Even alterations unthinkable. Four years in one house — nice!

Oroville Dam Project. What an opportunity and challenge. Family left in Santa Cruz for senior year in high school, and much commuting. Not even going to talk about curtains for Oroville houses — there were two of them there! Time spent in this area rewarding and friendships again a cherished blessing.

And comes entering District Office as Assistant Superintendent. Always new challenges and exposures to different fields of state park influences. You want to know about curtains, I presume. Well, who cares if curtains don't match across back windows as long as front windows look presentable — took

The Curtains Still Fit, continued

two houses to get to that conclusion.

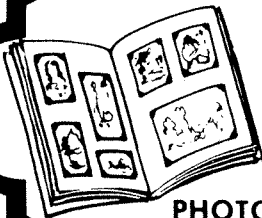
Taken an assignment to Concessions in Sacramento. Different and educational. Tried commuting between Stockton and Sacramento — a hassle so bought and moved into a mobile home — with all new curtains and drapes. (I still kept footlockers full. New, used, altered and one of a kind, just in case, you know).

Can't believe it — now going to District 5 as Superintendent. How really great. Not going to worry this time about curtains! The house and curtains move together and that's what's called accomplishment. Areas of this district another different view of park influences and use.

A move to District 3 as Superintendent who gave the go-ahead for Ranger I at Emerald Bay, retired. Like coming home — started in District 3 and ending in District 3. What can be said — thanks to the many who unselfishly gave of themselves and shared to make a career so full of memorable experiences, love and caring that forever will sustain. And — the curtains still fit.

Ted Wilson

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President's Message—

Denzil R. Verardo, President

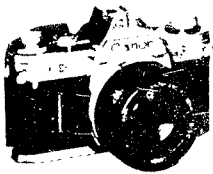
be occasionally re-inspired. The knowledge that people like Bill Mott and Jim Whitehead are with us in our cause, serving by their examples as models for us to follow, certainly provides that inspiration.

By now most members realize the commitment necessary for CSPRA to reach its goals. We have become a professional Association directing action toward important issues such as the Bottle Bill, Offshore Oil, and a myriad of other park-related environmental matters. With our affiliate relationship with PRAC we are able to disseminate information to a wider audience for concerted action. With the anti-environmental climate of the Interior Department, our assistance for the cause of parks, the public who use them, and the people who care for them will be needed more than ever, and CSPRA indeed offers that assistance in keeping with our professional goals.

As a final note in this message are some thoughts on the "Year of the Disabled." There are tens of millions of

disabled Americans. 22 million have communicative disorders alone. We cannot ignore such a sizable block of people, many of whom have a critical need for both parks and recreational opportunities. We need to communicate our message to the disabled for the same reasons we must communicate to anyone: it is vital to the survival of the park movement to show the inexorable link between social and environmental ills.

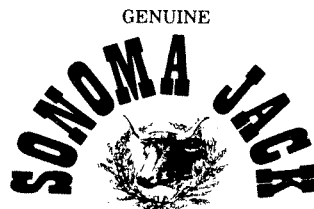
In most cases, interpreting to this group of disadvantaged Americans does not mean elaborate facility redesign, it means only that we approach such individuals with the same sensitivity which we park people approach the environment. It means only that we provide a degree of accessibility to our prime interpretive areas, not that we modify the park environment itself. With these concepts in mind, let's give our wholehearted support to the "Year of the Disabled." Like the disabled, we environmentalists need all the assistance we can get!



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Code of Ethics for The California State Park Rangers Association

Park professionals as members of the California State Park Rangers Association shall be dedicated to preserving the prime examples of California's natural and cultural heritage and to providing quality recreational experiences to the people of California. To exemplify this dedication, members shall be guided by the following principals:

- ...Constantly strive to identify and preserve current and future Park values.
- ...Promote the future of the Park and Recreation profession by inspiring promising young people to prepare for it.
- ...Respect people as individuals and willingly serve them impartially.
- ...Establish close working relationships with allied professions & citizens groups to meet the recreation and park needs of the people of California and to strive to influence future improvement of our total environment.
- ...Through self-discipline, develop individual competence in order to represent the park profession in a manner that brings credit to themselves and all other members of the profession.
- ...Actively promote the purpose and objectives of the Association.
- ...Accept the moral responsibility for the safety and well being of the park visitor.



*Best Wishes for the
Holiday Season!*

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