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Tales of Two Management Styles Recreation Management for the 21st Century



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by

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Preface

This administrative document showcases two successful recreation management styles—The Land Between the Lakes National Recreation Area (LBL) (Chapter 1) and the Resource Team from the Eldorado National Forest’s Pacific Ranger District (Chapter 2). LBL is customer-driven and the resource team is process-driven. Some or all of their methods could be adopted by other U.S. Department of Agriculture (USDA) Forest Service units.

In 2002, the National Recreation Steering Committee of the USDA Forest Service Technology and Development Program visited LBL. The committee subsequently proposed that the Technology and Development Program report on LBL’s unique customer- and product-driven management style.

In 2003, the committee visited the Pacific Ranger District and met with the resource team. The committee proposed that the resource team’s innovative methods and successes also be included in the LBL document.

This document is provided as information only; the two management methods are very different and no comparisons are made.

In 1999, LBL was transferred from the Tennessee Valley Authority to the USDA Forest Service. The Tennessee Valley Authority operates under different regulations than the USDA Forest Service, however many (if not most) of its original authorities stayed with LBL when it was transferred. For example, LBL retains all the funds it collects and continues to be a Federal demonstration area that operates and demonstrates sound business practices.

The Pacific Ranger District’s resource team was formed from a need and desire for a more efficient and effective approach to the work. The resource team is composed of district resource and recreation personnel. This reorganization created, in essence, a process team approach to work. Work groups do the job from start to finish. Team members are cross-trained and support one another to get the job done. A core group within the team provides leadership.

Chapter 1

Land Between the Lakes

National Recreation Area



Chapter 1

Chapter 1 briefly explains the customer- and product-driven management style of Land Between the Lakes National Recreation Area (LBL). Customer- and product-driven management promotes customer service, regional tourism, and sound fiscal policy. These topics are discussed under the headings of customer information services, cost center accounting, strategic planning, and regional tourism. The following information was derived from site visits, interviews, e-mail exchanges, and official LBL documents. (See figure 1.)

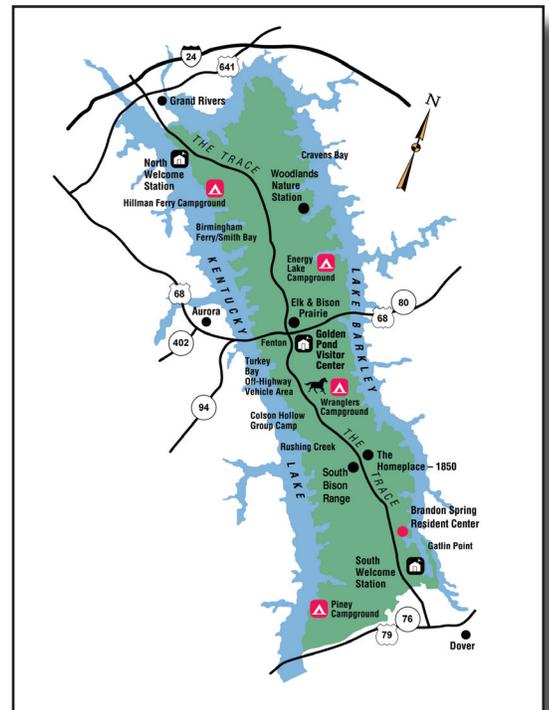


Figure 1—Map of Land Between the Lakes National Recreation Area

INTRODUCTION

Land Between the Lakes National Recreation Area is located in Kentucky and Tennessee. It was created within the Tennessee Valley Authority in 1963 by President Kennedy. The Protection Act (Title V of Public Law 105-277) of 1998 stipulated that LBL be transferred to the USDA Forest Service in 1999. The Protection Act also granted LBL the authority to retain 100 percent of all revenues generated and removed any restriction as to where, within LBL, the funds might be used. When LBL was transferred to the USDA Forest Service, many, if not all, of the Tennessee Valley Authority's were retained. LBL is a Federal demonstration area with the specific tasks of operating under solid business principles and of demonstrating sound business practices.

LBL's mission statement is "To protect and manage the resources of Land Between the Lakes for optimum yield of outdoor recreation and environmental education for the American people. In so doing, to utilize the demonstration assignment to authorize, cooperate in, test, and demonstrate innovative programs and cost effective management; to help stimulate the development of the surrounding region; and to extend the beneficial results as widely as possible."

"Extend beneficial results" means that LBL is "a resource that provides information on successful and failed efforts, provider of personal support to aid start-ups and consultations and a model of customer based business approach." (Christensen, personal communication)

To implement the environmental education and interpretive portion of its mission, LBL staff and the nonprofit LBL Association staff signed an agreement. Three LBL heritage program employees from the customer

service department work with the LBL Association interpreters to develop interpretive programs. The LBL Association has 17 interpreters. These interpreters are available for interpretive walks and talks for groups, families, and schools. They also help stage special programs and demonstrations such as stitch work, board and fence rail splitting, and kite making. (See figure 2.)



Figure 2—A field trip to the Nature Station includes an environmental education interpretive talk.

A number of sites on LBL are dedicated to specific interpretation topics. They include the Elk and Bison Prairie, the Nature Station, the Golden Pond Planetarium, and



Figure 3—At the 19th century farm, The Homeplace, interpreters dress in period clothing and demonstrate period farming and cooking techniques.

Homeplace—1850. The Homeplace—1850 is a working farm with interpreters dressed in period clothing. They farm, cook, and split wood using 1850's methods. The Elk and Bison Prairie is a drive-through area with signs to interpret the habitat and wildlife. (See figure 3)

Management Approach

Most national forests and grasslands are policy driven; administrators focus on implementing policy and directives. The LBL model is customer-, product-, or business-driven, to “assure greater organizational efficiency by providing services desired by the organization’s customers, balanced within the capabilities of LBL’s resource.” (See figure 4)



Figure 4—Wranglers, horses, and trails are assets. School children enjoy a ride.

LBL defines natural resources, cultural resources, recreation sites and facilities, leadership, and financial outcomes as assets. Products are goods and services. Goods can be gift shop purchases and services are “products of recreation and quality of life benefits” (Christensen, personal communication). Visitors are referred to as customers. Employees are internal customers. Occupancy rates and generated revenue are indicators of customer satisfaction. (See figures 5 and 6.)



Figure 5—Customers enjoying the product of quality of life. These campers enjoy relaxing at their campsite.



Figure 6—ATV riders at Turkey Bay enjoy the assets of LBL.

CORPORATE ENVIRONMENT

This section briefly discusses how LBL manages. Other sections discuss management tools. The physical plant, employee initiative and autonomy, and customer service comprise LBL’s corporate environment.

PHYSICAL PLANT

LBL contracts all its facility maintenance work to one firm. This allows LBL staff to focus on its mission. The contract includes facility and vehicle maintenance and some environmental maintenance such as lawn mowing. The contractor also does other project work. (See figure 7.)

There are a few cautions when contracting. LBL’s original maintenance contract was a cost-plus contract; the result was that everything cost more. If contracts are awarded, ensure that they stipulate many



Figure 7—Vast expanses of grass are cut by a contractor.

methods that measure the work required. Also, be aware that there can be and sometimes are extreme differences between USDA Forest Service and commercial standards.

Employee Initiative and Autonomy

Employees are seen as internal customers. The intent is that employees think of LBL as a safe, open, positive work environment “where the workforce is committed to public service, flexibility, shared responsibility and accountability, development opportunities, and both effort and accomplishments are rewarded.” Communications between employees, supervisors, and among departments are kept open by having quarterly all-employee meetings, monthly brown bag lunch programs, field meetings, semiannual retreats, and a unique Southern Region supervisory rating form (appendix D). This form is optional and may be used by an employee to rate his or her supervisor.

Managers encourage employees to take initiative and employees are empowered to make decisions on their own to support customers. For example, if a customer wants a refund the refund is given. The employee researches the reason for the problem and it is corrected immediately, if possible.

Facility program managers manage their own facilities. A facility program manager can make changes to a campground or trail without consulting a department head as long as the cost of the change falls within that facility or program’s budget and the change does not require National Environmental Policy Act documentation. The change must improve the facility or customer service. If additional funding is needed to make changes, the employee asks the department head for contingency funds. Approval of contingency funding requires reliable proof that the project is needed and will service the customers’ needs.

Performance Standards

Each department has its own performance standards for employees. The standards are negotiated between each employee and his or her department manager. The business performance department has the most extensively delineated standards. These standards (qualitative and quantitative) describe the work to be done, the number of days to do it, and the expected quality.

CUSTOMER SERVICE

LBL’s organizational chart puts the external customers at the top and the area supervisor (equivalent to a forest supervisor) at the bottom to emphasize that the customer comes first. (See appendix A.) Customer-driven management means providing activities customers enjoy. The staff uses many methods to find out who the customers are, or may be, and how and when people may visit a certain site. Customer information leads to informed decisions regarding which facilities should be removed or improved, and what new facilities and services customers would use and enjoy. Some tools used to manage LBL-style are discussed below.

Conservation Recreation

LBL staff defines conservation recreation as “recreation services provided by a conservation agency or organization.” In this scenario, recreation and interpretation occur together. Therefore, visitors gain an understanding of

and have respect for the environment and will protect the environment while recreating. LBL staff uses a process called the Four Corners of Conservation Recreation to make informed, customer-driven decisions.

The Four Corners of Conservation Recreation are:

1. Customer Information System
2. Cost Center Accounting
3. Strategic Planning
4. Regional Tourism

Each corner is a stand alone system that when combined forms LBL's business-driven management style.

Customer Information System

The Customer Information System is "a comprehensive process for gathering, analyzing, and reporting information about LBL's customers to improve decisionmaking about public use management."

Employees gather information about customers from:

1. Scientific research conducted to answer specific questions regarding current or potential customers.
2. Customer information surveys that occur every 5 years, and other feedback mechanisms for gathering information about a customer's perceptions of a product.
3. Persons asking for information packets by telephone or through the Internet <http://www.lbl.org/LBL-ID.cfm> .
4. Secondary data -- any information collected during conversations between employees and customers.
5. Public meetings.
6. Point of Sale (POS) data.
 - Four market segments are observed and noted during a purchase at campground check-in, The Homeplace, and other facilities. The four segments are families with children, mature adults, young adults, and groups.
 - Zip code.
 - Facility and destinations.
 - Activities.
 - Number in party.
 - Return customer.

Employees enter information regarding these six items into POS databases.

The POS system is an automated database. Employees collect information either during a monetary transaction or campground check-in. The employee discreetly enters the market segments to which customers appear to belong. The customer is not required to disclose information. (See figure 8.)



Figure 8—Point-of-sale information is collected at this campground entry.

LBL staff uses zip code data, generated from POS input, to map customer origins and to show market segments. Zip codes fall within three distance groups: (1) local customers (less than 100 miles from LBL), (2) regional customers (100 to 300 miles from LBL) and (3) national customers (more than 300 miles from LBL). Other POS data are also plotted on the

zip code map. For example, mapping may show that 50 percent of customers are considered local and the market segment is families with children or that 20 percent of customers are considered national and the market segment is mature adults.

LBL staff uses POS data to make decisions regarding which existing facilities to remove or to improve, and what new facilities and services customers would use and enjoy. The staff uses other customer information, such as how many customers enjoy mountain bike riding, to plan events, budgets, and new facilities. (See figure 9.)

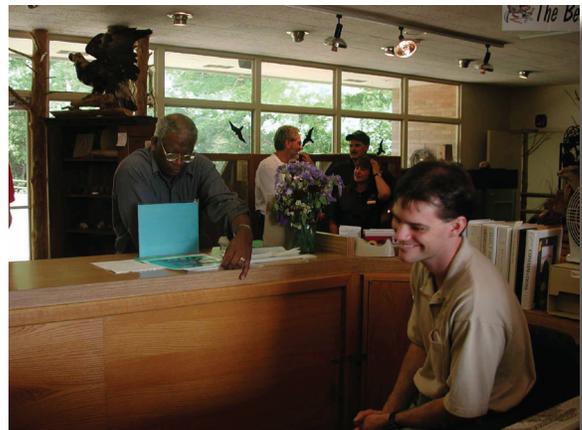


Figure 9—A point-of-sale collection point.

User Markets

The communication services department staff, which includes the public affairs office, uses marketing information, such as the POS customer database to develop a “marketing plan” for LBL. The staff uses information from the POS customer database to develop strategic marketing to customers and potential customers. A potential customer is a person who has one or more particular interests that LBL offers, such as mountain bike riding, but who has never visited LBL.

LBL staff uses the promotional side of marketing to inform customers and potential customers about recreation opportunities, services, and assets. Promotional materials are also used to publicize facilities and activities that appear to be underutilized but have known markets and to demarket overused facilities. The communication services department staff uses the following marketing methods:

-
- √ General LBL information and public service spots on public radio and television stations. These might feature reports from the field and information about upcoming weekly or seasonal events.
 - √ (LBL staff proposes) stories to newspapers, special interest magazines (based on demographics or interests), and newsletters.
 - √ Notices of activities posted in sporting goods stores.
 - √ LBL local radio frequency broadcasts for customers to listen to while at LBL. Information is updated daily. Customers can use the information while visiting and may plan return visits based on upcoming events that fit their interests.
 - √ A public Web site (<http://www.lbl.org>) that draws and informs customers.
 - √ The "Points of Interest" section in the Automobile Club's specific Kentucky/Tennessee Tour Guide book covers LBL.
 - √ Mailers sent to schools identifying what part of the school's curriculum is being supported by a visit to LBL. Mailers are also sent to churches, home-school parties, and special needs groups.
 - √ Paid advertisements.

The communication services department staff tracks responses to promotional material, recording what customers respond to and which promotional material they respond to most often.

LBL staffs have formed partnerships with local communities not only for external marketing purposes but to bring together communities to assist with decisions that affect the geographical region. A good neighbor policy goes a long way to foster positive feelings about the USDA Forest Service. LBL staff also may be able to fulfill a need of a local community such as offering meeting rooms.

Support Markets

Support markets are "individuals and organizations that may not directly consume LBL products but derive some [economic] benefit from LBL's existence." These are local businesses such as hotels, bicycle rental stores, and restaurants, and non-local businesses such as travel agents, airlines, rental car agencies, and sporting good stores. When LBL profits so do surrounding communities.

Congressional Briefing

Congress is a stakeholder in each forest. LBL staff briefs congressional staff on how LBL funds are being spent and on emerging issues. The briefing also includes information on how customers are responding to what LBL has to offer, the needs of the customers, and LBL's demographic and geographic bases. The congressional visits are targeted to reflect demographic use. For example, if a considerable percentage of visitors to LBL come from Ohio then an appointment is made to meet with Ohio's congressional staff. The meeting is to educate the Ohio staff about where their constituents go to recreate. This might make a difference when an appropriation bill that benefits LBL comes up for a vote because the Ohio representative would know that his or her constituents would also benefit.

COST CENTER ACCOUNTING

LBL's business performance department uses Accounting for Finance and Customers (AFFCAP) as a performance measuring system. It:

- Helps track strategic plan objectives accomplishments.
- Uses cost center accounting information to measure strategic, fiscal accomplishments.
- Combines customer information, cost center accounting, and strategic objectives to track performance-indicator measurements.
- Measures how well LBL serves as a regional tourism partner.

The budget is tracked through performance indicators, which the business performance department systematically tracks. The business-driven focus makes these indicators instrumental in operating LBL. According to LBL, the performance indicators are:

- Economic Fiscal accountability is measured through business practices.
- Ecological Environmental sustainability is supported by multiple use management.
- Effectiveness Customer service is providing outdoor recreation and environmental education.
- Efficiency Process (innovative programs and cost effective management) improvement is carried out by LBL's demonstration designation.

Quality customer service is achieved when these four indicators are done well.

STRATEGIC PLANNING

LBL staff use three plans to direct its functions: the 1-year business plan, a 3- to 5-year strategic plan, and the 10- to 15-year land and resource management plan (LRMP). When creating the business plan and strategic plan, staff draws from the customer information system, cost center accounting, and regional tourism information for guidance. LBL staff uses the 1-year business plan and the 3- to 5-year strategic plan as a guide for planning expenditures and for project development.

The annual "business plan directs and guides specific actions to be achieved, goals and business targets to be attained, and performance indicators to be measured. The carefully selected performance indicators help measure LBL's level of success in providing customer-service focused, environmentally sustainable, and business-driven recreational opportunities and environmental education services.

"The strategic plan targets and designates more specific business and management strategies and aligns priorities (under the LRMP) with regional and national USDA Forest Service goals and objectives." (LBL 2003 Business Plan) The strategic plan is a bridge between the business plan and the LRMP. (See appendix C.)

REGIONAL TOURISM

The communication services department staff has created partnerships with local communities to promote economic development. This staff has the authority to place paid advertisements and can promote the geographic region's attributes while marketing LBL. This staff does this by working with local businesses, regional tourism coalitions, local Chambers of Commerce,

other organized groups, municipalities, and Federal and State agencies as a partner to promote the area. Information about where to go and what to do at State parks, private ventures, and at LBL is packaged together.

SUMMARY

LBL has a congressional mandate of a Federal demonstration area for innovative programs and cost effective management that, in theory, lead to solid business principles and practices. (See figure 10.) The Four Corners of Conservation Recreation approach provides LBL staff with customer information for sound business decisions. Employee autonomy, performance standards, and strict budgetary guidelines are key management tools. Environmental interpretation and customer satisfaction are paramount.



Figure 10—LBL logo.

Appendix A

LBL Departmental Responsibilities

USDA-FS Land Between The Lakes Department Responsibilities

Customers

Customer Services Department

- Recreation
- Environmental Education & Interpretation
- Design & Engineering
- Facility Operations
- Site Planning & Development
- Heritage Program

Customer Service Manager

Business Performance Department

- Administration
- Business Planning
- Performance Tracking
- Financial Management (Budget, Accounting, Cash Controls)
- Market Research
- Computers/IT (GIS)
- Telecom Systems
- Human Resources

Business Performance Manager

Communications Services Department

- Public and Congressional Relations
- Promotion/Publicity
- Publications/Audio Visual Exhibits/Graphics
- Media Liaison
- Tourism Liaison
- Website Management

Communications Services Manager

Environmental Stewardship Department

- Wildlife Management (incl hunt)
- Health & Safety (collateral)
- Forest Management
- Fisheries Management
- Land Management
- Regulatory Compliance (NEPA)
- Fire Prevention & Suppression
- Special Use Permits
- Soil & Water Planning
- Rural Community Development

Environmental Stewardship Manager

Secretary

AREA SUPERVISOR

Recreation Marketing Specialist

Appendix B
LBL Strategic Plan
(Executive Summary - March, 2002)

A. Introduction.

LBL is “customer-driven” (based on customer demand) and “product-driven” (based on products/facilities) guided by strategic/business planning. This assures greater organizational efficiency by providing services desired by the organization’s customers, balanced within the capabilities of LBL’s resources.

B. Mission.

“To protect and manage the resources of LBL for the optimum yield of outdoor recreation and environmental education for the American people. In so doing, utilize the demonstration assignment to authorize, research, test, cooperate and demonstrate innovative programs and cost effective management; to help stimulate the development of the surrounding region; and to extend the beneficial results as widely as possible.”

Mission Elements and Interpretation

Element	Interpretation
National Recreation Area	Manage a wide range of general and special interest outdoor recreation and environmental education programs and facilities with an orientation for environmental stewardship.
Outdoor Recreation	Provide opportunities and maintain facilities for a variety of outdoor recreation activities.
Environmental Education	Ensure each visitor is exposed to some level of environmental education through enjoyment, discovery, and/or active participation.
Demonstration	Explore, implement, test, and export successfully proven customer driven business principles and management techniques to other government agencies and organizations.
Regional Enhancement	Seek opportunities with area communities where mutually beneficial outcomes are identifiable and that foster relationships with community leaders to achieve common goals.

C. LBL Goals.

1. LBL’s accomplishments will further the USDA Forest Service National Strategies:

•	Promote ecosystem health and conservation using a collaborative approach to sustain the Nation’s forests, grasslands, and watersheds.
•	Provide a variety of uses, values, products, and services for present and future generations by managing within the capability of sustainable ecosystems.
•	Develop and use the best scientific information available to deliver technical and community assistance; to support ecological, economic, and social sustainability.
•	Ensure acquisition and use of appropriate corporate infrastructure to enable efficient delivery of a variety of uses.

2. Onsite visitors will see LBL as a preferred Federal recreation destination having quality, safe, recreation, and education opportunities that are affordable and have readily available support services.

3. Regional agencies, tourism organizations, and providers will see LBL as a valuable partner that facilitates provision of expertise and resources to the region.

4. National demonstration consumers will see LBL as a primary source for innovations, a resource that provides information on successful and failed efforts, provider of personal support to aid start-ups and consultations.

5. LBL will be seen as an innovative example of safe, effective, efficient, and sustainable resource management, staffed by highly professional individuals that are responsive to the public and trusted in the community.

D. Markets and Segmentation Strategies.

User Markets. Those who directly consume the goods and services produced by LBL.

Support Markets. Individuals and organizations that may not directly consume LBL products but who derive some benefit from LBL's existence.

Regional Tourism

LBL has created partnerships with local communities to promote economic development. It has the authority to place paid advertisements and can promote the region's attributes while marketing itself. Local businesses, regional tourism coalitions, local Chambers of Commerce, other organized groups, municipalities, the State, and other Federal agencies work as partners to promote the area. Information about where to go and what to do at State parks, private ventures, and LBL is packaged together.

Cost Center Accounting

Accounting for Finance and Customers (AFFCAP) is a performance measuring system.

- It helps track progress on achievement of strategic plan objectives.
- It uses cost center accounting information to measure strategic, fiscal accomplishments.
- It combines customer information, cost center accounting, and strategic objectives to track performance indicator measurement.
- It can include measuring how well we serve as a regional tourism partner.

The budget is tracked through performance indicators. Performance indicators are instrumental in operating a customer driven unit because of the business focus. They must be tracked in a systematic format to be gauged accurately. Several performance indicators used are:

- a) Economic Fiscal accountability is measured through business practices.
- b) Ecological Environmental sustainability is supported by multiple use management.
- c) Effective Customer service is providing outdoor recreation and environmental education.
- d) Efficient Process improvement is carried out by LBL's Demonstration Designation.

Quality customer service is achieved when these four indicators are done well.

Appendix C

Budget

Time frame

Federal bureaucracy creates a complex budget (and accounting) process. In order to run a business in a bureaucracy, it is imperative to develop a timely, comprehensive budget to allow for adequate financial planning. To accomplish the 30 steps involved, the budget process begins 1 January (of the prior FY) with a requirement to complete a thorough, comprehensive and detailed budget by 30 June.

Bottom line

Based on customer and business data, each facility/program manager (F/PM) prepares and defends a detailed annual operating budget. Once approved by the leadership team (LT), the F/PM is held accountable to adhere to budget requirements (revenue) and restrictions (expense limits).

Expenses

Based on historical expenditures, known programmatic changes, appropriations available by fund type, projected revenue and other extenuating factors (emerging safety concerns, needed facility renovations, and so forth) the F/PM and business manager (subject to approval by the LT) negotiate a maximum expense budget for each facility/program.

F/PMs cannot exceed their approved annual expense budget.

Revenue

Based upon historical performance, known programmatic changes projected to result in a fluctuation (positive or negative) of revenue, and other extenuating factors (visitation trends, special events, and so forth), the F/PM and business manager (subject to LT approval) negotiate the assigned revenue targets. ***For each dollar collected below the assigned revenue target, the expense threshold for that facility/program is reduced by that amount. For each dollar realized above the assigned target, the expense threshold for that facility/program is increased 50 cents.*** The other 50 cents goes to a central fund administered by the LT for unexpected emergencies, property-wide priorities, and special projects justified by F/PMs using customer and business data.

Contingency funding

The LT administers the 50 percent of all revenue that exceeds each facility/program target. F/PMs may complete an LT contingency funds request form, using customer and business data, to compete for these funds and dramatically increase their budgets.

Target landmarks.

Because of the lag time caused by the FS budget and accounting system and its associated “feeder” systems (fleet expense entries, etc), there is no first quarter review. Formal financial reviews are conducted following the end of the second quarter; third quarter; tenth month in the FY; eleventh month of the FY; and the close of the FY. There are set financial targets (revenue and expenses) to be met at each of the target landmarks. This maximizes LBL’s ability to affect the most prudent and fiscally sound use of its financial resources (see “Budget Targets”). (See tables 1 and 2.)

BUDGET TARGETS (Revenue and Expense)

Note: These are “direct” expenses and do not include overheads such as cost pools

Formal reviews will be conducted on the dates indicated. (Monthly financial tracking and performance indicator meetings will occur every month starting at the close of the second quarter.) To preclude potential waste and to maximize our ability to affect the most prudent and fiscally sound use of our financial resources, expense and revenue targets have been established as indicated below. Managers must either achieve the spending targets (or justify why they have not), or be subject to having the funds reallocated (possibly to another program/facility). These formal financial reviews especially prevent excessive funds being held until the last quarter of the FY when it is all but impossible to accomplish competitive sourcing. Furthermore, if revenue targets are not being met, the expense authorization will be reduced accordingly as of that review date. (Numbers are rounded to nearest thousand.)

Table 1. Revenue

FACILITY / PROGRAM	March	June	July	August	September
Backcountry Camping	\$22,900	\$58,100	\$66,100	\$68,100	\$72,000
Brandon Spring	\$170,000	\$375,000	\$470,000	\$495,000	\$520,000
Elk-Bison Prairie & SBR	\$59,600	\$85,600	\$97,400	\$112,400	\$135,000
Energy Lake Campground	\$30,000	\$67,000	\$80,000	\$87,000	\$95,000
Hillman-Ferry Campground	\$195,000	\$477,000	\$592,000	\$665,000	\$725,000
Homeplace 1850's	\$29,000	\$76,000	\$96,000	\$112,000	\$125,000
Hunt Management	\$138,000	\$161,000	\$195,000	\$241,500	\$257,000
Lake Access Areas	\$11,485	\$38,600	\$44,600	\$47,600	\$55,000
Nature Station	\$35,000	\$74,000	\$92,000	\$107,000	\$120,000
Off-Highway Vehicle Area	\$118,000	\$246,000	\$280,000	\$301,000	\$335,000
Piney Campground	\$179,077	\$422,779	\$505,742	\$562,778	\$625,000
Recreation Special Use	\$2,550	\$3,650	\$4,850	\$5,200	\$6,500
Silviculture	\$0	\$10,000	\$20,000	\$35,000	\$50,000
Wranglers Campground	\$195,000	\$385,000	\$435,000	\$465,000	\$525,000

Table 2. Expenses

FACILITY / PROGRAM	March	June	July	August	September
Backcountry Camping	\$170,606	\$186,160	\$189,190	\$192,223	\$197,000
Brandon Spring	\$478,683	\$577,084	\$611,101	\$641,305	\$680,976
Cost Pool 1-Area Supervisor	\$89,540	\$140,089	\$152,966	\$166,436	\$189,002
Cost Pool 3-Communications	\$395,094	\$521,459	\$552,956	\$580,728	\$628,000
Cost Pool 4-Bus. Performance	\$407,743	\$599,811	\$649,882	\$699,437	\$785,952
Cost Pool 5-Common Services	\$268,348	\$311,857	\$328,656	\$344,705	\$365,000
Dams	\$7,577	\$10,056	\$10,500	\$10,500	\$10,500
Elk-Bison Prairie & SBR	\$33,099	\$64,990	\$88,368	\$131,423	\$139,394
Energy Lake Campground	\$108,102	\$128,965	\$136,421	\$141,304	\$147,178
Engineering Administration	\$98,394	\$147,785	\$162,643	\$180,919	\$202,000
Facility Maintenance	\$1,980,934	\$2,244,120	\$2,292,520	\$2,297,412	\$2,317,207
Fire	\$173,998	\$197,994	\$198,699	\$199,403	\$200,282
Firearms Range	\$9,940	\$11,200	\$11,300	\$11,400	\$11,500
Golden Pond Visitor Center	\$132,291	\$139,642	\$142,097	\$144,102	\$147,462
Heritage Resources	\$35,885	\$60,892	\$66,749	\$73,271	\$85,218
Hillman-Ferry Campground	\$509,328	\$593,982	\$627,645	\$658,964	\$702,660
Homeplace 1850's	\$452,874	\$481,735	\$496,222	\$508,715	\$514,166
Hunt Management	\$12,572	\$35,949	\$42,807	\$52,023	\$85,127
Indirect Admin	\$305,030	\$427,223	\$468,979	\$508,664	\$549,901
Inventory & Monitoring	\$105,266	\$123,198	\$124,146	\$124,146	\$125,146
Lake Access Areas	\$223,880	\$254,652	\$261,757	\$267,456	\$272,120
Landownership Management	\$14,366	\$21,668	\$21,668	\$25,000	\$25,000
Nature Station	\$437,065	\$459,942	\$464,143	\$474,229	\$483,933
NEPA Admin	\$3,064	\$6,807	\$6,807	\$6,807	\$15,999
North & South Welcome Stations	\$147,501	\$154,211	\$156,061	\$158,092	\$160,894
Off-Highway Vehicle Area	\$131,561	\$170,922	\$180,792	\$183,560	\$192,654
Pest Management	\$8,298	\$9,678	\$9,678	\$15,871	\$17,371

Picnic Areas	\$110,704	\$113,937	\$113,937	\$115,753	\$116,000
Piney Campground	\$482,271	\$596,811	\$635,753	\$663,801	\$691,160
Planning	\$203,554	\$230,196	\$237,808	\$245,420	\$256,838
Recreation Special Use	\$13,630	\$21,588	\$23,917	\$26,733	\$30,000
Roads	\$324,943	\$373,098	\$397,622	\$405,352	\$411,000
Silviculture	\$29,751	\$95,269	\$117,922	\$130,665	\$145,938
SPEA	\$546	\$3,001	\$3,001	\$3,001	\$3,001
Special Projects	\$65,174	\$84,174	\$109,230	\$109,230	\$109,230
Trails	\$75,489	\$96,839	\$100,869	\$105,217	\$106,828
Vegetation / Watershed Management	\$87,111	\$108,956	\$123,120	\$136,217	\$148,029
Wildlife Management	\$309,724	\$433,414	\$576,682	\$609,940	\$656,251
Wranglers Campground	\$399,855	\$470,956	\$497,166	\$517,515	\$545,809

If a F/PM does not follow the budget, after discussion with the department manager, excess funds can be taken away from that facility and put into the contingency fund. This is done for several reasons: if the F/PM is mismanaging the facility; if the F/PM is not doing the work he or she said would be done because the work doesn't need to be done, or there are extenuating circumstances. By tracking the funds department managers and F/PMs can see where the money is being spent and who is not performing as pledged.

If a F/PM needs additional funds during the course of the year, he or she can make a case for receiving it from the contingency fund.

Fiscal accountability

Fiscal accountability begins when all expenses for every facility, service, and overhead (cost pools) are tracked. The total cost per visitor by site (including overhead and indirect expenses) is known. LBL has several charts that display allocation figures, revenues generated, percent cost recovery, and cost pool information. See table 3.

Percent Cost Recovery

Expenses shown here include overhead and indirect expenses. Percent cost recovery is based on the percentage of revenue collected as compared to the total "cost of doing business" (including overhead cost pools and indirect expenses).

Table 3. Percent cost recovery (with overhead and maintenance)

FACILITY/PROGRAM	REVENUE	EXPENSES	NET	COST RECOVERY
Hillman-Ferry	\$725,000	\$1,071,372	\$346,372	83%
Piney	\$625,000	\$1,014,442	\$389,442	73%
Energy Lake	\$95,000	\$293,698	\$198,698	36%
Wranglers	\$525,000	\$762,712	\$237,712	73%
Lake Access Areas	\$55,000	\$429,798	\$374,798	15%
Backcountry Camping	\$72,000	\$283,194	\$211,194	27%
Recreation Special Use	\$6,500	\$63,848	\$57,348	10%
OHV Area	\$335,000	\$427,224	\$92,224	87%
Homeplace 1850's	\$125,000	\$689,157	\$564,157	19%
Nature Station	\$120,000	\$665,047	\$545,047	19%
Hunt Management	\$257,000	\$145,384	\$111,616	177%
Elk-Bison Prairie & SBR	\$135,000	\$281,679	\$146,679	52%
Brandon Spring	\$520,000	\$1,083,859	\$563,859	63%
Forest Management	\$50,000	\$218,968	\$168,968	23%

BUDGETS BY FACILITY / PROGRAM (Revenue and Expense)

Note: These are “direct” expenses and **do not** include overheads such as cost pools

Consider the significant overhead expenses, (a legitimate cost of doing business) and you will note there is substantial work to be done in order for the facilities/programs to cover more of their operating cost.

Table 4. Percent cost recovery (direct)

FACILITY/PROGRAM	REVENUE	EXPENSES	NET	COST RECOVERY
Hillman-Ferry	\$725,000	\$702,660	\$22,340	103%
Piney	\$625,000	\$691,160	\$66,160	90%
Energy Lake	\$95,000	\$147,178	\$52,178	65%
Wranglers	\$525,000	\$545,809	\$20,809	96%
Lake Access Areas	\$55,000	\$272,120	\$217,120	20%
Backcountry Camping	\$72,000	\$197,000	\$125,000	37%
Recreation Special Use	\$6,500	\$30,000	\$23,500	22%
OHV Area	\$335,000	\$192,654	\$142,346	174%
Homeplace 1850's	\$125,000	\$514,166	\$389,166	24%
Nature Station	\$120,000	\$483,933	\$363,933	25%
Hunt Management	\$257,000	\$85,127	\$171,873	302%
Elk-Bison Prairie & SBR	\$135,000	\$139,394	\$4,394	97%
Brandon Spring	\$520,000	\$680,976	\$160,976	76%
Forest Management	\$50,000	\$145,938	\$95,938	34%

Table 5. Percent cost recovery (cost pool)

Cost Pools	Annual Cost	% of Budget	Regional Average*
1 - Area Supervisor	\$189,002	2%	5%
3 - Communications	\$628,000	5%	3%
4 - Business Performance	\$785,952	6%	10%
5 - Common Services	\$365,000	3%	6%

* Regional average of percentage of budget is based on final PBA allocations in regular FS funds, before deductions.

Note 1: The long-range target for these accounts is to set the bar by remaining well below average regional percentages in each cost pool.

Note: 2 The reason LBL is higher in cost pool 3 is because we spend significantly more on quality printing and advertising.

Appendix D
Supervisory Rating Form
Southern Region (R8)

SUPERVISORY RATING FORM (OPTIONAL)

Southern Region

SUPERVISOR'S NAME _____

ORGANIZATIONAL UNIT _____

Instructions: Forest Service Handbook (FSH) 6109.13, 15.4-2a. states, "Rating Officials who supervise other supervisory employees shall obtain and consider feedback from the supervisor's subordinates in appraising their performance in element 4."

Completion of this form is optional. **Employees who wish to provide feedback on their supervisor's performance should complete this form and mail it directly to their second-level supervisor, either electronically or by mail by September 20.**

Please assess your supervisor's performance as **1-unacceptable; 2-acceptable; or 3-outstanding** as appropriate in the following standards. You may make narrative comments for individual standards or your supervisor's performance in total.

STANDARD	RATING (1-3)
A. Creates a work environment that provides equal opportunity for all employees in accordance with law, regulations, and USDA, and Forest Service policy.	_____
B. Demonstrates valuing diversity by actively seeking and using a broad range of experiences, backgrounds, and points of view to achieve organizational goals, and support employee's success and development.	_____
C. Establishes and communicates performance expectations and objectives in partnership with each employee; provides additional clarification of expectations and objectives, as necessary.	_____
D. Accurately assesses the strengths, weakness, and developmental needs of each employee, providing timely, specific, and continuous feedback.	_____
E. Gains commitment and participation by modeling behavior necessary to accomplish direction.	_____
F. Provides timely evaluations of accomplishments based on established expectations.	_____

SUPERVISORY RATING FORM

STANDARD

RATING (1-3)

- G. Works in partnership with employees and/or groups to prepare development plans, and provides support and resources to implement development plans. _____

- H. Encourages employees to challenge themselves, and promotes new ideas and approaches. _____

- I. Holds employees accountable for achieving desired results and workplace conduct and cooperation, working safely, and maintaining a safe work environment. _____

- J. Recognizes and rewards individuals/group accomplishments in a fair, consistent, and timely manner. _____

NARRATIVE COMMENTS

Employee Signature _____ **Date** _____

Chapter 2

Resource Team

Pacific Ranger District

Eldorado National Forest



Chapter 2

Chapter 2 was written to highlight the highly successful practices of leadership, communication, and creative thinking of the Resource Team, of the Pacific Ranger District on Region 5's Eldorado National Forest, in the hopes that others may find them inspiring and apply them with the same rigor and success.

The Pacific Ranger District resource team is an excellent example of an organization that is productive, well run, and successful in spite of existing within a bureaucracy mired in rules and procedures. An explosion in visitation, a collapsing budget, and a threat of unacceptable resource impacts caused the management of the Pacific Ranger District's resource program to rethink its traditional organization; business as usual was not an option. In order to maintain its remarkable recreation setting, continue to meet customer expectations, and survive within existing fiscal constraints bold changes were undertaken and a "resource team" was formed.

The resource team operates with the assumption that high quality recreation experiences help generate both a vision and a land ethic that sustain the environment and the people in it. Strong leadership, effective communication, and creative thinking provide the foundation for this unconventional and, yet, very functional organization.

The resource team (team) has strong leadership, dynamic communications, and produces quality services for its customers. The team is guided by a long range master plan that sets annual goals and objectives. The team is in touch with its customer base, has a strong land ethic, and is committed to stewardship of natural resources while providing outstanding recreational opportunities.

INTRODUCTION

The Eldorado National Forest is bordered by the Lake Tahoe Basin Management Unit and the Tahoe and Stanislaus National Forests. At its western edge are the ever-growing suburbs in the Sacramento Valley, and the San Francisco Bay Area is a few hours away by automobile. The forest has a net acreage of 596,724 acres, which includes two wilderness areas and four ranger districts. The Pacific Ranger District has over 127,000 acres of land and receives over one million visitors yearly. (See figure 11.)

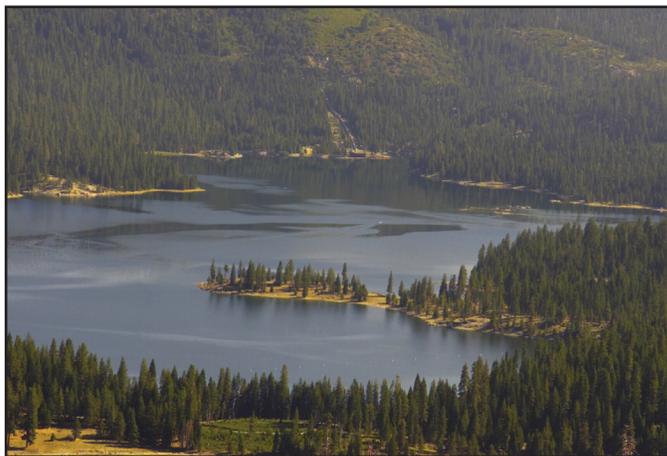


Figure 11—View of a portion of Crystal Basin.

The 85,000 acre Crystal Basin is the hub of activity as the major management area of the district. (See figure 12.) It has more than 35 developed recreation facilities that include over 800 campsites, three rental facilities comprised of two overnight huts, and a ski chalet. It has eight day use areas; hiking, bicycle and equestrian trails; cross-country ski trails; accessible paths; boating opportunities; and the world famous Desolation Wilderness and Rubicon (four-wheel drive) Trail. The majority of developed recreation facilities exist because of reservoirs developed in the 1950's and owned by the Sacramento Municipal Utility District (SMUD). Four main reservoirs draw national forest visitors by offering recreation activities; the reservoirs are also used to generate hydroelectric power for the Sacramento Valley. (See figure13.)



Figure 12—Crystal Basin Visitor Information Station.

Figure 13—Visitor information at Cleveland Corral Information Station on the way into the Crystal Basin.



PACIFIC RESOURCE TEAM

Faced with work delays, inefficiencies, standard divisions of labor, and specialties such as biologists working in isolation, the district and assistant resource officers decided to reorganize or reengineer the way they accomplished work. (See appendix A.) The reengineered plan eliminated the divisions of labor and established a team. There are still individual disciplines (foresters and biologist, for example) and individual program responsibilities. However, this team's management structure is to be efficient through sharing certain responsibilities and to work in a new logical fashion.

There are a number of benefits that can result from reengineering. According to Hammer and Campy, in their book *Reengineering the Corporation* (2001), reengineering espouses a different, more efficient way of performing work and of doing business by using process teams. “A process team ... is a unit that naturally falls together to complete a whole piece of work—a process. Process team workers, who are collectively responsible for process results rather than individually responsible for tasks, have a different kind of job. They share joint responsibility with their team members for performing the whole process, not just a small piece of it. [For example, planning, requisitioning, executing the job, cleaning up, and monitoring.] They not only use a broader range of skills from day to day, they have to be thinking of a far bigger picture.

“People working in a reengineered process are, of necessity, empowered. As process team workers they are both permitted and required to think, use judgment, and make decisions. ... Teams, of one person or several, performing process oriented work are inevitably self-directing. Within the boundaries of their obligations to the organization ...they decide how and when work is going to be done. If they have to wait for supervisory direction of their tasks, they aren’t process teams.”

The Pacific Ranger District’s team is a process oriented team composed of the District’s resource and recreation program employees, which include 7 permanent employees and 40 temporary/seasonal employees. The team manages resources, special uses, recreation, and wilderness programs. It is guided by their vision statement:

We, the Pacific Resource Team, are committed to:

A quality work environment. We will have adequate workspace and proper equipment, control noise levels, and maintain clean work areas.

Better inter-departmental communications. We will hold monthly resource team meetings to provide a forum for people to voice their views of how things are going, and to find out how others are doing.

Better intra-departmental communications. We will hold frequent shop meetings to keep all team members informed.

Managing project priorities. We will set and clearly communicate project priorities within the resource departments and for the resource team as a whole. We will quickly communicate changes in priority to all affected members.

Involving members in decisions that affect them. We will seek feedback from team members and will apply the concept of adaptive management.

Employee development and cross training. We will arrange for training opportunities, even if budgets go down. We recognize that multidisciplinary skills are a valuable asset.

Innovation. We will strive continuously to improve processes and eliminate wasteful practices. We recognize that trying new ideas may result in short-term decreases in productivity and will use available team resources to compensate.

Seeking new funding opportunities. We will encourage all employees to explore opportunities and will work cooperatively to seek grants and accomplish projects.

Project implementation. We will foster a proactive resource management attitude that focuses on implementation as the desired outcome. We will give all team members the opportunity to implement projects.

Appropriate feedback. We will provide critical feedback to team members with the focus on personal and professional improvement.

The team also is guided by the philosophy that natural resources are the district's most important assets. Consequently, work is focused on the maintenance of healthy resources through land stewardship. The team believes that a quality setting is key to a quality recreation experience. Also the team believes that recreation opportunities are enhanced by, and are subordinate to, good land stewardship and resource management. (See figures 14 and 15.)



Figure 14—This accessible trail winds its way through and around natural features.

Figure 15—Caring for the resource so it will continue to support wildlife.



There are a number of core competencies and program management areas that are important to the team's success. These cross all functional disciplines and include leadership, creativity and innovation, team characteristics and communication, recruiting the best, customer service, and working capital.

Leadership

Included in this team is a five member core group (core) that provides leadership for the team. The interdisciplinary core sets the tone for the entire team. The core can be as few as one person or greater than five (its current size). The core must have a certain chemistry to function well. Discussion is encouraged and is necessary for this management style to work. Personalities do matter. A person who doesn't understand the dynamics or who is unwilling to share ownership of his or her discipline would not be a match for this team environment. All core members "walk-the-talk." Disagreements and arguments occur, but ultimately a decision is made that all support.

Each core member is a resource for his or her area of expertise but does not and can not be the authority over what a management decision should be. The core discusses and studies ideas and work plans, a decision is made, then plans are written for accomplishing specific project goals.

Creativity and Innovation

The core strives to be innovative by trying new ideas and ways of doing things. One example of innovation is when the team tasked a core member (a wildlife biologist) with the primary responsibility for the wilderness resource management program. For the team, this approach has been highly successful, as the wildlife biologist has both experience and training in this function. Typical divisions of labor would have given wilderness responsibility to the resource officer, recreation officer, or the wilderness manager.

No one discipline has exclusive responsibility for a single resource area. In fact, a supportive atmosphere deliberately has been created that encourages all core members to focus on implementing desired program outcomes. This allows each member to implement specific projects that focus on broader program-desired conditions rather than discipline-specific desired outcomes. For example, when the wildlife biologist proposed a restoration project in a dispersed recreation site, other core members thought it was an important project and made it a priority. (See figure 16.)



Figure 16—Big Silver and Bassi Creeks watershed restoration project repaired damage done by uncontrolled OHV use. Families have begun to return to the area to picnic and hike to Bassi Falls.

TEAM CHARACTERISTICS AND COMMUNICATION

The team members (which include the core) are motivated and dynamic employees. “If jobs in reengineering processes require that people not follow rules but rather exercise judgment in order to do the right thing, then employees need sufficient education to discern for themselves what the right thing is” (Hammer 2001). Rich Platt, resource team leader, sums this up by saying, “Hire people smarter than yourself.”

For this team to work, everyone—from seasonal employees to the core—must share a common work ethic for quality work, believe that the whole is greater than the parts, and aim for the same goals. Contractors and concessionaire management follow these ideals. Responding to change and having fun are keys to success. The team takes pride in the work it does and in the way the work is done. (See figure 17.) Problem solving is emphasized; competition and interpersonal issues are downplayed. Risk taking is encouraged as is creative thinking. Mistakes made while trying new approaches are viewed as learning experiences. The team has a certain esprit de corps, at the same time, individuality is celebrated and embraced. (See figure 18 and 19.)



Figure 17—
Blasting safety
meeting.
Working in a
safe manner is
emphasized.

Figure 18—Trail
crew taking
a break from
building a bicycle
trail.





Figure 19—Trail crew members doing riparian restoration work.

Communication

Two team characteristics are good communication and adaptive management. Core members and work leaders clearly communicate project priorities and entrust employees with responsibility. Ideas are exchanged freely among core members, among other team members, and between both groups. Informal communication occurs frequently, often in the field, office hallways, and parking lot; these informal meetings substantially guide the core's work. Project and work changes are communicated quickly to all affected members.

Ideally, formal team meetings are held monthly to provide a forum for people to voice their views on how work is proceeding and to find out what and how others are doing. Many decisions are routine and do not require close scrutiny but do require multidisciplinary input and awareness. Additionally, for specific projects, a core person and other intradepartmental team members hold frequent onsite meetings that generally are operations related. (See figure 20.)

Figure 20—Fuels reduction takes place in developed recreation sites and throughout the district.



Process oriented teams require that one or more persons work together to complete routine, recurring work, for example, facility maintenance or biological surveying. Not everyone on the team has the same knowledge base or performs the same activities, but each plays a role in completing the work.

Work is recurring so people are usually permanently grouped together. Team members are cross trained to give them a variety of experiences and skills, so each appreciates what the other does and the process that is required to complete work. This enables one to step in to complete work for another, if necessary.

The Resource Employee Handbook is a pivotal document that describes the expectations of the team to new team members. This handbook is reviewed by all team members annually, if not more often. Behaviors listed in the Handbook are modeled by the core and, hopefully, emulated by the entire team. The Handbook addresses:

- ❖ Team vision (see page 37).
- ❖ Team expectations.
- ❖ Effective team membership skills.
- ❖ Effective team leadership skills.

The Handbook also includes: Performance Standards Mission Statement, All Employee Standards, and Job Specific Standards. Knowing that there are high expectations, and exactly what those expectations are, holds the team to a high quality of work. Handbook highlights are in appendix B.

RECRUITING THE BEST

Whether filling a permanent position or hiring a student through the Student Career Experience Program, certain employee attributes are indispensable.

They are the ability to:

- ❖ Think independently.
- ❖ Make decisions.
- ❖ Lead by example.
- ❖ Learn while doing.
- ❖ View the team as a whole and not divide it into managers and workers (us versus them).
- ❖ Behave professionally by supporting U.S. Department of Agriculture (USDA) Forest Service policies (even though one might personally disagree with them).

Forty of 47 team members are temporary seasonal employees, which makes it imperative that the team be composed of motivated, interested persons who are willing to work together and share responsibilities. Most seasonal employees are long-time temporary employees who return for a number of seasons because of the quality work environment and job satisfaction. There is some turnover of employees each year. The team relies upon sponsored student programs and active recruitment to fill the positions with the “right” candidate, for example, one who shows initiative and the ability to think. Job applicants are carefully interviewed. (See figure 21.)

Student candidates are chosen from three programs. They are hierarchal in that an employee hired at the bottom rung has to do well to advance to the next level. Those who do not do well are not asked back.

One program is the Equity Leadership Program (ELP), a partnership with the MESA (Mathematics, Engineering, and Science Achievement Program), the Federal Government (USDA Forest Service and the U.S. Department of

the Interior Bureau of Land Management), and California State Polytechnic University, San Luis Obispo, School of Forestry and Natural Sciences, formed to increase the portion of underrepresented individuals in the natural resource sciences. A key element of the ELP is the internship program where hand-selected students can gain field experience working with a federal agency. (This internship program provides experience in a variety of natural resource management topics for high quality students from diverse ethnic and economic backgrounds. The goal is to give students real working experience, which in turn leads them to excel in their scientific studies. Consequently, the agencies attract highly motivated future employees with real working experience.) Other programs are the Student Temporary Employment Program (STEP) and Student Career Experience Program (SCEP).



Figure 21—Students visit to learn about the USDA Forest Service.

All students are exposed to and work various jobs during the course of a summer. This benefits the students and the USDA Forest Service because students can look for a niche in the Forest Service while still in school. Those who do not like the work do not reapply. There is a sequence for movement through these programs. For example, a student first-time hire can be in an ELP position or a STEP position. If a student does well and shows a strong potential of becoming a career employee then he or she can apply, or be nominated by a supervisor, to the SCEP program. Success in a SCEP position leads to a permanent position upon college graduation.

CUSTOMER SERVICE

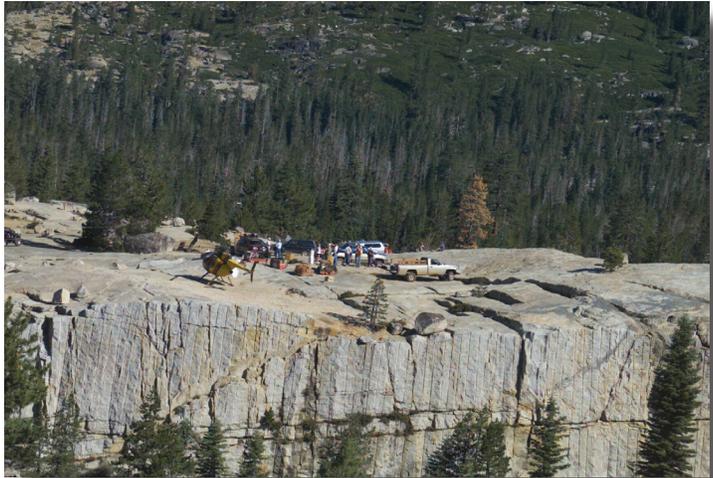
Customer service is considered in every facet of team decisionmaking and, therefore, is a key value. The team believes that through quality customer service it provides the forest visitor the opportunity to recreate in a forest setting with well-managed resources, facilities, and social environments. The elements of customer service are:

- Deliberately providing specific high quality recreation opportunities that fit the theme of Crystal Basin within the sustainability of the resource.
- Delivering the type of district recreation program that inspires

visitation. (The district recreation program is not an outcome of the visitors who show up; rather, the visitors who show up are a result of the program that is provided.)

- Providing the right information in the right places at the right times.
- Delivering a seamless program with the aid of cooperators including concession management, law enforcement, county emergency services, utility providers, and private enterprises. (See figure 22.)

Figure 22—A guide flies visitors into the Rubicon OHV Trial trailhead.



- Identifying and prioritizing public needs through conscious observation, best available science, intuition, active recreation participation by managers, and regular, on-going outreach.
- Being innovative in program delivery.
- Being sensitive to the public's expectations.
- Never forgetting we are here to serve the public.

Recreation Surveys

The team uses survey data as a piece of customer service. One such survey source is through the hydropower license requirements. Every 6 years SMUD is required to perform a recreational survey within its project area and submit a recreation report. Survey items include:

- v Kinds of use and patterns.
- v Levels of use.
- v User surveys as to preferences in recreation activities.
- v Kinds and sizes of recreation vehicles.
- v Preferences for day use versus overnight use.
- v Carrying capacity information sufficient to indicate changes in capacity.
- v Recreation user trends.

Informal information gathering is ongoing. This occurs through informal conversations with visitors, direct observations of visitor behavior, and ongoing scheduled monitoring of key areas.

Concessionaire

It is critical that visitors experience positive customer service from the concessionaire because 75 percent of the campsites on the district fall under concession management. The concessionaire has adopted and implemented resource team established goals and objectives for customer service and does a good job. The purpose is a seamless operation.

Concessionaire management is housed at Crystal Basin Information Station, which is also the work center for the team. This makes communication easier. The Crystal Basin manager and the concession manager hold a weekly scheduled meeting and speak informally during the week and more frequently if anything extraordinary arises. The concessionaire employs 28 people whose backgrounds have been extensively checked; employees are audited and screened throughout the year. The company has an 80-percent employee return rate each season, which illustrates job satisfaction.

WORKING CAPITAL

Capital is not only appropriated funds; it is also the work of partners and volunteers. An active volunteer program contributes approximately \$78,000 per year in volunteer hours.

Partnerships

Partnerships are considered critical to the success of the program. The district has an excellent relationship with the various law enforcement agencies with jurisdiction in the area. One such agency is the El Dorado County Sheriff's office, which has jurisdiction to enforce State and local laws. They regularly patrol the area and are very responsive to calls regarding recreation- and resource-related problems. They feel an ownership in the district. This is a direct result from working with not only the officers who patrol the area but also their enforcement supervisors. Accommodations such as overnight housing, parking areas for equipment, use of phones, and other administrative facilities are provided to encourage quality relationships.

The core also fosters relationships with other partners. These include both user and volunteer organizations. These organizations provide valuable services such as policing their own user groups, working on specific projects, dispensing public information, and, in the case of the Friends of the Rubicon, hosting a Web site. (See figure 23.)



Figure 23—Friends of the Rubicon share information with fellow OHV operators and hold work days on the Rubicon OHV Trail.

Important groups that provide valuable services are the District Summer Home Associations. One of these is the Wrights Lake Summer Home Association. (Wrights Lake campground is adjacent to the recreational residences' tract) The cabin owners have a formal partnership with the district to regularly staff the information station at the campground. Residents provide information to visitors, provide information to local staff regarding potential resource problems, and even assist when needed with emergencies such as searching



for a lost child. (See figure 24 and 25.)

Figure 24—Recreation residence cabin.



Figure 25—This information station was built by the recreation residents' Wrights Lake Association.

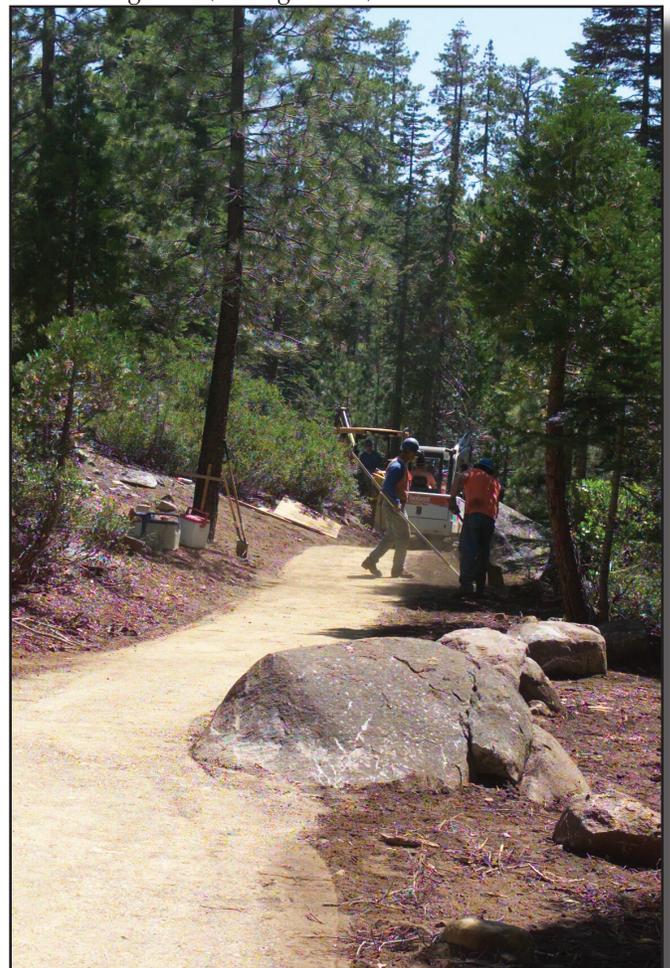
At the campground, residents also have a number of recycling sites for aluminum cans. Funds from recycling are used to improve the camping experience and to purchase items. For example, money from recycling was used to build an amphitheater and to buy a generator for the USDA Forest Service to use while giving programs at the theater. (See figure 26.)



Figure 26—Wrights Lake Association raised money to build this amphitheater for forest visitors.

SMUD contributes to the recreation program through Federal Energy Regulatory Commission licensing fees. (See figure 27.)

Figure 27—SMUD contracted and oversaw construction of this accessible trail.



Financial Support

As with any organization, funding sources are important to the team. The team's philosophy on funding is based on the "coyote mentality." That is to say, "like the coyote, the team can easily adapt to change in its environment and still thrive." To do this the team does not rely on any one funding source. In addition, when a funding source dries up a shift in budget priorities can be made to ensure that work will continue. Some examples of the various nontraditional funding sources that the team constantly "forages" for include collection agreements with local cooperators, State and county funded grants, and private partnerships. In addition, the team takes advantage of new Forest Service funding opportunities such as the recreation enhancement act program and watershed restoration funds. The team rarely turns down a new funding source.

SUMMARY

The Pacific Ranger District's resource team has embraced reengineering concepts and has successfully combined resource and recreation programs that focus on maintaining high resource standards while providing outstanding recreational opportunities. The team has met administrative and operational challenges with an innovative organization. Rather than attending to individual issues with individual solutions, a systemwide approach was undertaken. When the team is responsible for all of the work, there is a synergy that makes it easier to see the whole picture and manage holistically. A large budget is not necessary for this type of management to flourish, however, leadership, thinking, open communications, and dedication are.

Process team management works by shifting the performance measure to results and away from activities. By reengineering, "jobs certainly change, as do the people needed to fill them, the relationships people have with their managers, their career paths, the ways people are measured [e.g., job descriptions and performance standards] and compensated, the roles of managers and executives, and even what goes on in workers' heads" (Hammer 2001). These are all reflected in the team.

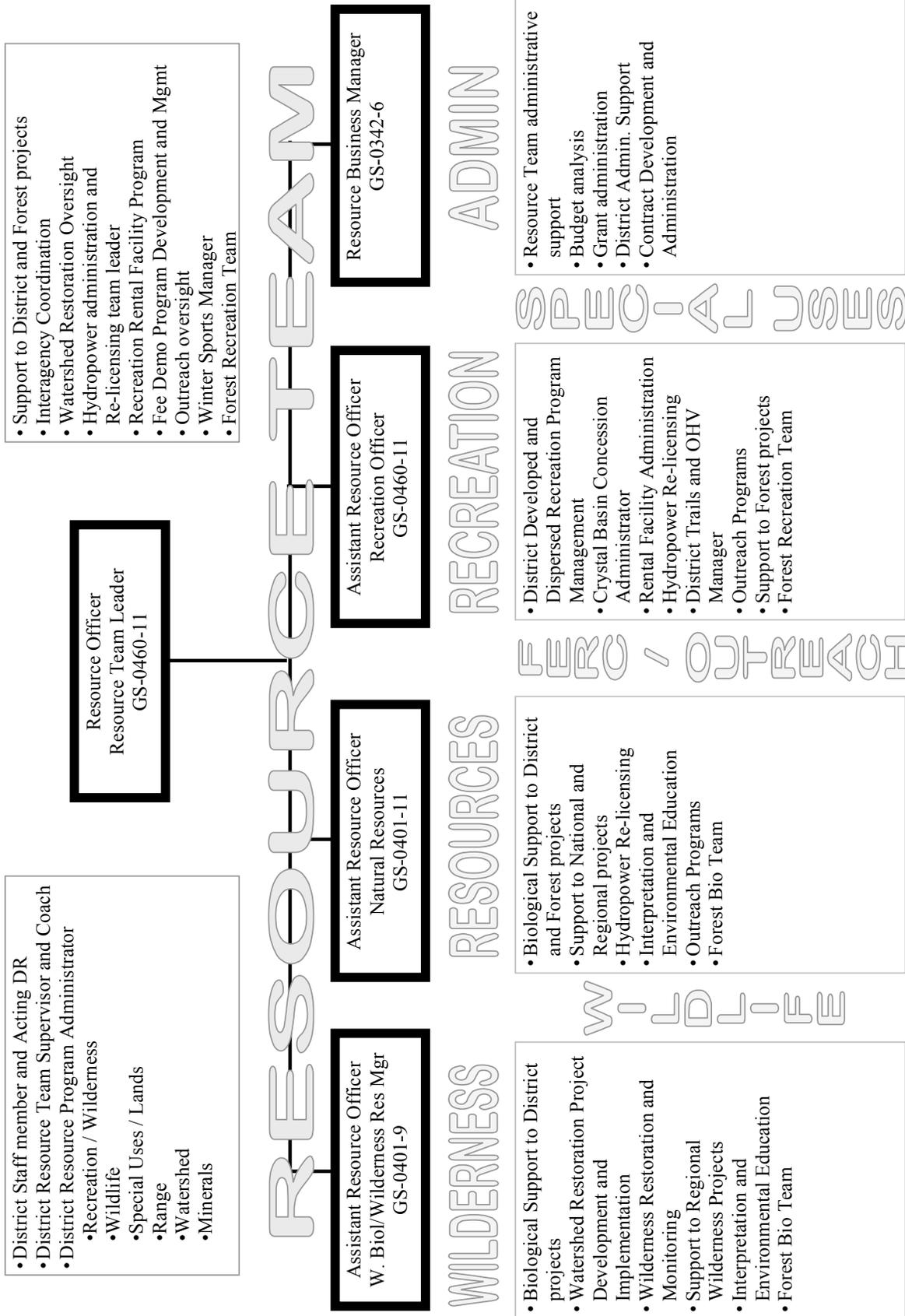
"Work becomes more rewarding since people's jobs have a greater component of growth and learning. ... There is, however, a challenging side to ... reengineering. If jobs are more satisfying, they are also more challenging and difficult. Much of the old, routine work is eliminated, automated [or contracted]. If the old model was simple tasks for simple people, the new one is complex jobs for smart people, which raises the bar for entry into the workforce. Few simple, routine, unskilled jobs are to be found in a

reengineered environment" (Hammer 2001).

Appendix A

Pacific Ranger District Resources

Pacific Ranger District Resources



Appendix B

Resource Employee Handbook

The Resource Employee Handbook is a pivotal document, which describes the expectations of the team to new team members. This handbook is reviewed by all team members annually, if not more often. Behaviors listed in the handbook are modeled by the core and, hopefully, emulated by the entire team. The handbook addresses:

- ❖ Team vision
- ❖ Team expectations
- ❖ Effective leadership skills
- ❖ Effective membership skills

We, the Pacific Resource Team, are committed to:

A quality work environment. We will have adequate workspace and proper equipment, control noise levels, and maintain clean work areas.

Better inter-departmental communications. We will hold monthly Resource Team meetings to provide a forum for people to voice their views of how things are going, and to find out how others are doing.

Better intra-departmental communications. We will hold frequent shop meetings to keep all team members informed.

Managing project priorities. We will set and clearly communicate project priorities within the resource departments and for the resource team as a whole. We will quickly communicate changes in priority to all affected members.

Involving members in decisions that affect them. We will seek feedback from team members and will apply the concept of adaptive management.

Employee development and cross training. We will arrange for training opportunities, even if budgets go down. We recognize that multidisciplinary skills are a valuable asset.

Innovation. We will continuously strive to improve processes and eliminate wasteful practices. We recognize that trying new ideas may result in short-term decreases in productivity and will use available team resources to compensate.

Seeking new funding opportunities. We will encourage all employees to explore opportunities and will work cooperatively to seek grants and accomplish projects.

Project implementation. We will foster a proactive resource management attitude that focuses on implementation as the desired outcome. We will give all team members the opportunity to implement projects.

Appropriate feedback. We will provide critical feedback to team members with the focus on personal and professional improvement.

❖ **Team Expectations**

The Pacific Resource Team is one where:

- Team members share a sense of purpose or common goals and each team member is willing to work towards achieving these goals.
- The team is aware of and interested in its own processes and examining norms operating within the team.
- The team identifies its own resources and uses them, depending on its needs. The team willingly accepts the influence and leadership of the members, whose resources are relevant to the immediate task.
- The team members continually try to listen to and clarify what is being said and show interest in what others say and feel.
- Differences of opinion are encouraged and freely expressed. The team does not demand narrow conformity or adherence to formats that inhibit freedom of expression.
- The team is willing to surface conflict and focus on it until it is resolved or managed in a way that does not reduce the effectiveness of those involved.
- The team exerts energy toward problem solving rather than allowing it to be drained by interpersonal issues or competitive struggles.
- Roles are balanced and shared to facilitate both the accomplishment of tasks and feelings of team cohesion and morale.
- Risk taking and creativity are encouraged. Mistakes are treated as sources of learning rather than reasons for punishment.
- The team is responsive to the changing needs of its members and to the external environment to which it is related.
- Team members are committed to periodically evaluating each other's performance.
- The team is respected by its members, who identify with it and consider it a source of both professional and personal growth.
- Developing a climate of trust is recognized as the crucial element for facilitating all of the above elements.

❖ **Effective leadership skills**

Understanding that this team is based on the concept of shared leadership, resource team leaders are effective because they . . .

Make themselves available

- Want to take charge
- Act consistently
- Support and defend the team and the district
- Have wide visibility on the district and forest
- Assure that team activities are consistent with the resource team vision
- Set goals and emphasize them through planning
- Follow-up on actions and issues
- Accept ownership for team decisions
- Communicate in an open, honest, and fair manner
- Give team members the information they need to do their jobs
- Listen to feedback, ask questions for clarification and understanding, and make decisions with input from others
- Create an atmosphere of growth
- Give praise and recognition
- Criticize constructively and address problems
- Display tolerance and flexibility
- Demonstrate assertiveness
- Exhibit a willingness to change
- Treat team members with respect
- Represent the team and fight a “good fight” when appropriate
- **Ensure that the team has fun**

❖ **Effective team membership skills**

Resource Team Members are effective because they. . .

Understand individual and team roles

- Help the team and team leader to succeed
- Support and defend the team and the district
- Accept ownership for team decisions
- Provide open, honest, and accurate information
- Act in a positive and constructive manner
- Ensure that viewpoints for and against a topic are explored
- Give praise and recognition freely when warranted
- Look for opportunities to learn
- Identify problems and strategize solutions
- Provide appropriate feedback to others on the team
- Participate voluntarily and support participation of others
- Maintain confidentiality
- **Ensure that the team has fun**

