

Pacific West Regional Office

Business Plan



National Park Service
U.S. Department of the Interior

Pacific West Regional Office



“Innovation is *change that creates
a new dimension of performance.*”

–Peter Drucker

Introduction

Faced with a number of fiscal challenges over the past several years, the Pacific West Region decided to seek answers and to use the Business Plan process as the vehicle by which to find them. This is the first time a process originally developed for parks has been used by a regional office of the National Park Service.

The Business Plan Initiative (BPI) formally began in 1999 as an attempt to improve fiscal management in the National Park Service. The resulting business plans fulfill a variety of purposes. Their central purpose is to improve the ability of the NPS to measure the allocation of fiscal resources against needs within an operational context within individual organizations. Doing this more clearly paints a mission-based picture of organizational activity. It also helps bring into focus certain financial issues that appear to have a disproportionate impact on the financial stability of the organization. And finally it helps provide a clearer view of where opportunities might lie and where future priorities must be established to strengthen both the fiscal well-being and the operational capacity of the organization.

Beyond these direct benefits, business plans serve as a “report to stakeholders,” whether the readers be the general public, policy makers, potential donors or employees of the organization. In short, they serve to elevate the level of discourse about financial issues facing the operation of the National Park Service.

This undertaking required considerable effort, but the resulting opportunities for improved judgments about fiscal policy and priorities will make the trouble more than worthwhile. We hope readers of this plan find it equally beneficial.



Acknowledgements

Since 1999, parks within the Pacific West Region have been in the forefront of the effort to promote and perfect the application of Business Plans for the improved management of national parks. This past year, it was decided to undertake a Business Plan for the Pacific West Regional Office itself. Like other NPS regional offices across the United States, the Pacific West Region is faced with a number of unique fiscal challenges that are not necessarily reflective of the circumstances faced by parks. One notable advance made in the Business Plan process since 1999 is a more standardized structure and analysis process, supported by software. Much of that process was not applicable to the financial activities of a regional office. Still, we remain indebted to the nationwide Business Plan Initiative (BPI) for laying out the basic structure, principles and format that served as the foundation for this document. And we publicly acknowledge the on-going value realized by the BPI effort that has resulted from the partnership between the National Park Service and the National Parks Conservation Association. Specific thanks go to Ford Motor Company, Ford Motor Company Fund, and the University of Michigan Business School Domestic Corps for making a business school student from the University of Michigan available to us during the summer of 2002 to carry out the bulk of the work required to gather, document, record and analyze the information used in this plan.



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Regional Director's Foreword

Much attention has been paid to the promise of business plans in the private sector. In recent years business plans have been very successful in securing investor capital for almost any entrepreneurial venture imaginable. However we have since seen that bubble burst following the disappointment created when the assumptions made in such plans have been fallible, shortsighted, and misinterpreted. For a business plan to be successful it must use good judgment and be derived from the best information available. This plan is a study of the fiscal capability within the resources of the Pacific West Regional Office (PWRO). It has been reviewed by every program within the regional office in order to paint the financial landscape of the region and offer insight into what challenges the region may face in the future and ways we may overcome these obstacles.

Within the scope of this business plan, three questions will be answered:

- What is the business of the Pacific West Regional Office?
- What resources are required to conduct the business of the PWRO?
- What current trends will prove even more challenging to the operation of the PWRO in the immediate future?

This business plan is a first step in the process of creating a more efficient Regional Office. It should be used as a diagnostic tool that explains the current environment for regional operations to prescribe solutions for a well-managed future.



Jonathan B. Jarvis
Jonathan B. Jarvis



Region at a Glance



- 1 Regional Office
- 3 Support Offices
- 57 Park Units
 - 1 National Battlefield
 - 7 National Historic Sites
 - 2 National Historic Trails
 - 9 National Historical Parks
 - 1 National Historical Reserve
 - 2 National Memorials
 - 10 National Monuments
 - 15 National Parks
 - 1 National Preserve
 - 7 National Recreation Areas
 - 1 National Reserve
 - 1 National Seashore
- 92 National Natural Landmarks
- 225 National Historic Landmarks
- 70 Wild and Scenic Rivers
- 15,000 National Register Properties
- 7 Affiliated Areas
- 13 million Acres
- 58 million annual visitors
- 3500 employees
- 6 States
- 2 U.S. Territories
- 82 Congressional Districts
- 16 Time Zones
- 2 Hemispheres

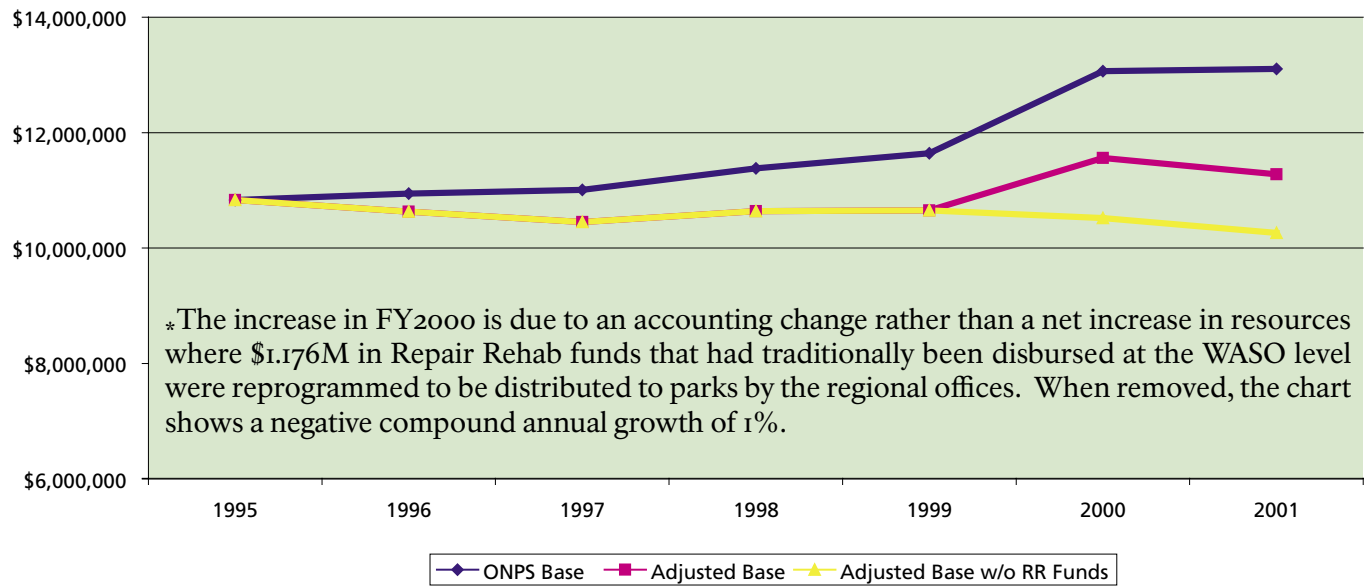
Within the region every ecosystem lifezone is represented. The region spans 14,692 feet in elevation from Death Valley to Mount Rainier and historic events from prehistory periods to World War II. From Nez Perce NHP in Montana to War in the Pacific NP on the island of Guam, the Pacific West Regional Office provides services and support for a region that spans 6400 linear miles.

The Pacific West Region is made up of the Regional Director's office located in Oakland, and three Support Offices in Seattle, Oakland and Honolulu, all in support of 64 park units and affiliated areas. Each Support Office is designed to meet the needs of parks within its geographic range. In several instances, a single Support Office will manage a program with responsibilities that are region wide. This organization is designed to promote the sharing of resources between parks and support offices whenever possible.

U.S. Department of the Interior



Historical Funding

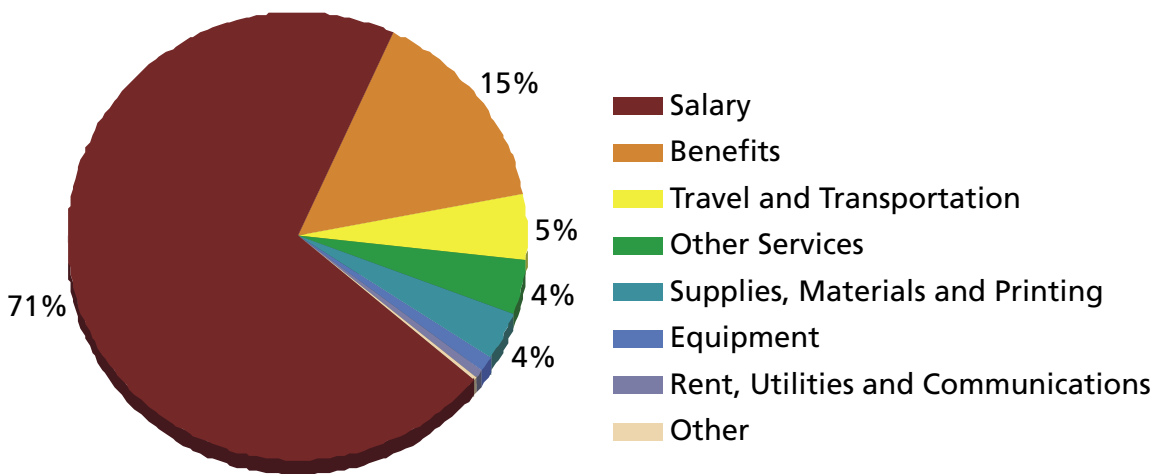


The above chart shows a 20% increase in ONPS funds to the Regional Office over the past six years. However when adjusted for inflation, the increase is far less dramatic at 4%.

This plan is based on historic funding trends extending back to fiscal year 1995, following the reorganization of the National Park Service. A key tenet of the reorganization was merging the former Pacific Northwest and Western Regions into one region. The ability to aggregate financial data prior to this reorganization is difficult because 1995 marked a change in accounting within the National Park Service. Also at the time of the merger, parks within the state of Arizona were removed from the former Western Region.



Breakdown of ONPS

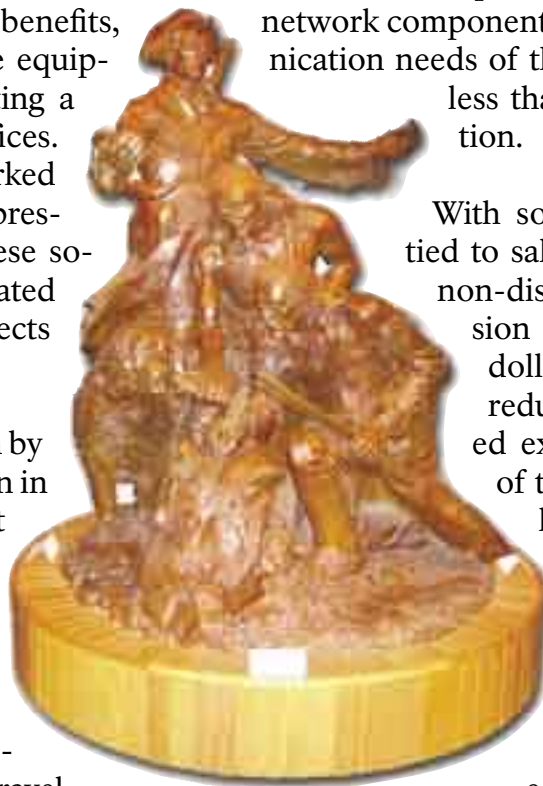


The Operation of the National Park System (ONPS) appropriation accounted for more than 50% of the funding available to central offices in the Pacific West Region, a total of \$17.7 million in fiscal year 2001. This amount is somewhat misleading. It includes an operating “base” budget of \$13.1 million for the regional offices that covers such recurring expenses as salaries and benefits, travel, supplies, materials and office equipment—in short, the cost of operating a regional office and three support offices. The balance, \$4.6 million, is earmarked for a variety of maintenance and preservation projects in the parks. These so-called “project” funds are reallocated annually to the highest priority projects identified by the parks.

The above chart shows a distribution by budget object class of the \$13.1 million in ONPS base operating funds. Not surprisingly, the largest percentage of base funding (85.7%) is dedicated to salaries and benefits for the professional workforce needed to support a wide range of park projects and activities. Travel and transportation expenses, primarily for travel to parks for on-site work and meetings, accounts

for an additional 4.8 percent. Other major areas of expense include supplies and materials (3.8%) and contractual services (3.9%) to operate the three offices in Seattle, Oakland, and Honolulu. These latter amounts also reflect the cost of operating the Regional Training Program. Expenses for equipment, such as telephones, computers, copiers, and network components that serve the telecommunication needs of the entire region are slightly less than 1.0% of the total allocation.

With so much of the ONPS base tied to salary and benefits and other non-discretionary costs, the erosion of this budget in constant dollar terms has necessitated reductions in staffing and related expenses. The effectiveness of the central offices is directly linked to the staff capability to meet the diverse and complex needs of the parks for support services. Loss of staff has meant diminished service and support for park projects and programs.



Sources of Funds

The Pacific West Regional Office derives funding from several congressional appropriations to finance a wide variety of functions and programs. The principle funding sources are described below.

Operation of the National Park System Appropriation (ONPS)

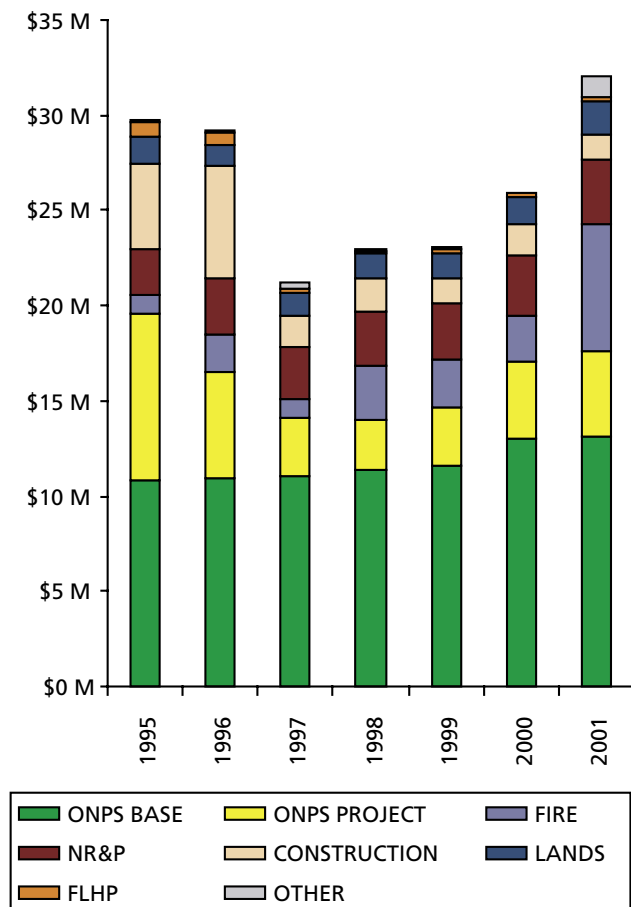
This account covers the cost of day to day operations of the Regional Office including funds for salaries and benefits, travel, supplies, contractual services and equipment. The ONPS budget for the Regional Office also includes a number of special project funds (ONPS Project) that are used for maintenance, preservation and resource protection projects in the parks.

National Recreation and Preservation

The National Recreation and Preservation appropriation funds a variety of partnership programs carried out by regional office staff including river and trail studies, conservation assistance to local communities, administration of the National Register and the National Historic Landmarks programs, technical assistance with the conversion of surplus Federal lands to park and recreation use, and the administration of Historic Preservation Fund grants.

Construction and Major Maintenance

The Regional Office receives funding under this appropriation for major construction, repair, or replacement of physical facilities in parks, replacement of capitalized equipment and heavy machinery, and to complete park general management plans and special resource studies.



Federal Lands Highway Program

Under the Federal Lands Highway Program the Regional Office receives funds from the Highway Trust Fund to repair park roads and parkways and complete plans for alternative transportation systems in parks.

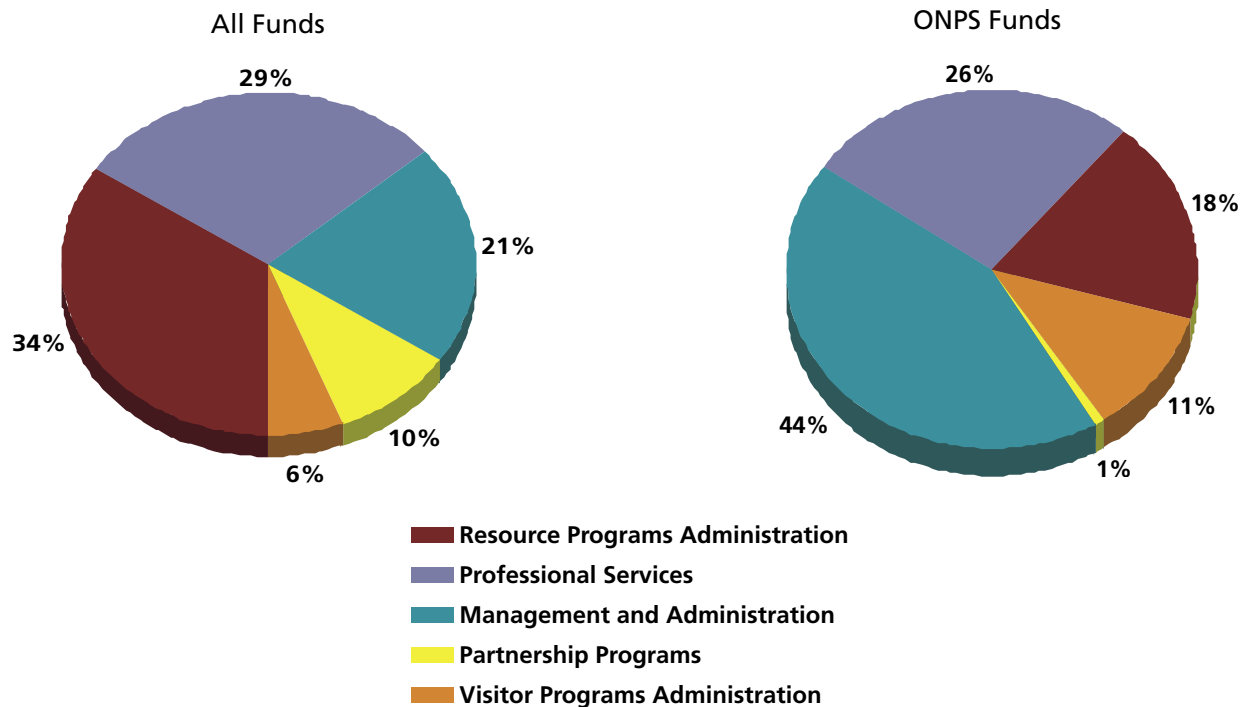
Land Acquisition

The Land Acquisition appropriation provides funds to acquire lands or interest in lands to preserve and protect the historic, scenic, natural and recreational values of congressionally authorized areas within the National Park System. This account also funds a program of matching grants to States for the acquisition and development of public outdoor recreation areas and facilities.

Wildfire Management

Funds provided under this account cover the development and implementation of wildland fire management programs in parks that provide for firefighter and public safety while attaining resource management goals.

Functional Areas

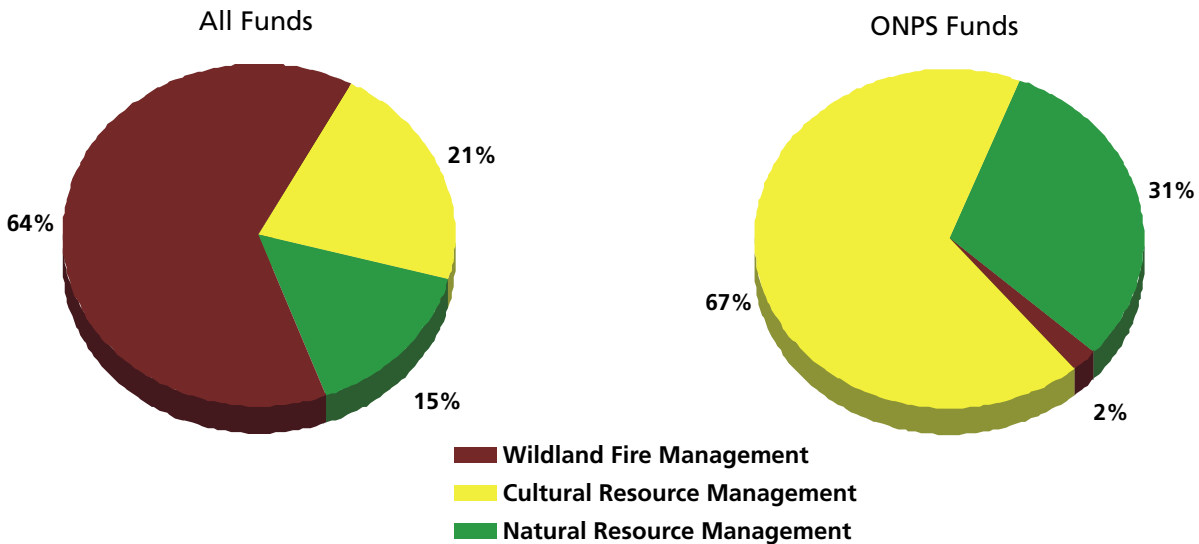


The operation of the Pacific West Regional Office is broadly divided into five functional areas. Resource Programs Administration provides support to parks in the areas of cultural and natural resource management as well as managing the use of wildland fire for the national parks in the region. Visitor Programs Administration provides oversight and support for programs that provide for the safety, education, and use of parkland within the region. Professional Services was created to satisfy a need within parks for specialized expertise and consultation. The majority of Professional Services staff time is spent in support of individual needs in several parks at a time in areas such as environmental compliance and land acquisition. Where small park staffs cannot accommodate the addition of an expert, this cadre of professionals is available to ensure that all parks benefit from the same caliber of consultation. The area of Management and Administration includes not only administrative services for the regional office, but also support

services provided to parks without administrative capacity within their existing staffs such as contracting and human resources. Partnership Programs are managed by National Park Service staff at the regional office level to support the efforts of park partners and cooperators in support of park values within and beyond park boundaries. External Programs like the National Landmarks program are managed within this functional area.



Resource Programs

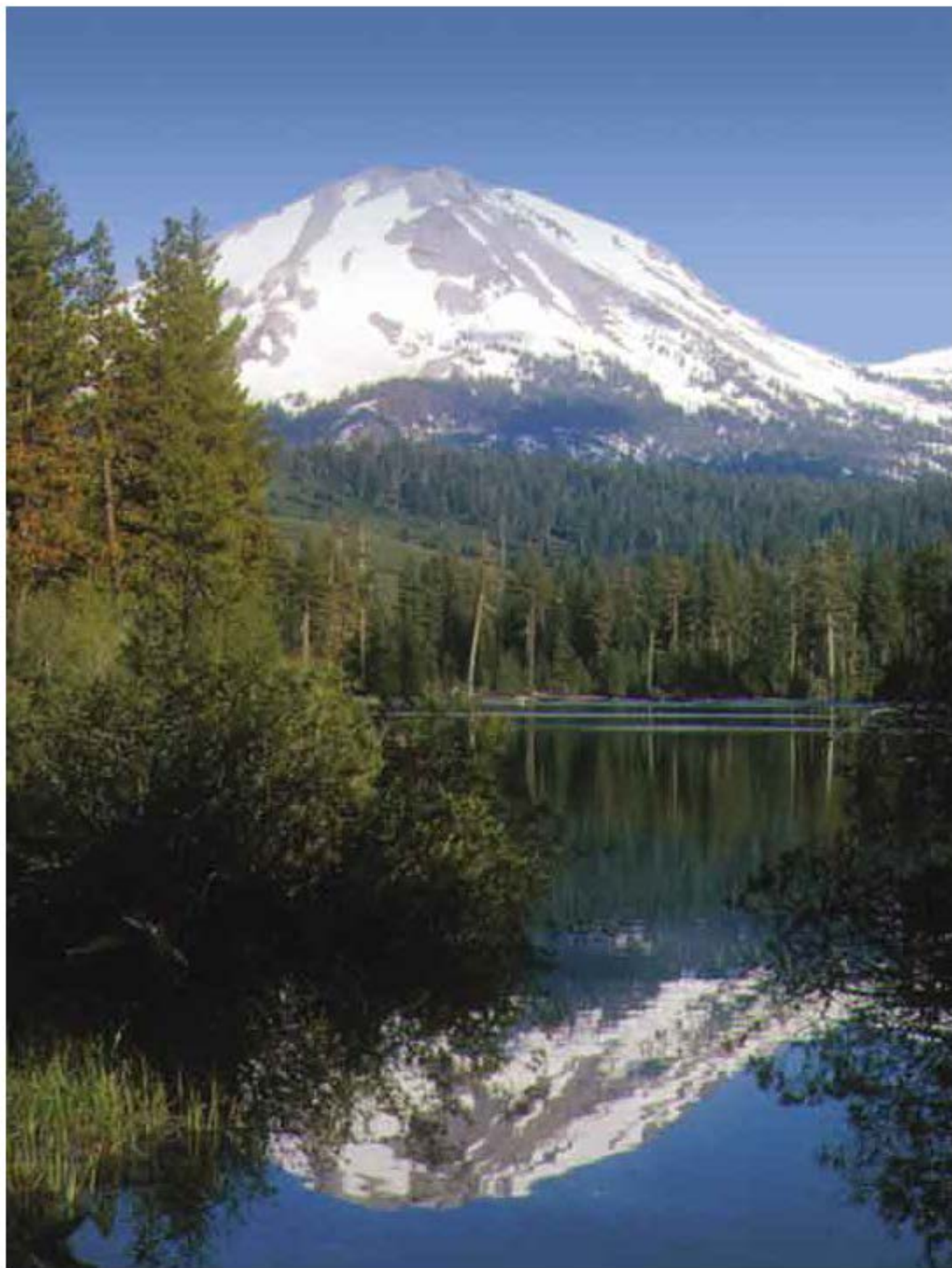


The resource programs of the Pacific West Regional Office provide support and assistance to the region's 64 parks and affiliated areas in the protection and preservation of America's natural wonders and cultural heritage. This function includes activities related to the preservation of cultural and historic resources, stewardship of complex natural systems, and programs to manage the effects of wildland fires on park resources.

Cultural resource programs focus on professional expertise in six program areas: anthropology, archeology, curation, historic architecture, historic landscape architecture, and history. Support Office specialists assist parks in developing and carrying out research, planning, and treatment projects, including identifying research needs, preparing scopes of work, serving as researchers and project managers. They also provide professional review of research, planning, and treatment proposals and serve as a liaison between the region, parks and the Washington Office as well as a wide range of partners. The partnership programs are funded through ONPS, the National Recreation and Preservation Fund and the Historic Preservation Fund. The latter two funds have been flat for most of the past decade limiting long-term planning and technical assistance capabilities.

Natural resource programs are responsible for policy guidance, technical assistance, coordination among parks and liaison with other agencies in the stewardship of parks' natural resources, including ecosystem components and processes related to geology, water resources, air resources, flora and fauna, as well as soundscapes and dark night skies. Staff in this function promote research, monitoring, and inventories to better understand, conserve and, where necessary, restore park resources. 2001 was the first year of the five-year Natural Resource Challenge that has made major strides in promoting the role of science in National Parks.

The fire management function assists parks in the development and implementation of programs that provide for firefighter and public safety while attaining resource management goals. This program has expanded significantly in the past several years through implementation of the National Fire Plan with its emphasis on improved fire planning, closer links to resource preservation and management, and reducing the risk of property loss in areas where urban growth is occurring adjacent to wildland areas. Recent years have seen growing attention paid to fire management that has also resulted in increased special funding. Although little of the Wildland Fire Management budget is derived from ONPS, it is largely funded by a separate appropriation. Significant resources are directed to administer oversight of the program.



Resource Programs*

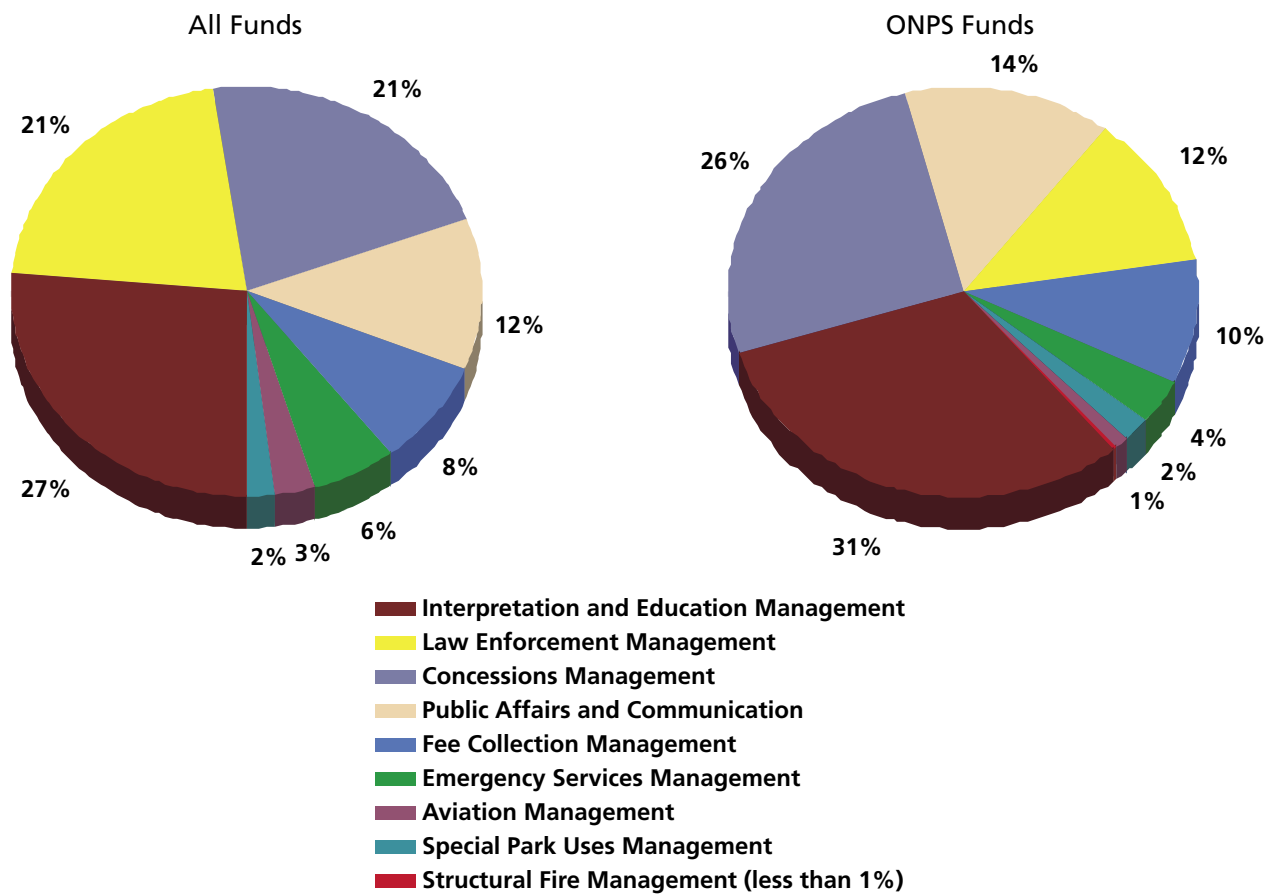
	Available	Needed	GAP
FTE	47.30	75.44	28.14
Funds	\$10.5 M	\$12.9 M	\$2.4 M

*All Fund Sources

The identified gap in staff and funding relates primarily to the need to maintain professional staff capability to support the full range of resource issues confronting the parks. For cultural resources programs additional staff are needed for data management to ensure the accuracy of required inventories and evaluations of park resources. Additional staff are also needed to make available the full range of professional cultural resource expertise to parks in Hawaii and the Pacific Islands, as well as strengthen staff capability in anthropology and historic landscape architecture. The Natural Resources programs demonstrate the need for scientists to coordinate research activities and newly established Cooperative Ecosystem Study Units. Additional staff time is also needed to improve data management, particularly given the large amount of information being generated through a renewed emphasis on inventory and monitoring activities, and to bolster professional expertise in the management of threatened and endangered species. The fire management program needs additional staff for program support, fire archeology and planning, historic preservation, environmental compliance and to better manage and coordinate training programs.



Visitor Programs



Visitor programs are those functions that provide for public enjoyment and a quality visitor experience in parks. These programs facilitate visitors to enjoy parks safely and gain an understanding and appreciation of the significance of the parks they are visiting. PWRO plays a direct support role in visitor programs at the individual park level. Much of the Regional Office's leadership is evident in the areas of law enforcement, emergency services, structural fire, and aviation management. This work involves oversight, ascertaining that visitor protection resources are allocated to minimize risks and making sure that regulations and standards are met. The goal is to help preempt problems that might interfere with visitors having a

safe and enjoyable experience. Interpretation and Education programs provide technical assistance in designing visitor centers and exhibits as well as in facilitating educational opportunities in parks. Concessions management staff and others help to manage concession contracts, fee collections operations and other smaller service provision arrangements to protect the taxpayers' investment in parks as well as protect resources. Most of these services are funded through ONPS. Nearly half of the Law Enforcement and Emergency Services programs operate with non-ONPS base funds while Interpretation and Education programs are 97% funded out of ONPS.

Visitor Programs*

	Available	Needed	GAP
FTE	18.44	37.69	19.25
Funds	\$1.8 M	\$3.4 M	\$1.6 M

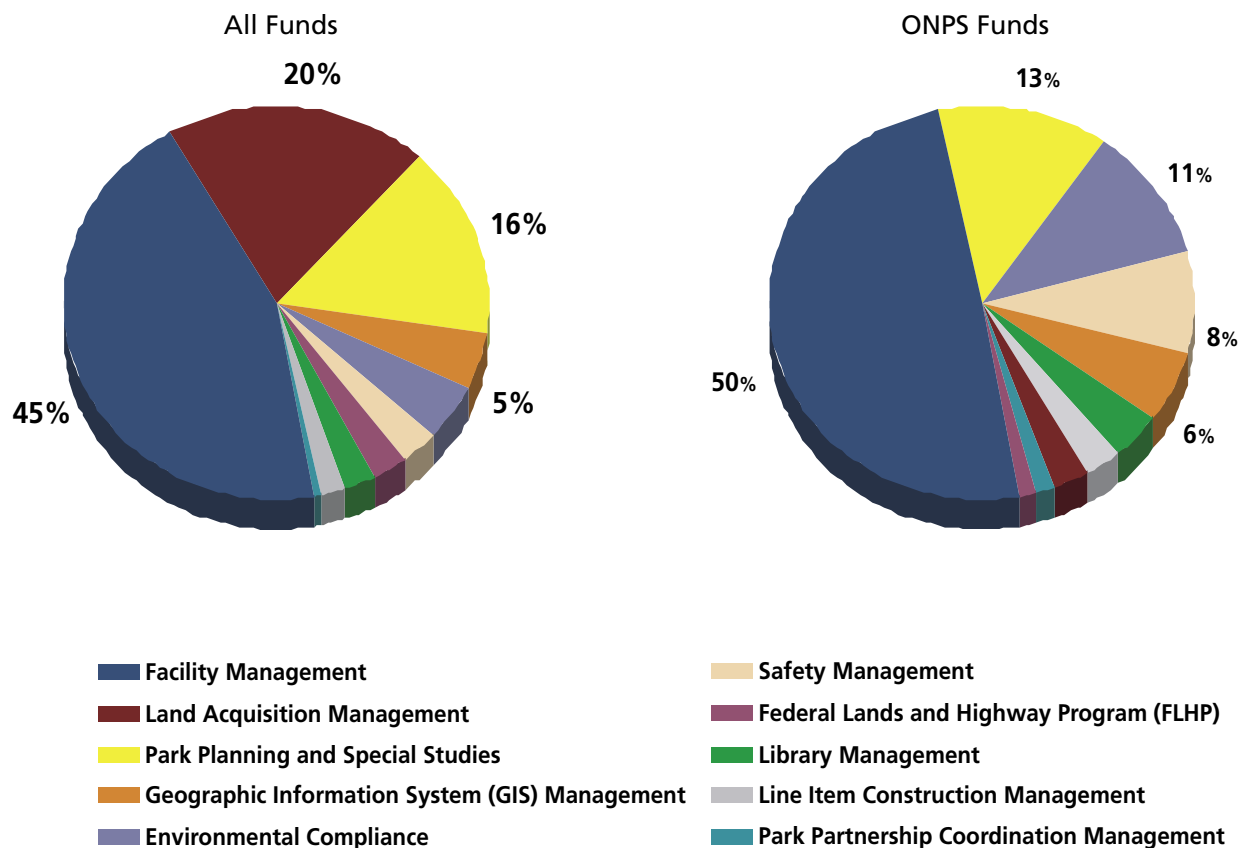
*All Fund Sources



There is a gap in resources between what is available in PWRO today and what is needed to adequately meet the requirements within this function to provide for a safe and enjoyable visitor experience. Within the law enforcement function, the events of September 11, 2001 have increased the need for greater homeland security in our public places. As national icons, the parks and historic landmarks are at greater risk, thereby demonstrating a need to coherently deploy law enforcement resources through a central focal point. PWRO now satisfies this function but at great budgetary and personnel expense. Many have described the park ranger job as the most dangerous job in the federal government. The PWRO requires resources to adequately deploy staff to minimize risks and to ensure proper levels of training and certification. Aviation and structural fire management are highly specialized fields and few parks have enough workload for one full-time position, so centralizing these functions in the regional office is proving successful. Both Congress and the Office of Management and Budget have increased the desired level of reporting to ensure accountability in managing concessions and fee collections revenue. These new requirements have created an increased workload without increasing staff. Increased audit and review functions have come at the expense of other programs in the Regional Office. As park visitation has increased, the need to provide educational opportunities for visitors has increased, often in the highly specialized exhibit and visitor center design fields. At

the current time, staffs in these functions are only able to meet the most pressing needs. Other needs go unmet or are addressed in a cursory fashion.

Professional Services



The Professional Services function includes a number of specialized activities dealing primarily with park facilities and land related issues. Every park in the region operates under a General Management Plan either prepared or facilitated by Regional Office staff. Staff assistance in environmental compliance ensures that planned actions and projects proceed only after a full consideration of all readily available scientific, environmental, historical, and technical information and knowledge of stakeholder expectations resulting in sustainable park operations. The Land Acquisition program is responsible for all activities related to the acquisition of land or interests in land to protect park resources. Professional design, engineering, and architectural services are provided to parks to ensure that road and facility projects are completed on time, within budget, and meet applicable safety standards, with a minimum impact on park

resources and values. All of the above programs rely on information generated by Geographic Information Systems (GIS). The GIS staff in the Regional Office assists parks with the collection, analysis and synthesis of wide range of spatial information to aid management decision-making. Professional services include librarian services to help parks locate and manage information that is critical to sound management, staff assistance with organizing external fundraising efforts through park “friends groups” for developing partnerships with other agencies and non-profit organizations, and safety and occupational health services for NPS employees. With the exceptions of Land Acquisition and Park Planning and Federal Land and Highways programs, most of this functional area is funded within the ONPS budget for the region.

Professional Services*

	Available	Needed	GAP
FTE	64.78	99.39	34.61
Funds	\$9.0 M	\$13.0 M	\$4.0 M

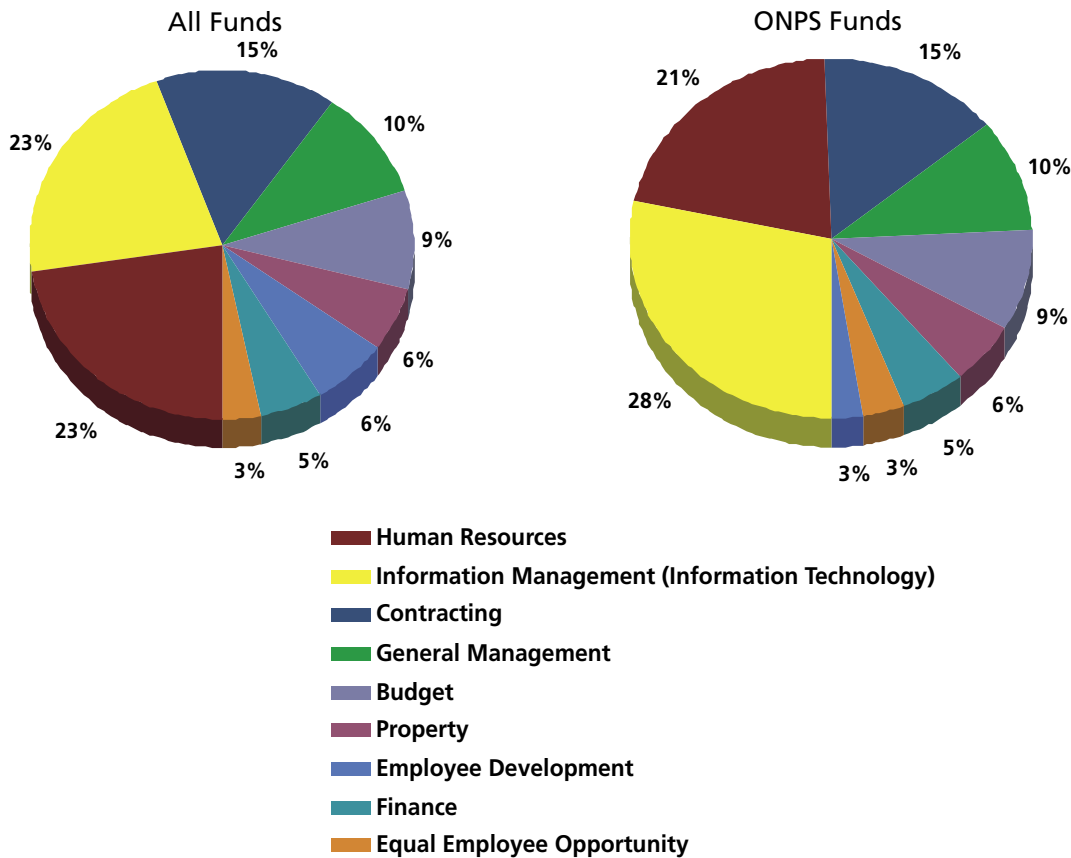
*All Fund Sources



There are several significant gaps in this function. Planning and compliance activities have been adversely impacted by staff retirements and turnover, compromising the Regional Office's ability to support park compliance needs and maintain a vigorous and effective park planning program. The reduction of the Service's maintenance and construction backlog is a top priority for which additional expertise is needed across the board in facility management including project management, engineering, architecture, as well as program and data management. The regional safety program is constrained by a lack of staff expertise in industrial hygiene and the inability to aggregate and disseminate pertinent information in a timely manner. With increased appropriations for land acquisition and a backlog of work related to exchanges, the Land Acquisition program has identified a need for additional staff appraisers and realty specialists to meet the current workload. Finally, the GIS program shows needs in the acquisition of current data to meet all park information needs as well as the professional support staff needed to improve data management and help build parks' capacity to use this information.



Management and Administration



The Management and Administration function includes those executive level staff involved with the overall management of the Pacific West Region. Activities covered by the management function include the immediate office of the Regional Director, Deputy Regional Director, three Associate Regional Directors, the three Support Office Superintendents and related support staff. In addition it encompasses the full range of administrative support activities needed to operate the Regional Offices and support numerous small parks that lack the staff expertise. Administrative functions focus on the management of fiscal and human resources. Fiscal management covers the formulation and execution of the regional budget, including allocation and fund control for all park operating budgets and project accounts, financial services, property management, purchasing and

contracting. Human resources functions include employee development and training, equal opportunity, and a full range of personnel services. Regional Personnel staff provide direct support for both Support Offices as well as 32 parks. Information Technology staff develop, manage, and maintain wide and local area network communications, telecommunications services, electronic mail, applications systems, network directory services, and other IT infrastructure that support all Regional parks. They also provide direct IT services (e.g. LAN services, IT procurement support, hardware and software installation, helpdesk services, telephone service) to central offices, and to the 26 parks that do not have IT staff. The similarity of the two above charts suggests that almost all of these programs are funded with operational ONPS funds.

Management and Administration*

	Available	Needed	GAP
FTE	78.17	96.12	17.95
Funds	\$6.3 M	\$8.2 M	\$1.9 M

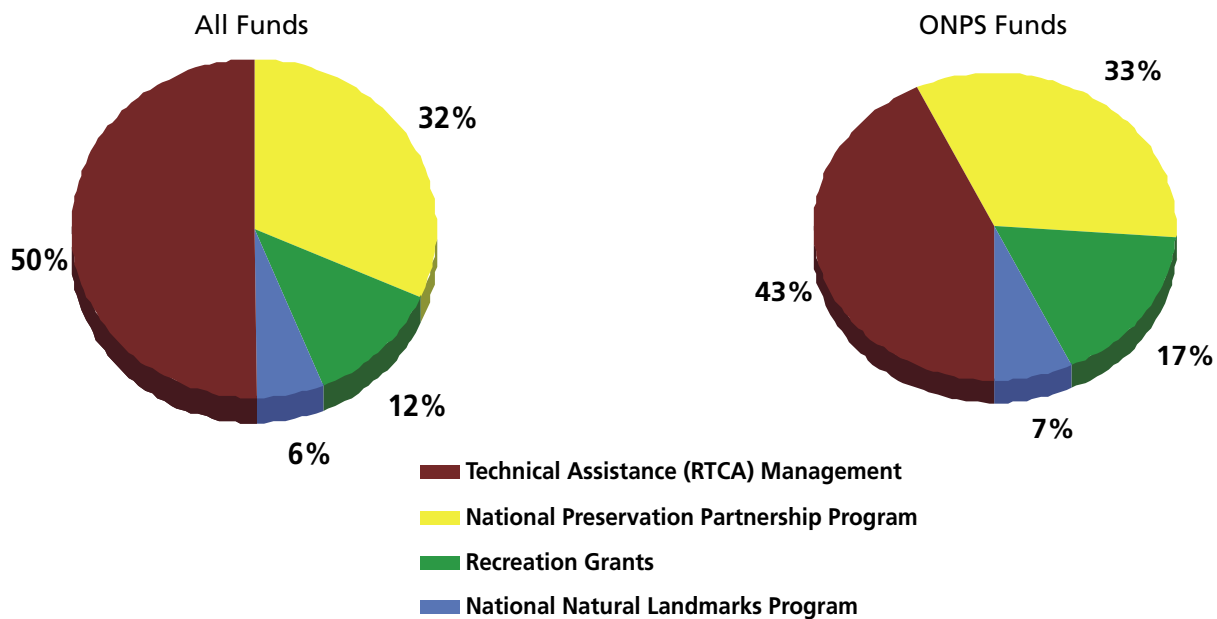
*All Fund Sources

Central office administrative functions were significantly reduced during the 1995 NPS reorganization. Shifting workload to parks through increased delegations of authority lessened the impact of these reductions in the short run, but staff shortages at the parks and a lack of available expertise mean that Regional Office administrative staffs are still relied on for critical support. This is particularly true for Information Technology. The IT staff in the Regional Offices continue to build and manage a regional telecommunications infrastructure, support the IT operations of the Regional Offices, and provide on-site user support to many small parks. This expanding workload has revealed major gaps in IT security, strategic and capital investment planning, wide area network management, technology improvements, and Internet coordination and application development. In addition, the capacity to provide on-site support for small parks has reached its limit. Additional staff is needed to meet the recommended industry standard for user support. There is also a growing gap in contracting capability due to two multi-year budget initiatives, the Natural Resources Challenge and an the reduction of the maintenance and construction backlog. Additional contracting



specialists and support staff are needed to meet the demand for timely expenditure of appropriated funds. Human Resources show a need for additional support staff to keep pace with the growing administrative and processing workload.

Partnership Programs



Partnership programs are the various preservation and recreation programs that the National Park Service and PWRO actively manage with their many partners. The largest partnership program is the National Preservation Partnership Program. This program provides assistance to state and local preservation organizations in designating properties for the National Register of Historic Places, designating historic districts as National Historic Landmarks, providing technical assistance in documenting historic architectural or engineering features and providing technical preservation services. Many of these partners are in remote areas including Guam, Saipan, and American Samoa creating enormous expenses in contrast with other operations. The PWRO also administers the Historic Preservation Fund grant program for the Federated States of Micronesia. The second largest program is the Rivers and Trails Conservation

Assistance (RTCA) program, whose mission is to assist in building community-based conservation strategies. The third function is the recreation grants program. Through the state allocation of the Land and Water Conservation Fund and the Urban Park and Recreation Recovery Program, matching grants are provided to state and local recreation providers to build new recreation facilities, rehabilitate existing facilities, or acquire land. The Federal Lands to Parks Program seeks to transfer surplus federal properties to state or local entities to expand recreational opportunities. Finally, the National Natural Landmark (NNL) Program is responsible for the designation and recordation of natural landmarks. Much of these funds go to personnel who manage the disbursements of other federal dollars. It is a relatively small program with large impact.

Partnership Programs*

	Available	Needed	GAP
FTE	32.67	51.51	18.84
Funds	\$3.0 M	\$4.5 M	\$1.5 M

*All Fund Sources

There is a gap in resources between what is available in PWRO today and what is needed to adequately meet the requirements within the partnership programs. In the National Preservation Partnership Program, there is a need to expand staff more proximate to sites in the Pacific Northwest, Hawaii and Micronesia. These staffs would be deployed to help meet the aggressive goals

outlined in the NPS Strategic Plan related to increasing the number of cultural sites and resources that are preserved in better condition and documented. Appropriations for the recreation grants program have increased in recent years resulting in a need for additional personnel to administer the grants and ensure accountability. Requests for assistance from RTCA program staff have exceeded staff availability for a number of years. In FY 2001, 44 out of 76 worthy project proposals could not be accepted. In order to meet these requests, additional staff is needed. These should be positioned close to the requested project sites. Field offices have been established in California, Nevada and Hawaii. Additional resources would allow field offices to be created in the Pacific Northwest, and supplement existing ones in the southern half of the region and Hawaii.



Gap Analysis by Program (FY 2001)

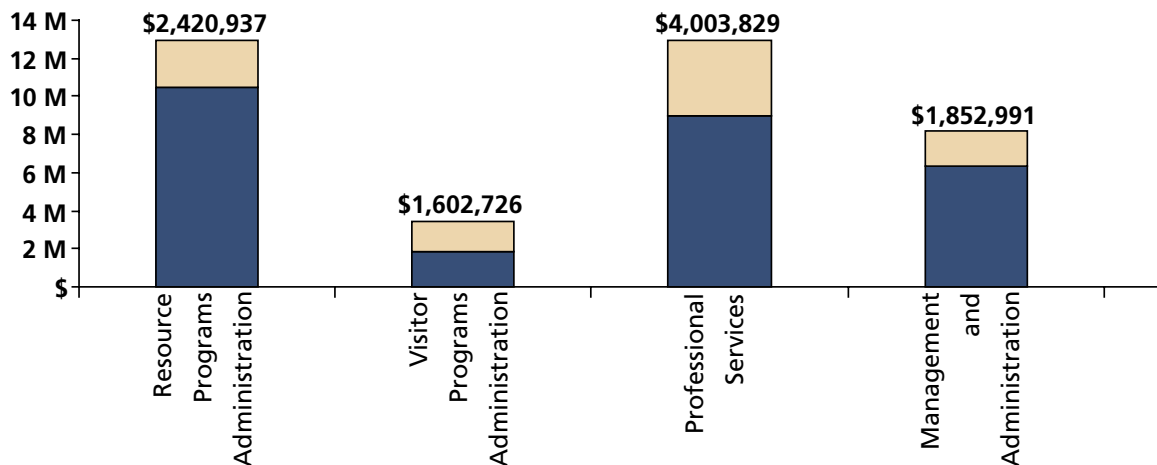
Programs	FTE Available	Funds Available	ONPS BASE Funds Available	FTE Needed	Funds Needed	FTE GAP	Funds GAP
Resource Programs Administration							
Cultural Resource Management	25.60	\$ 2,260,937	\$ 1,610,648	39.93	\$ 3,405,347	(14.33)	(\$1,144,410)
Natural Resource Management	11.01	\$ 1,609,752	\$ 738,961	21.32	\$ 2,561,903	(10.31)	(\$952,151)
Wildland Fire Management	10.69	\$ 6,648,872	\$ 55,751	14.19	\$ 6,973,248	(3.50)	(\$324,376)
Visitor Programs Administration							
Aviation Management	0.62	\$ 49,444	\$ 14,468	2.12	\$ 196,234	(1.50)	(\$146,791)
Concessions Management	3.92	\$ 386,509	\$ 383,493	8.22	\$ 670,423	(4.30)	(\$283,914)
Emergency Services Management	1.12	\$ 105,828	\$ 55,042	2.22	\$ 197,593	(1.10)	(\$91,765)
Fee Collection Management	1.63	\$ 150,819	\$ 141,939	3.03	\$ 230,148	(1.40)	(\$79,329)
Interpretation and Education Management	4.62	\$ 480,284	\$ 465,907	8.47	\$ 842,439	(3.85)	(\$362,155)
Law Enforcement Management	4.47	\$ 389,180	\$ 183,651	7.47	\$ 714,464	(3.00)	(\$325,284)
Public Affairs and Communication Management	1.65	\$ 216,966	\$ 207,395	3.25	\$ 339,831	(1.60)	(\$122,864)
Special Park Uses Management	0.41	\$ 35,349	\$ 27,903	1.51	\$ 124,179	(1.10)	(\$88,830)
Structural Fire Management	0.02	\$ 2,184	\$ 2,184	1.42	\$ 103,977	(1.40)	(\$101,793)
Professional Services							
Environmental Compliance	3.68	\$ 390,030	\$ 381,897	7.92	\$ 727,162	(4.24)	(\$337,132)
Facility Management	20.93	\$ 3,995,451	\$ 1,698,856	32.33	\$ 5,231,890	(11.40)	(\$1,236,440)
Federal Lands and Highway Program	1.76	\$ 224,100	\$ 45,353	3.01	\$ 366,406	(1.25)	(\$142,306)
Geographic Information System Management	2.36	\$ 420,127	\$ 198,671	7.01	\$ 860,577	(4.65)	(\$440,450)
Land Acquisition Management	20.30	\$ 1,779,006	\$ 94,299	23.30	\$ 2,085,975	(3.00)	(\$306,970)
Library Management	2.78	\$ 210,042	\$ 131,927	4.10	\$ 260,139	(1.32)	(\$50,097)
Line Item Construction Management	1.36	\$ 180,895	\$ 94,926	2.06	\$ 221,034	(0.70)	(\$40,140)
Park Partnership Coordination Management	0.37	\$ 52,813	\$ 50,598	1.37	\$ 177,130	(1.00)	(\$124,317)
Park Planning and Special Studies	7.93	\$ 1,429,317	\$ 447,102	12.98	\$ 1,831,390	(5.05)	(\$402,073)
Safety Management	3.31	\$ 287,179	\$ 284,632	5.31	\$ 461,085	(2.00)	(\$173,907)
Management and Administration							
Budget Management	7.91	\$ 512,486	\$ 506,400	8.36	\$ 597,624	(0.45)	(\$85,138)
Contracting Management	12.40	\$ 838,555	\$ 827,313	14.95	\$ 1,050,378	(2.55)	(\$211,823)
Employee Development Management	2.54	\$ 344,371	\$ 146,095	3.44	\$ 397,797	(0.90)	(\$53,426)
Equal Employee Opportunity Management	2.09	\$ 181,217	\$ 179,609	2.09	\$ 184,335	0.00	(\$3,119)
Finance Management	4.86	\$ 298,003	\$ 294,264	5.41	\$ 380,962	(0.55)	(\$82,958)
General Management	7.03	\$ 569,951	\$ 564,542	7.03	\$ 610,893	0.00	(\$40,942)
Human Resources Management	17.49	\$ 1,241,830	\$ 1,182,863	18.99	\$ 1,400,064	(1.50)	(\$158,234)
Information Management (Information Technology)	17.83	\$ 2,039,490	\$ 1,594,169	29.83	\$ 3,254,868	(12.00)	(\$1,215,378)
Property Management	6.02	\$ 322,018	\$ 317,385	6.02	\$ 323,990	0.00	(\$1,973)
Partnership Programs							
National Natural Landmarks Program	1.72	\$ 171,285	\$ 6,724	2.02	\$ 206,396	(0.30)	(\$35,112)
National Preservation Partnership Program	11.48	\$ 932,419	\$ 31,740	16.04	\$ 1,279,448	(4.56)	(\$347,029)
Recreation Grants	4.92	\$ 362,287	\$ 15,981	7.80	\$ 774,709	(2.88)	(\$412,423)
Technical Assistance (RTCA) Management	14.55	\$ 1,485,771	\$ 41,151	25.65	\$ 2,202,389	(11.10)	(\$716,619)
TOTAL	241.36	\$ 30,604,763	\$ 13,023,835	360.15	\$ 41,246,428	(118.79)	(\$10,641,666)

Gaps Across Functional Areas

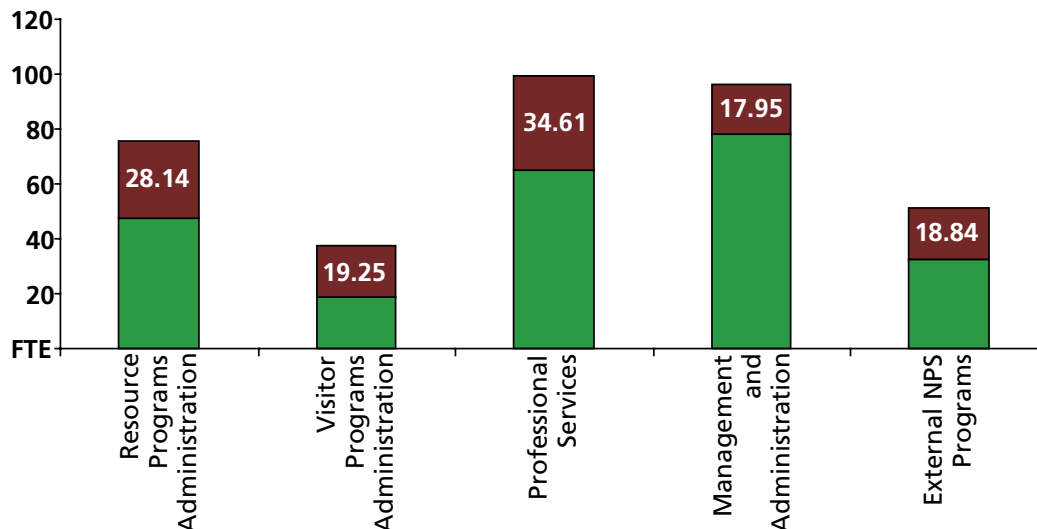


Most gaps identified here describe a need for additional staff support. As indicated by the correlation between the funds and FTE gap, to achieve proper service levels, the major challenge is staff-time dedicated to any particular program area.

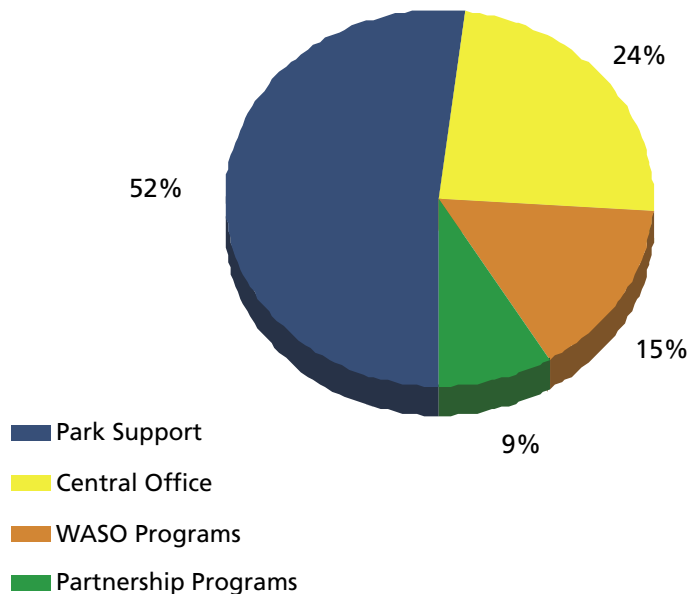
FY01 Funds Available/Gap



FY01 FTE Available/Gap



Allocation of Effort



The Pacific West Regional Office plays an integral role supporting parks to meet the resource protection and visitor enjoyment missions of the National Park Service. The business plan assessed how PWRO staff time was allocated. More than one half of staff time was spent providing direct support to National Park units and external partners. Much of this support is either technical or highly specialized in areas where there is not a big enough need in any one park area to have staff, but in the aggregate, a position supporting multiple parks is economically feasible. Examples of the type of specialized services are in the areas of natural resource management, restoration of historic structures, concessions support, land acquisition, project management in a variety of facility programs, human resources, contracting, information technology, fire management, planning, visitor services and law enforcement.

PWRO plays a role in helping parks navigate through the highly technical regulatory environment in which they exist by providing support in areas such as cultural and environmental compliance, safety and hazardous materials management. As environmental leaders, the PWRO assists parks in meeting and exceeding these mandates.

Congress has legislated Partnership programs to mandate PWRO staff work closely with partners outside the National Parks. This allows a whole segment of the population that does not necessarily have access to National Parks to connect with the National Park Service mission. Its partnership programs assist many state and local governments and communities in areas such as trail planning, recreation facility rehabilitation and managing historic landmarks.

PWRO acts as the interface between many external clients and the National Park Service. To this end, staff time is allocated to respond to the needs and requests of the US Congress, the NPS headquarters office and other federal agencies. Often this is in response to new legislative or policy mandates. Other workload factors are routine such as preparing budgets or establishing regionwide priority lists of needs.

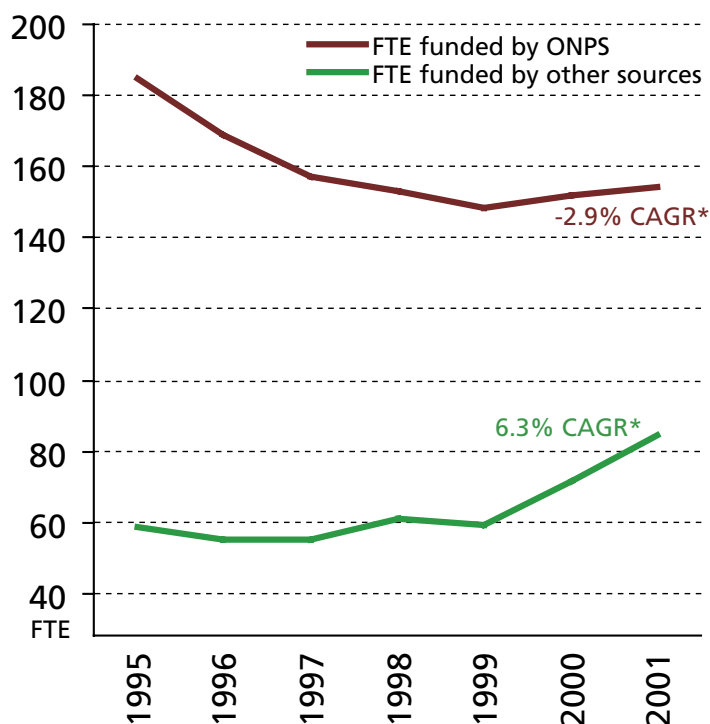


Employment History



The Pacific West Regional Office workforce is noticeably shifting away from ONPS Base funds to monies from other sources. As the chart below notes, total staff numbers declined from 1995 to 1999, before returning to approximately 240 total employees by FY2001. The trend that maps a decline in ONPS personnel in favor of staff funded by other sources represents a redirection away from park operations and toward projects. Thus, while the overall numbers might suggest reasonable stability in the regional office's staffing, the truth is that a growing proportion of park needs go unmet, in favor

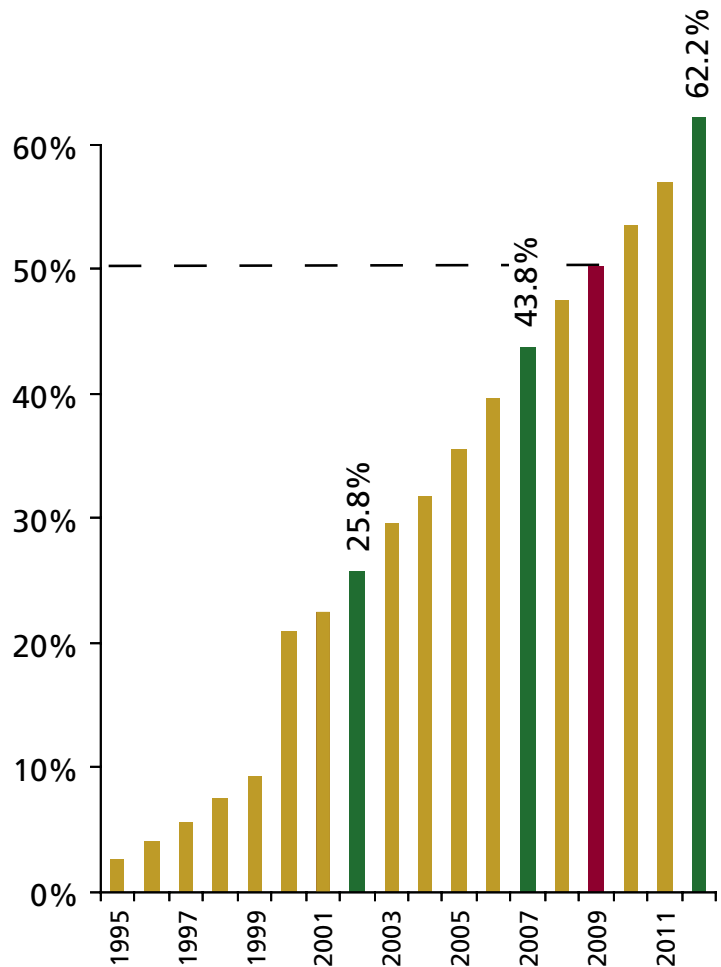
of specific program or project activities. Such shifts represent the reality that funding patterns can change to reflect a shift in priorities at the Congressional or Washington levels. These shifts strain programs that cannot accommodate such changes easily or quickly, leaving the Regional Office to fund the shortfall. Hence, ONPS FTE tend to erode due to a variety of fiscal pressures discussed later in this plan. The growth in program and project funding reflect program and project objectives formulated outside of region. The shift is sometimes more direct, however, as when a portion of a non-ONPS position is offered at less than full funding; if the region wants to take advantage of the offer, it must sacrifice a portion of its ONPS staffing resources and redirect them to the new position. This is usually accomplished by allowing ONPS-based positions to go unfilled when they become vacant, thus avoiding the direct impact of the shift on one particular person in the regional office. It also suggests that the organizational structure of the offices in Oakland, Seattle and Honolulu are shifting on the basis of available funds, not the work priorities of the Pacific West Region.



*CAGR: Compound Annual Growth

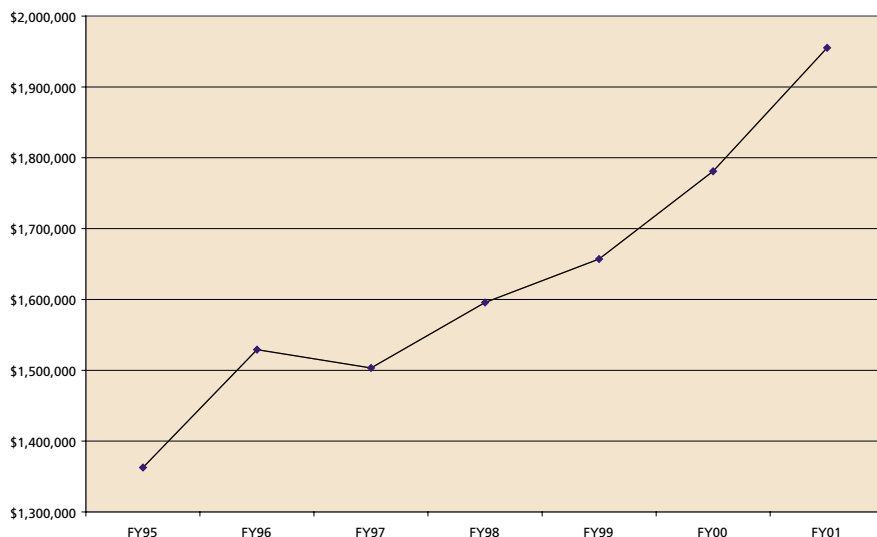
Retirement Eligibility

PWRO faces an impending workforce succession crisis. As the chart indicates, 25.8% of employees are eligible to retire in 2002, 43.8% in 2007 and 62.2% by 2012. A key implication of this will be the loss of institutional knowledge in a very short period of time. The staff eligible to retire represents hundreds of years of accumulated specialized expertise and experience that will be difficult, if not impossible, to replace. The positions to be vacated are in most cases those occupied by the most senior staff in the organization. In many instances, there is a lack of organizational depth that will make it difficult for knowledge and institutional memory to be passed on to the next generation of employees. Budget shortfalls have made succession planning, recruitment and managerial training low priorities. Due to the incremental downsizing taking place, many positions will not be filled immediately, if at all. Once they retire, in many cases, the work being accomplished by these employees will no longer be accomplished. Because employees do not always retire as soon as they are eligible, the chart at the right demonstrates the increasing risk to the region from a sudden loss of staff due to retirement.



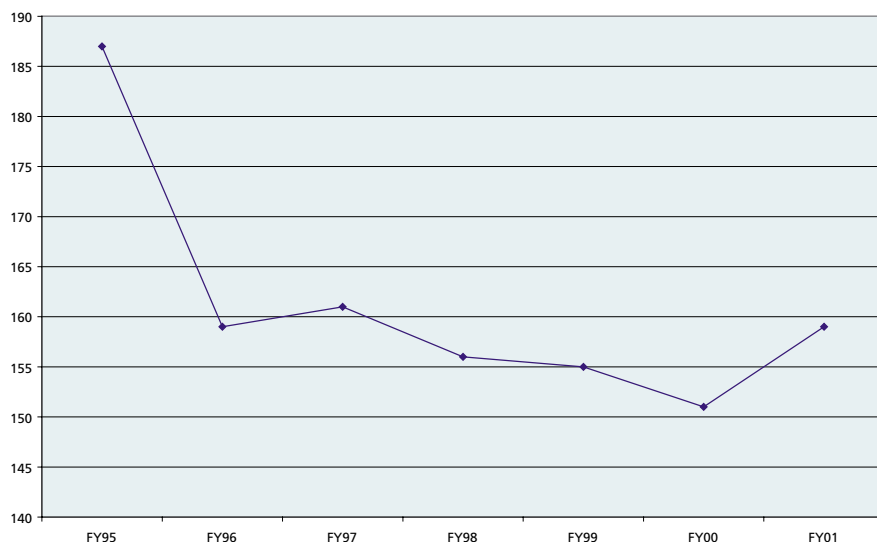
Benefits

Total Benefits Costs Over Time
(ONPS Funded Employees)



Benefits costs include retirement funds, Social Security, Medicare, life insurance, health benefits, and Thrift Savings contributions.

Total PWRO Employees
(ONPS Funded Employees)



The above two charts show while the total number of employees has decreased over time, the cost of providing benefits for this group has increased drastically.

Number of ONPS base funded employees
with FERS and CSRS benefits packages

	FERS	CSRS
FY95	63	124
FY96	55	104
FY97	57	104
FY98	58	98
FY99	65	90
FY00	71	80
FY01	76	83

A key element in the succession crisis is the increased benefit costs for hiring new employees and replacing vacant positions. In 1986, Congress passed legislation that created the Federal Employees Retirement System (FERS) to replace the Civil Service Retirement System (CSRS). A key change brought about by the legislation was that the true costs of retirement benefits would be passed on to agencies, to be included in their annual budgets. CSRS employees typically have an annual benefit rate of 11-13%. FERS employees have benefit rates ranging from 31%-38%. CSRS employees were all hired prior to 1986 and represent the vast majority of individuals eligible to retire in the next ten years. As CSRS employees retire, they will be replaced by more expensive FERS employees if they are replaced at all. The bottom chart shows that, for the ONPS fund source, the number of FERS employees is increasing annually while the number of CSRS employees are declining by five to ten positions per year. This is due to the shrinking pool of available CSRS employees, since most new hires were not federal employees

prior to 1986. As a result, the amount spent to cover employee benefits is increasing substantially on an annual basis. It represents an average annual budget erosion of \$100,000-200,000 per year which must be absorbed within existing flat budgets. This translates into approximately two positions each year that must be eliminated due to a lack of funds from increased benefits costs alone. The duties within those positions must then be either reassigned as collateral duties in existing positions, or eliminated altogether.

Strategies

The Pacific West Region strongly rejects the notion of taking park funds as a viable means by which to resolve the staffing shortfalls identified in this Business Plan. *

The following steps will be taken in an effort to provide a more stable operating and staffing foundation for the Pacific West Regional Office:

Transfer Costs

Non-ONPS funded programs and staff will be evaluated and to the extent that the cost can be clearly attributed and is lawful, such costs will be shifted to the non-ONPS fund source where appropriate. A case in point would be paying transit subsidies of non-ONPS personnel. For example, transit subsidies that support regional office employees to use public transportation are currently charged against the ONPS Base account. With this transfer, the costs will be charged against the same account that provides the given employee's salary. In instances where employees are funded through project funds or other appropriations, the impact to ONPS will be minimized.

Fund Locality Pay Need

PWRO plans to work with the Washington Budget Office to create a formula for pay cost distribution that reflects locality pay for personnel. Upon completion the region will propose the submission of a one-time Service-wide budget request to resolve the cumulative discrepancy between local and general pay increases for parks and offices affected.

Set Service Levels

The Regional Leadership Council will be asked to convene a panel to assess and prioritize current needs for service, met and unmet, provided by the Regional Offices. The panel will have the benefit of the Business Plan, and subject to their conclusions, final services levels will be fixed, subject to concurrence of the Directorate. Desired FTE

objectives will also be identified, after scrutiny of alternative means of work performance.

Contracting

Alternative means of work performance include the use of contracting for more services. Although capacity remains an issue, PWRO will look to ensure that the contracting process is managed efficiently and to the benefit of the National Park Service.

Volunteers

With the anticipated expanded emphasis on volunteer programs, the PWRO will look to optimize our costs by creating a program that utilizes outside volunteer talent. While such work lacks the glamorous setting that many parks can offer to volunteers, the central offices have good proximity to a wide volunteer base and work that is meaningful. Work-study programs may have considerable potential, not only as a means to capture

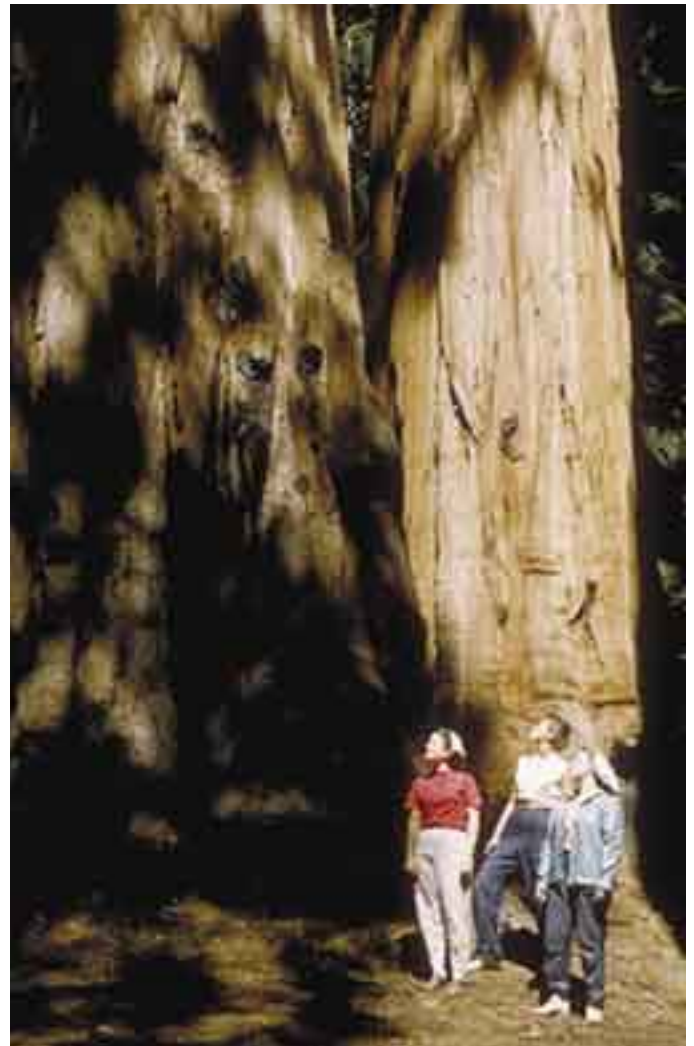


highly-skilled assistance, but also showcase potential career opportunities to students.

Relocate Positions

Where appropriate, PWRO will deploy positions to the field, where staff can be based in a park with primary need, but secondary service to other parks can be provided on behalf of and coordinated by the regional office. This model is already in limited use in the Pacific West Region. It has the advantage of overcoming at least some of the National Park Service's reluctance to give priority to operating increases to support central office activities.

*Currently, parks and the central office contribute 0.7% of their ONPS funds toward a contingency fund managed by the Regional Leadership Council, comprised of the Regional Office Directorate and Superintendents from across the Region. The contingency fund is used to assist parks in resolving unanticipated financial issues judged by the Council to be reasonable and in the interest of the Pacific West Region. While managed by the regional office, this fund is not used to support regional office positions.



Unfunded Mandates

When fixed budget dollars are allocated to new undertakings mandated by legislation, executive order or central office direction, staffing is likely to be further reduced. That is not to imply a disagreement with the intended purposes that drive these reallocations, only that the result is likely to be reduced capacity of the Pacific West Regional Office to accomplish work. Many of these mandates affect parks much more than a regional office; others however affect a central office disproportionately, or exclusively.

One of the largest of these mandates over the past five years has been the “mass transit” subsidy. Few parks in the Pacific West Region are located in urban areas where this subsidy is applicable, but personnel in both the Oakland and Seattle Offices

heavily use it. The cost of this program in FY2001 was \$104,199, or about 0.8% of the overall operating budget. Because it is a central cost, all funding for it comes from the ONPS portion of the regional office accounts. The total impact is roughly equivalent to 1.1 FTE. [†]

In 1999, the National Park Service initiated its Mid-Level Intake Program. Efforts to fund the program on a national level through increased appropriations were unsuccessful, but the Washington Office was authorized to reallocate funds internally and proceed with implementation. The means by which this was accomplished was derived from an assessment of regional offices. For the Pacific West, support of this program in FY2001 cost \$150,000 or about 1.5% of the regional office’s operating bud-



get. The total impact in terms of staffing roughly equals 1.5 FTE.[†]

The most significant source of depletion for operating funds stems from disjunctions associated with pay increases. In certain years, fiscal constraints may be such that Congress is unable to appropriate the full cost of the government-wide pay increase. In that case, as in the parks, the regional office's budget must absorb the entire cost. Since then, the regional office has had to absorb the increased pay costs not covered by Congressional Appropriations over the past 10 years. Over the past four years these figures have ranged anywhere between \$67,000 and \$186,000 annually. An average shortfall of \$141,638 represents 1.1% of the FY2001 budget, or 1.4 FTE.[†] The parks also experienced this impact.

The more persistent pay cost impact that tends to affect the regional office disproportionately stems from locality pay. When Congress does increase the NPS budget to reflect pay increases, the sum is distributed nationwide according to a constant formula that treats all NPS budgets alike. What is distributed reflects the "RUS" or general pay increase that pertains to the "Rest of the United States." Actual pay costs, however, vary for many parks and central offices located in urban areas, as mandated by law. These additional adjustments to pay increases are called "locality pay" and are intended to reflect the added cost of various labor markets around the country. There are 32 such local pay structures in effect around the country. Of the six in the region, two of the highest apply to federal salaries in the Seattle and San Francisco labor markets. In FY2001, for example, the pay cost increase was 3.88% in Seattle and 4.46% for San Francisco and 2.7% in the Pacific Islands, not all of which was funded. This represents an exponential impact to the Operational Budget of the office over time. Translated into dollars, the total burden for this unfunded impact amounted to \$251,013 in FY2001, or 2.5 FTE.[†]

The combination of the forgoing unfunded mandates equals approximately 6.8 FTE, a phenomenon that recurs each year. This does not include lesser but clearly present cost impacts such as 6(c) law enforcement retirement and grade increases that are all fixed costs that increase annually.

[†] The average cost of a regional office employee is estimated at \$100,000. This includes average locality pay and benefit adjustments at the GS-12 step 4 rate.



Regional Support of Small Parks

Rosie the Riveter National Historical Park was created in the year 2000. With only one position staffed, the Superintendent, the park has relied on the support services of the Regional Office. Regional Office planners are currently completing the park General Management Plan while cultural resource assessments and studies of historic and contributing structures that are required by the enabling legislation are also being performed by PWR staff. The Regional Office has assumed all administrative functions, from contracting to human resources, as well as interpretation and theme development. Most recently, a multi-disciplinary team of PWR staff has been formed to begin visitor center planning.



Juan Bautista de Anza National Historical Trail was added to the National Park system in 1990. An unusual park unit, the trail represents a 1200 mile route taken by the Spanish soldier Anza to explore areas of California, Arizona and Mexico. The park has no buildings and a very small staff. Regional Office staff have been tasked with supporting the park's needs. Since that time, PWR staff have provided a vast array of support to get the trail up and running. Trail planning and mapping was completed by PWR staff as well as interpretive signage and graphic design. Also the regional office has assumed the administrative functions for the park and continues to provide media and publicity support.



Ebey's Landing National Reserve

Established in November 1978 as the nation's first National Reserve, Ebey's Landing operates without a permanent staff. Regional Office staff essentially provides the operational support needed to keep the park functional. Regional office staff handles project coordination and management, land protection through purchase of lands and easements, preservation of cultural resources within the reserve, park planning and environment compliance activities, information technology assistance, and the full range of administrative support. The Regional Historian serves as the permanent NPS liaison with the Ebey's Landing Trust Board, the unit of local government that manages the Reserve.

Fort Clatsop National Memorial

With the bicentennial of the Lewis and Clark Expedition approaching Regional Office staff have provided assistance to Fort Clatsop National Memorial in a number of areas. Staff coordinated archeological surveys that attempted to pinpoint the location of the Fort. Land Resources and Planning staff have been instrumental in the recent legislation that expanded the park boundary and created a trail corridor to the Pacific Coast. The park received assistance with transportation planning to help manage the expected influx of visitor during the bicentennial. Regional staff worked with the park to protect and interpret the park's collection of historic objects.



Regional Director's Afterword

The Business Plan for the Pacific West Region represents a significant undertaking on the part of the men and women of the central offices of this Region. At the outset, I want to express my thanks to them for the effort, time and energy invested in its production.

The legitimate question posed by this plan is, "So, where to, now?" This business plan shows that the 1995 Reorganization Plan for the Pacific West Region basically had it right: Approximately 100 more FTE are theoretically needed to fulfill the leadership and support role required for the parks of the Pacific West Region. Those FTE indeed seem theoretical. The bottom line conclusion is that our capacity to serve the parks, while at the same time meeting the needs of the Washington Office, Congress, our partners and our customers, is shrinking.

In January 2003, the Regional Directorate met in Asilomar, California, to consider the implications of this business plan. At that time, it was resolved to undertake a full and deliberate examination of the central offices of the Pacific West Region, their core functions, and their organization, and to forge a more sustainable strategy for the future by which to meet the needs that form the very basis for this regional office's existence.

To that end, I have announced to all personnel in the Pacific West Region that together we will undertake a Strategic Organizational Review, in an attempt to craft a more durable future for the three central offices that form our Regional Office. This business plan will serve to inform the dialogue required to solve the challenge we currently face.

It would be unwise to assume that the way to a sustainable future will be found by simply responding to the past. Exciting new challenges and processes are already apparent and ask for greater flexibility and willingness to organize along new lines. Management reforms place greater emphasis on managing for results and performing work in a more open and competitive framework. Technology continues to reshape our most basic assumptions about how work is done. Organizational trends toward an ever increasing emphasis on project work and programmatic initiatives, require our attention. We recognize as well that partnering in all its manifestations is becoming the standard by which we measure successful park management. As our relationships expand, they also become more diverse and complex. In the same way, the traditional conception of how parks are organized and managed is becoming as varied as the resources they protect and the populations they serve.

All these challenges promise for a most exciting future, one in which the Regional Offices of the Pacific West Region are determined to play a positive and dynamic role. This business plan has helped us take measure of our current position. Future plans will help us plot our progress as we move forward into the 21st Century.

--- Jonathan B. Jarvis, Regional Director



Credits

Maia Serena Sallouti, University of Michigan
Corporate Environmental Management Program
(MBA/MS Natural Resources and Environment)

Charles Taylor, MBA
Santa Monica Mountains NRA

Pacific West Regional Office
Arthur E. Eck, Deputy Regional Director
Patty Neubacher, Associate Regional Director

Columbia Cascades Support Office
Rory Westberg, Superintendent

Pacific Great Basin Support Office
George Turnbull, Superintendent

Pacific Islands Support Office
Bryan Harry, Superintendent

Budget and Finance
Sophia Walker
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Cynthia Ip
Margaret Croll
Esther Taitano
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Design, Production and
High Resolution Digital Photography
Scott Story
Santa Monica Mountains NRA

Special thanks to Ford Motor Company, Ford Motor
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“Any organization, whether a business, a nonprofit, or a government agency, needs to rethink itself once it is more than forty or fifty years old. It has outgrown its policies and its rules of behavior. If it continues in its old ways, it becomes ungovernable, unmanageable, uncontrollable.”

—Peter Drucker

