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NPS General

Restructuring Plan *for* the National Park Service

November 1994
United States Department of the Interior
Roger G. Kennedy, Director

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ACKNOWLEDGEMENTS

Developed under the leadership and guidance of:

George T. Frampton, Jr., Assistant Secretary for Fish and Wildlife and Parks
Roger G. Kennedy, Director, National Park Service
John J. Reynolds, Deputy Director, National Park Service

Developed by:

The National Park Service Reorganization Work Group

Maureen Finnerty, Supt. Olympic NP - Chair
Rob Arnberger, Supt. Big Bend NP
Bob Baker, Regional Director, Rocky Mountain Region
Marcia Blaszak, Administrative Officer, Yellowstone NP
Kevin Cann, Chief of Maintenance, Yosemite NP
Cal Cooper, Deputy Assistant Director, Denver Service Center
Dave Given, Assoc. Regional Director, Planning & Resource Preservation, Midwest Region
David Haskell, Resource Specialist, Shenandoah NP
Nancy Nelson, Supt. Minute Man NHP
Alan O'Neill, Supt. Lake Mead NRA
Bill Paleck, Supt. North Cascades NP
Robert Stanton, Regional Director, National Capital Region
Kate Stevenson, Assoc. Regional Director, Cultural Resources, Mid-Atlantic Region
John J. Reynolds, Deputy Director, NPS - ex officio

Advisory to Work Group:

Maria Burks, Special Asst. to the Director, WASO
John Gingles, Deputy Chief, NPS Facility Management, WASO
Heather A. Huyck, Director, NPS Office of Strategic Planning, Denver
Mary Martin, Personnel Officer, WASO
Bruce Sheaffer, Comptroller, WASO
&
John F. Kennedy School of Government, Harvard University, Cambridge, Massachusetts

Final compilation & editing by:

NPS Reorganization Steering Committee

John J. Reynolds, Deputy Director, NPS
John Gingles, Deputy Chief, NPS Facility Mgt., WASO
Mary Martin, Personnel Officer, WASO
Cal Cooper, Deputy Asst. Director, Denver Service Center
Maureen Finnerty, Associate Director, Operations, WASO
Kate Stevenson, Associate Regional Director, Cultural Resources, Mid-Atlantic Region
Anne Badgley, NPS Chief of Staff, WASO - ex officio

PREFACE

Purpose: *The National Park Service plans to restructure organizationally in response to diverse changes that have confronted us over the past several decades, to the National Performance Review, and to legally mandated FTE reductions. The resultant Restructuring Plan for the National Park Service builds upon earlier efforts within the Service -- the 21st Century Task Force Report, the Vail Agenda, the NPS Strategic Plan, and the Recommendations of the Reorganization Work Group -- all of which have proposed significant, substantive improvements in the organization.*

Benefits: *When fully implemented, beneficial outcomes of this plan will include reducing central office overhead structure, empowering employees, broadening the base of agency decision making, enhancing partnerships and partnership programs, providing increased emphasis on natural and cultural resource management and science, moving to ecosystem and cultural geographical context management, eliminating unnecessary regulations and reporting, removing non-value-added layers of review and oversight, improving educational capacity and delivering more support services to park and program managers. This is in line with both National Performance Review and National Park Service efforts to enhance resource management and move optimal levels of available resources closest to the need.*

Proposal: *NPS units and partners will be organized into 16 ecological-cultural-geographical based clusters of 10-35 park units each. Each cluster will be staffed to maximize support to the units in the cluster, with a system support office providing technical, administrative and professional support. Each cluster will report to one of seven Field Directors, who are responsible for an average of 50 park units each. Clusters will also receive services and support from national program support centers. Field Directors will report to the Deputy Director, who with the Director and Associate Directors will constitute the NPS National Leadership Council. The headquarters office in WASO and existing regional offices will be significantly flattened organizationally and downsized, removing programmatic functions, but leaving policy, leadership and communication functions. Programmatic functions will be reassigned to parks, system support offices, or program centers.*

In summary, the basic tenets of the proposal:

- *A Washington headquarters office that is substantially smaller.*
- *Program management moved out of WASO and Regional Offices.*
- *Seven Field Directors (Alaska, Western, Intermountain West, Central, Southeast, Northeast, & National Capital).*

- *A "National Leadership Council" comprised of the Director, Deputy, WASO Associates, and Field Directors to provide Servicewide direction and leadership.*

- *An "NPS Management Council" comprised of second-tier NPS management to support the National Leadership Council.*

- *A desk officer for each Field Director duty-stationed in Washington to provide vital day-to-day organizational communication linkage.*

- *16 "System Support Offices". These offices and park superintendents will report to Field Directors.*

- *Parks and System Support Offices to share services with one another.*

- *Partnership programs generally managed from System Support Offices to provide services closer to the customer (e.g. Rivers & Trails) and greater integration of all NPS programs.*

- *Several new national program centers established to house services that should remain centralized (e.g. administration of historic preservation and grants programs, and tax act certification.)*

- *Field managers more empowered in decision-making process and through additional delegations of authorities and elimination of reporting and review requirements.*

- *Management overhead structure significantly reduced to facilitate moving FTE's and authorities to parks.*

- *Reengineering throughout NPS to increase our effectiveness at all levels.*

Transition: *Great efforts already have been and will continue to be undertaken by the Service to minimize disruption in programs and in employees' lives to the extent possible. The plan was carefully designed to avoid reductions-in-force (RIF) or extensive dislocation of employees. The organizational chart will change significantly, but all existing central office locations will be retained. Both short term cost and long term savings are being considered in implementing this proposal, and a comprehensive transition plan has been developed under a process the Service has undertaken called "Operation Future."*

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EXECUTIVE SUMMARY

This new organizational structure for the National Park Service responds to the Administration's National Performance Review -- a bold attempt to make the federal service more effective, responsive and innovative. In addition, the plan outlined here derives from and builds upon earlier efforts of the National Park Service -- the 21st Century Task Force, the Vail Agenda and the Strategic Plan -- to make substantive improvements in the organization.

This plan represents an opportunity to position the Service to meet assertively the difficult challenges of the future. Successfully fulfilling our mission of resource protection and public service in spite of declining resources and increasing needs will require adapting to innovative ways of accomplishing critical work.

While the plan meets mandated FTE reallocation and reduction requirements, it also meets the test of fundamental fairness. It does not affect specific offices, regions or States unduly, but spreads the impacts of reorganization in a fair and balanced manner, without imposing an unduly harsh impact on any State or region.

Because the National Park System has changed substantially since the current regional office based organization was implemented in the 1930's, because the nature of our mission has been dramatically expanded over time by Congress, because the threats to the National Park System are increasing at an alarming rate and because financial resources cannot be expected to increase dramatically in the foreseeable future, assertive action to change fundamentally the way the Service accomplishes work is essential. A renewed organization is required if we are to protect America's heritage resources -- what Americans value most about our common history and experience -- in the future.

This plan dramatically reduces organizational overhead and places more adequate levels of personnel and funding closer to the resources and customers being served. Personnel and dollars will be distributed to ensure retention of the Service's professional capacity and to provide for its future improvement. This plan clusters field units and partnership programs into ecosystem and cultural geographic groupings. It stresses team work and releases senior executives from the distractions of daily operational management to focus upon providing national direction and leadership. It broadens the responsibility for participation and involvement in intra-agency decision-making. It shifts people and resources from central offices to field units, partnership programs, and the system support offices that directly serve clusters of parks.

The plan is designed to organizationally foster and to institutionalize the highly successful inter-park, even region-wide, cooperative management methods already being practiced informally by various managers in the National Park System. For example, the Service's Western Region (WRO) has realized notable successes with various parks cooperating and

sharing resources (even across agency lines in some instances) in dealing with numerous common operational responsibilities, problems and incidents, and in cooperatively planning strategies for various operational programs and workloads, such as that accomplished by WRO's Maintenance Advisory Committee. Other examples include the Olmsted Center for Landscape Preservation in the Service's North Atlantic Region, which draws upon and utilizes various regional and field unit professionals who pool their talents in addressing cultural landscape issues throughout the Northeastern United States, and the Pacific Northwest Region's multi-disciplinary, multi-park committees on GIS and wilderness management. Other parks and regions have also benefitted from similarly notable successes by employing such cooperative approaches.

Under this plan National Park Service field units will be grouped into 16 clusters of 10-35 units apiece. Each cluster will be served by a system support office. The field units and partnership programs staffs within each cluster are expected to maximize support for each other in a cooperative, inter-dependent fashion. The 16 system support offices have two primary roles: 1) to provide support for field unit operations and partnership programs, and 2) to engage on a clusterwide basis in planning, cooperative management activities, and technical assistance to field units and in carrying out partnership programs. System support offices will vary in size depending on particular cluster needs and the types and extent of services provided, but on average they will consist of 60 to 85 FTEs.

This plan is designed to ensure the retention of a strong force of professionals and technical experts (such as scientists, engineers, architects, landscape architects, archaeologists and historians) not only in parks but in system support offices as well. While park support will be the main function of systems support office staff, they will benefit from ongoing affiliation with their peers and will retain an important degree of objectivity and independence from the line authority of park superintendents.

Each system support office will be supervised by a superintendent who reports to one of seven field directors. Five of theses field directors will each be responsible for two-three clusters, with two additional field directors responsible for Alaska and for National Capital Parks. Field directors will have line authority over each field unit Superintendent and system support office superintendent within their area of responsibility. Their immediate staffs will range from 20 to 25 FTEs each.

National program support centers will be maintained or established where it is determined that a center meets three tests for consolidation of services: 1) the center would establish (or maintain) a critical mass of specialized expertise for Servicewide use, 2) it would be uneconomical to decentralize, and 3) better service to customers will result from centralized service. If these tests are not met, the services will be decentralized to field units and/or system support offices. All program centers will be under a managed system in which customers have the option of choosing where some services are obtained in order to ensure high quality and accountability. The total number of FTEs in the national program centers will be approximately 1500.

The National Park Service Headquarters Office will emphasize agency and program leadership, policy and regulatory direction, and liaison with the Congress, the Department, other federal agencies, and affiliated national level organizations. The Washington Office will exercise less control and day-to-day direction of field offices by delegating key responsibilities and accountability to organizational levels closer to field operations, while maintaining overall, Servicewide accountability.

The Headquarters Office will be streamlined and will operate with a significantly reduced staff. In addition to the Director and Deputy, there are five Associate Directors (Administration, Cultural Resource Stewardship & Partnerships, Natural Resource Stewardship & Science, Park Operations & Education, and Professional Services.) It is envisioned that the Headquarters Office will be comprised of between 250 to 300 FTEs.

The Director, Deputy Director, Headquarters associates, and Field Directors will serve on a newly constituted National Park Service National Leadership Council.

A comprehensive functional analysis, based on an extensive re-engineering and workload analysis process developed for the Service under the auspices of "Operation Future," will be completed during implementation to further define the specifics of this plan. Consequently, the FTE ranges presented in this document are intended to provide a conceptual guide to the level of staffing envisioned for the various organizational levels and entities. These should be interpreted as typical, or average, and will be refined and determined more precisely for each specific location during the workload re-engineering process undertaken during implementation, within the overall FTE constraints on the Service.

Individual system support offices, for example, will vary considerably in size, from quite small in the case of the Pacific Area office in Honolulu, to substantially larger in other instances. Additionally, managers at all levels of the organization working collaboratively will have considerable latitude and discretion on how best to utilize available FTE and other resources to meet their particular needs. More definitive answers to questions relating to particular program functions will also emerge during the implementation re-engineering process, but the proposal generally contemplates that most programs will be managed at the cluster level, with the cluster deciding how best to do so. Program management at the Field Director and WASO Headquarters levels will be limited to policy and national and regional budget strategy and accomplishment considerations. Overall accountability for field operations will lie with the Field Director; Servicewide program accountability will lie with the appropriate Associate Director.

Conceptually this plan provides a broad outline for a renewed National Park Service -- for an organization deeply and firmly grounded in the strength of its employees which represent our greatest strength. The organization envisioned here will be built on professionalism, competence, trust and respect and will enable the Service to move to new levels of excellence in meeting the challenges of the 21st Century.

THE NATIONAL PARK SERVICE'S PLACE IN A CHANGING WORLD

For many years, the National Park Service has recognized the need to adapt to the new demands and increasing challenges of a rapidly changing world. The 21st Century Task Force Report, the Vail Agenda, the Strategic Plan and other National Park Service documents and reports prepared in the past decade all echo common themes and reflect the Service's growing desire to meet those challenges.

The National Performance Review explicitly supports many of the same themes and rationale for change that provided the foundation of earlier National Park Service efforts. Current requirements for streamlining and restructuring in the Federal sector give the National Park Service a unique opportunity to improve its ability to accomplish its preservation and protection mission into the future.

This plan responds to conditions that are vastly different from those that existed when the basic current organizational structure was established. Today, throughout the country, public and private financial resources are becoming increasingly scarce and preservation and protection issues more complex and expensive. Attracting the skilled employees we will need in the future to ensure the protection and vitality of the National Park System and the surrounding landscape will be a continual challenge in an environment where competition to secure human and financial resources is intense. Success in this difficult environment requires that the National Park Service develop new skills and different ways to accomplish work. Effective cooperation and collaboration with an expanded array of partners and constituents are essential survival strategies, requiring artful collaboration and negotiation with various community organizations, agencies and other "stakeholders."

To further complicate the problem, there is more pressure from a contemporary population to use the national parks in ways that often conflict with the purposes for which the parks were created. There is an ever increasing array of potentially competing uses. It will take a strong and focused organization to keep the National Park Service vision vibrant and active into the future.

The current national concern for the environmental and social health of the nation has made us consider how the National Park Service can provide stronger leadership and vision. The need for Americans to know and understand the natural and cultural foundations of national unity becomes more essential as socio-economic diversity and complexity increase. The National Park Service has the potential to exert a very positive educational influence in these areas, a potential as yet largely unfulfilled.

Our organization's responsibilities are also changing. Major system additions have not been accompanied by adequate management resources. An aging field unit infrastructure compounds the problems associated with inadequate base funds. The complexity of managing a highly diverse National Park System, associated programs, and partnerships has stressed our traditional organizational structure to its limits.

At the same time, a growing population moves community and industrial development closer to previously isolated field units, bringing with them threats to field unit resources in the form of increased air and water pollution and increased use and abuse of park resources. This encroachment raises questions regarding the proper utilization of field unit land and the appropriate level of protection that should be achieved.

External threats to field units have made the Service acutely aware of the gaps in its information concerning threatened field unit resources and avenues of protection. The need for solid scientific knowledge requires focused collaboration with universities and other land managing and scientific agencies.

To reflect our national diversity the National Park Service will expand its vision to include a much more diverse population of Americans. The Service must address a different mix of visitor values and needs. It is equally imperative that the Service work toward accomplishing more diversity in its own workforce, and we have pledged that the process of downsizing and restructuring results in no net loss in diversity during implementation.

Within this changing external and internal context, the National Park Service has already been asking the right questions. How can the National Park Service become a more vital, dynamic, and effective organization? How can the employees of the National Park Service participate more in strengthening their organization as well as their own futures? How can the National Park Service achieve the level of excellence in all areas that will enable us to meet future challenges?

This plan proposes a way to achieve those changes and improvements, which already are supported broadly within the National Park Service. It is an attempt to bring definition to our future.

GUIDING PRINCIPLES

This newly defined organizational structure for the National Park Service will: 1) be EFFECTIVE, 2) be RESOURCE-BASED, 3) enhance our EDUCATIONAL capacity, 4) strengthen PARTNERSHIPS, 5) be REALISTIC in establishing priorities in the face of declining resources and increasing park management demands for expanded services, 6) meet FTE REDUCTION & REALLOCATION requirements, 7) develop and utilize EMPLOYEE potential and foster employee diversity, 8) enhance PROFESSIONALISM within the Service, 9) improve MANAGEMENT by reducing overhead structure and placing resources at the lowest practical level in the organization, and 10) be IMPLEMENTABLE, i.e., the plan can be explained, justified, and understood. These are the guiding principles under which this plan was developed and tested. Undoubtedly, it will be changed and improved in some of its details during the implementation phase, but subsequent modifications should hold true to these guiding principles.

The principles of the National Park Service Strategic Plan provide a powerful vision of our future, and provided direction for decisions made in this plan.

The plan is also designed to be fair and effective and to strengthen National Park Service management. The plan ensures that certain states or regions of the country were not unduly affected and that the impacts of FTE reductions were spread equitably. Leading professionals, such as landscape architects, architects, engineers, historians, archaeologists, tourism specialists, and rivers and trails planners, will generally remain in existing office locations to provide services critical to adequately protecting historic and natural resources in all areas of the United States.

A central goal of this plan is to create an organization that can better champion field unit values and programs in the broad and increasingly competitive arena of public opinion and policy now and in the future, while maintaining an adequate "critical mass" of professionals at systems office and central office locations.

The plan reflects the National Park Service's mission of service to the American people and to people from around the world who come to the parks and participate in our programs. This plan is intended to improve the quality of service we provide by enhancing the resources available to field units and related programs.

The National Park Service must allocate as much as possible of our human and financial resources to those parts of the organization where "public value" is created and where services are delivered. As a part of his approval of this plan, the Secretary of the Interior stipulated that the Service will have to reduce its central office staff by about 1300 FTE, and that as a result of doing so the Service will be relieved of future FTE reductions so long as those FTE are placed in the field or directly support field or partnership programs.

MEETING THE GOALS OF THE NPS STRATEGIC PLAN

The National Park Service strategic plan (*Creating Our Future,* published in August 1994) envisions the National Park Service as

- an exemplary steward, safeguarding the nation's most significant natural and cultural resources for the benefit of this and future generations

- a guide and teacher, fostering a broad national constituency for protecting the nation's natural and cultural heritage

- an advocate and partner, helping extend the benefits of healthy natural and cultural systems to all of society

The strategic plan recognizes that the public issues related to the mission of the National Park Service are becoming increasingly complex and demanding greater integration of the agency's three roles as steward, teacher, and partner. While calling for renewed efforts in dealing with unprecedented threats, the plan also acknowledges that the agency is facing severe fiscal limitations, which are driving additional changes in the way the National Park Service operates its parks and programs. Within this context the plan identifies seven broad goals for the National Park Service for the foreseeable future:

- Establish a scientific/scholarly basis for resource management decisions.
- Strengthen protection of park resources.
- Achieve sustainability in all park operations and development.
- Help people forge emotional, intellectual, and recreational ties with their natural and cultural heritage.
- Lead in a national initiative to strengthen the recognition and perpetuation of heritage resources and their public benefits.
- Become a more responsive, efficient, and accountable organization.
- Pursue maximum public benefit through contracts, cooperative agreements, contributions, and other alternative approaches to support park operations.

The proposal for restructuring the National Park Service focuses on changing the agency's structure and culture to align them with the vision set forth in the strategic plan. As such, it is a direct response to the sixth goal of the strategic plan: to become a more responsive, efficient, and accountable organization. The restructured organization that will result from this activity will be better positioned to achieve all the agency's strategic goals. The proposal will strengthen our capability for teamwork, both within the organization and between the National Park Service and others, which will be critical to improving our effectiveness as steward, educator, and partner and to maximizing our efficiency in providing public value. More specifically, the restructuring proposal will help the National Park Service achieve its full set of strategic goals as follows:

Establish a scientific/scholarly basis for resource management decisions.

The National Park Service is organized along ecosystem and historical lines, with resources broadly grouped together. Expertise about particular kinds of resources is concentrated in park clusters.

Enhanced employee training and career development opportunities, including assistance with completion of undergraduate and graduate degrees, increases staff professionalism and familiarity with state-of-the-art concepts in resource management.

Additional specialized professional capability is available through the system support offices and through mutually beneficial partnerships with other agencies, universities, and professional organizations.

Visiting senior scientists will help the Service forge closer collaborative efforts with the National Biological Survey and other national research programs.

Development of national program centers for natural and cultural resource programs provide expert scientific and research assistance to parks and partners.

Strengthen protection of park resources.

Jointly setting short-term goals and long-term strategic objectives for whole systems and park clusters enhances opportunities for protecting park resources in their full ecological and cultural contexts.

Stewardship teams of natural and cultural resource specialists, scientists, and researchers integrate research, resource management, resource protection, interpretation, concessions, and maintenance activities.

Placing more professional staff in parks puts them where many important decisions are encountered and made.

Greater integration with external partnership programs enlarges the "tool kit" available to help parks with regional or ecosystem management approaches.

Achieve sustainability in all park operations and development.

Jointly setting short-range goals and long-term strategic objectives for whole systems and park clusters enhances opportunities for achieving sustainable operations and development.

Employee training helps ensure that sustainability is fully considered in all aspects of operations and development.

Help people forge emotional, intellectual, and recreational ties with their natural and cultural heritage.

Added emphasis on the Service's education programs leads to a wide variety of on- and off-site educational activities.

Hiring additional education specialists and working cooperatively with academic institutions creates greater capability to develop educational programs and services.

Sharing educational staff and ideas across field unit, program, and system boundaries creates a greater pool of talent to support the development of educational programs.

Enhanced employee training and career development opportunities, including assistance with completion of undergraduate and graduate degrees, increases staff professionalism and familiarity with state-of-the-art concepts in education.

Lead in a national initiative to strengthen the recognition and perpetuation of heritage resources and their public benefits.

Integration of external partnership programs into system offices and park clusters strengthens the ability of programs and parks to work together and to provide better service to the public.

Field leadership is responsible for developing and fostering partnerships. Field superintendents become field representatives for all NPS programs, not just for park management.

Become a more responsive, efficient, and accountable organization.

Placing more employees in field units enhances capability to respond to visitor and resource issues, thus improving service to visitors and protection of resources.

Sharing expert staff and other resources within clusters and with other agencies and academic institutions brings a greater diversity of expertise to each park or field unit than would otherwise be possible if parks were managed on a one-by-one basis. (Such support will be especially helpful for small parks.)

Because employees represent and support all parks and programs, not simply their own work units, accountability is both lateral (among peers) and vertical (between employees and supervisors), instead of simply vertical.

An expanded program of managerial training, team-building, collaborative decision making, and customer-focused management provides employees with the skills they need to work cooperatively to resolve complex issues.

An "exemplary employee" concept recognizes and fosters expertise in specific subjects.

Pursue maximum public benefit through contracts, cooperative agreements, contributions, and other alternative approaches to support park operations.

Greater emphasis on working with partners, and placing the corresponding organizational elements in system offices and park clusters, increases opportunities to develop relationships and to improve existing alternative approaches to support park operations.

Increased cooperation and coordination with other federal, state, and local agencies and organizations enhances opportunities to carry out the NPS mission.

WILL THE PRESENT SYSTEM ALLOW US TO ACHIEVE THIS VISION?

The basic model of our present organizational structure was established in 1934. Today the National Park Service has grown to 367 field units organized into 10 regions, each with a regional director, a Washington Office with both policy and programmatic functions, and various professional and technical centers located across the country. Authority and resources generally move in a hierarchical fashion from central offices to field units. This system served the Service and its mission well over many decades. Over time, however, it has become outmoded and increasingly incapable of responding to today's difficult fiscal constraints and the Service's vastly expanded mission and responsibilities.

The American public now has different expectations about the role of government in a democracy. An organization that encourages greater involvement and participation in public issues is required. In addition, the public requires more responsive services and more efficient use of public tax dollars.

National Park Service employees at all levels have worked with dedication and energy for many years within a system that needs now to adapt to changed times and circumstances. This agency has a dedicated cadre of management and staff in headquarters and other central offices who have worked over many years in support of frontline field managers. This plan attempts to encourage and organizationally strengthen the benefits of their talents and capabilities.

Undoubtedly, much improvement could be made by "downsizing in place" and significant change might well be achieved by simply re-engineering specific processes within our existing organizational structure. There are certainly less difficult and less challenging paths than the one presented in this plan. However, the fundamental changes required to create a responsive dynamic agency would not occur.

If the current structure remains essentially unchanged, internal and external collaboration will remain haphazard, decision making and authority will continue to be overcentralized, and responsibility and accountability will continue to be unacceptably diffused. Enormous amounts of time, money, and effort will continue to be expended on work that does not enhance our ability to

protect field unit resources, promote field unit and conservation values, and provide visitor and constituent services.

For real change to occur, empowerment, influence, and increased authority must be transferred to the elements of the organization closest to "customers" and resources. Without a substantially altered means of sharing authority and broadening participation and involvement in fundamental decisions, the momentum for change and improvement will not be generated.

In today's extremely competitive environment the inefficiencies of the current organization detract from our ability to accomplish our mission. Because resources are not likely to increase in the foreseeable future, the National Park Service must make major changes in how it accomplishes its essential work or risk failing in the vital mission to protect National Park System resources and values. Much of the current dissatisfaction within the Service is related to this frustration with our inability to meet increasingly difficult and complex challenges and responsibilities. We do not believe this inability can be adequately addressed within the current structure.

How does this proposal further National Park Service goals and increase our ability to meet future challenges?

The proposed plan meets the tests of the 10 GUIDING PRINCIPLES established by the Reorganization Work Group in very specific ways. Some of the most important are summarized below.

1. How is EFFECTIVENESS enhanced?

   - By connecting field units and programs more closely to encourage collaboration and cooperation.

   - By linking the success of each field unit within a cluster to the success of the others.

   - By explicitly expanding the role of field units to be national park field stations with broad external responsibilities and responsibility for National Park System advocacy.

   - By placing control of more resources and services with field units and programs at the local level.

   - By providing field units and programs with market options to secure services if they cannot be obtained from central service providers efficiently or economically.

   - By placing "doing" functions closer to the point of delivery and removing them from central offices when practical and appropriate.

   - By shifting the responsibilities of senior management from day-to-day operational activities to strategic challenges such as external relationships, development of partnerships

and constituencies, policy development, goal and direction setting and National Park System advocacy.

- By providing flexibility for field units to respond to changing needs and challenges through the "cluster" organization which can quickly marshal shared resources to respond to changes and requirements.

2. How is the Service's EDUCATION capacity increased?

- By encouraging educational work across field unit, program, and system boundaries, which will create greater pools of talent to support the development of educational programs.

- By specifying broader responsibility and increasing staff at local levels, which will create a greater ability to develop educational programs and services and to fulfill our role as "educators."

- By specifically emphasizing educational activities in all facets of park operations.

3. How will the development of PARTNERSHIPS be encouraged?

- By integrating partnership programs and activities with field units in the clusters.

- By making superintendents, systems support office superintendents, and field directors explicitly responsible for developing and fostering partnerships and external relationships.

- By increasing capacity (additional staff) to pursue partnerships in the system support offices, partnership program offices and field units.

- By reducing partnership regulation functions to the extent feasible.

4. How is a RESOURCE-BASED organization strengthened?

- By retaining Associate Directors specifically responsible for natural and for cultural resources management and stewardship.

- By organizing systems support offices on the basis of natural ecosystems and associations of prehistoric, historic, and contemporary cultures.

- By retaining and simplifying strong vertical lines of authority.

- By strengthening lateral accountability and the involvement of peers in field unit oversight role.

- By establishing specific responsibilities in each field director's office and each system support office for both natural and cultural resource management.

- By retaining strong professional capacity in the systems support offices and increasing accountability to field units and programs.

- By increasing professional staff at the field unit level where most resource issues are encountered and decisions are made.

- By requiring superintendents to be actively involved with external partners and issues.

5. Is the plan REALISTIC in providing a set of priorities that will reflect real needs in a climate of declining resources and increasing demands and complexity?

- Establishes a process of "field generated" priorities that will more accurately reflect the need to provide key services to the public and to protect resources.

- Defines a structure that places decision-making authority and accountability closer to customers and resources.

- Creates strong horizontal accountability within clusters for carrying out mutually established priorities.

6. How will the plan meet FTE REDUCTION requirements?

- By shifting human and financial resources as close to the point of delivery as possible, moving "doing" functions from central offices to field offices and field units whenever possible.

- By reducing unnecessary and duplicative layers of review and control.

- By moving significant numbers of FTE from central offices to the field when fully implemented.

7. How does the plan improve the development and utilization of EMPLOYEES and foster diversity within the Service?

- By emphasizing the critical role all employees will play in the success of this plan and the critical need for enhanced employee training.

- By providing broader exposure and opportunity for all employees to work across field unit, program, and office boundaries, thus providing for greater employee development and involvement at all levels.

- By providing more human and financial resources at the field unit and cluster levels, increasing opportunities to draw upon the diversity of local areas nationwide.

8. How is PROFESSIONALISM enhanced?

- By encouraging a team approach to decision making at all levels which will involve a broad range of managers and specialists.

- By charging the clusters' stewardship teams to provide professional collaboration and support through universities and outside organizations.

- By placing strong emphasis on ongoing employee education, training and development.

- By requiring increased interaction and collaboration among a broad array of National Park Service staff and managers as well as external organizations.

- By utilizing capabilities of systems support office superintendents and field directors to obtain expertise and support from universities and other agencies and organizations.

- By providing increased capacity (people) to pursue partnerships with sources of professional and technical expertise.

- By integrating more professional/technical staff into field unit and program offices, closer to customers and resources.

- By consolidating and strengthening the professional information management function and emphasizing its critical role in future effectiveness.

9. How is MANAGEMENT improved and accountability ensured?

- By removing extraneous layers of control and review and refocusing work on mission accomplishment, within reduced associated organizational overhead costs.

- By urging, as quickly as possible, the adoption of the recommendations prepared by the Service concerning delegations of authority and the reduction and elimination of unnecessary reports and regulations.

- By retaining strong "field directors" responsible for the supervision and direction of managers within the clusters and by retaining resource allocation authority at that level.

- By employing a participative system for setting priorities within the clusters which ensures that all interests have been fully considered.

- By building strong lateral relationships including peer evaluation and project reviews within clusters which will be based on more intimate knowledge and understanding of resources, area issues, management actions and decisions.

- By strengthening vertical lines of authority and more clearly isolating accountability for appropriate performance.

- By retaining strong professional capacity in the systems support offices to provide project review and evaluation as well as direct services.

10. Can the plan be IMPLEMENTED? Can it be explained, justified, understood, and acted upon?

    - Presents a defensible plan with developed FTE reductions and reallocations, costs, organizational boundaries, functional definitions and organization charts, and implementation concepts.

    - Incorporates and/or responds to substantial feedback from throughout the organization; substantial changes have been made in the final document to address concerns of all levels of the organization.

TERMINOLOGY

What is Entrepreneurial Management?

This plan will place great reliance upon entrepreneurial Park Service management. While "entrepreneurial" typically applies to private, for-profit ventures, the term is not used in that context in this document. For purposes of this presentation the term embraces the application of effective management skills in two arenas.

First, entrepreneurial managers understand and productively utilize the established National Park Service structure and its capabilities to promote the goals of the management field unit. They clearly understand and accurately articulate their needs and effectively access all available sources of assistance within the agency to address those needs. They understand that getting things done in collaboration with others is a more sustainable approach than accomplishing things through independent, authoritarian approaches.

Secondly, entrepreneurial managers learn the structure and capabilities of other government, non-governmental organizations, private industry and interest group structures. They identify where the missions or motivations of those groups intersect with the unsatisfied needs of their management field unit. Where these groups can support field units and park service programs and satisfy their own interests without compromising National Park Service resources or resource values a successful entrepreneurial match is activated.

Examples of successes in entrepreneurial management are available throughout the National Park Service. They range from a modest donation of climbing rescue equipment in lieu of efforts to place a commemorative plaque on a mountain ledge, to the "Park Foundations" which generate millions of dollars in donated support to specific field units.

What is Brokering?

For the purposes of this plan, brokering involves the application of personal diplomacy and expertise in mobilizing human and financial resources from disparate sources to accomplish a shared objective.

Historically, brokering involved exchanges where each party attempted to secure an advantage over the other. A good "horse trader" advanced their personal interest while convincing the other party that they got the better deal. This is not the paradigm advanced here. It is not sustainable over time.

The concept of brokering involves very active ambassadorial efforts to ensure that all parties within a cluster of field units, as well as potential cooperators outside the National Park Service, work to understand the values and interests of one another. As that understanding is established, an effective broker links the capabilities of one party with the needs of another in a manner which demonstrates that shared interests can be advanced through mutual support while independent values remain respected.

Clearly, there is an element of "horse trading" in these dynamics. However, the key to sustainable brokering is understanding that temporary transfers of capability from one party to another can yield long term benefits to the group - and all individual parties within that group. These concepts are fundamental to this proposed reorganization. The performance appraisal of future managers will include their demonstration of entrepreneurial management and brokering skills as a key element.

Exemplary Employees

While this plan focuses heavily upon the relationships and responsibilities of superintendents and directors, it is particularly important to recognize that the real work of the organization is performed by employees who have other organizational titles. The skilled craftsman, the expert civil war historian, the botanist conducting pioneering work in alpine revegetation, the adept contracting officer, the particularly sensitive planner or designer, the experienced maintenance person, and many, many, others are the vital forces of the National Park Service. The interdependent cluster organization is a vehicle for broader and more open application of the talents of these exceptional "champions" beyond their individual field unit and office. With the increased opportunity to identify and apply these individual sources of special expertise and skill comes a greater ability to utilize, support and celebrate their contributions to the organization.

RESTRUCTURING PLAN

ORGANIZATIONAL CONCEPT

This plan will significantly reduce organizational overhead and place more personnel and funding closer to the resources and customers being served. Personnel and dollars will be distributed in such a manner, however, to ensure retention of the National Park Service's professional capacity and to provide for its future improvement. This plan clusters field units and partnership programs along ecosystem and cultural/geographic context lines. It stresses team work and releases senior executives from the distractions of daily operational management to focus upon developing and effecting national policy. It shifts people and resources from central offices to field units, partnership programs and the systems support offices that serve clusters. It recognizes that specialization and an ever-increasing variety of expertise is needed to successfully carry out field unit and partnership programs.

Under this organizational structure, WASO will focus on providing program direction, policy guidance, and communication with the Congress, OMB and other agencies. Clusters of park units will be responsible for setting their own project priorities within the cluster and for program management. Budgets will flow from WASO through Field Directors to parks and System Support Offices, as applicable. Funds for national program offices will be allocated from WASO in some cases and from other offices requesting work in other cases. Location of technical program specialists will vary from program to program (and from cluster to cluster) dependent upon the need, with possible locations being in the parks, System Support Offices and/or national program support centers. Generally, national program centers will be staffed to provide technical/professional expertise and program support and execution for clusters and parks upon request as necessary or appropriate to supplement capabilities available or not available in a cluster's System Support Office or otherwise in the cluster. In some instances, specialty work for which that office was created will go directly to that office.

BASIC ORGANIZATIONAL UNITS

National Park System field units will be grouped into 16 clusters of 10-35 field units each based on ecological, cultural and geographical relationships. All park units will be included in a cluster. The dashed lines on the map included with this plan, however, indicate only generally conceptualized ecological/cultural/geographic cluster boundaries, with precise boundaries and park groupings to be determined by Field Directors and field units themselves during implementation.

Each cluster will be served by a systems support office. The field units and partnership programs within each cluster will be staffed and expected to maximize support for each other in an inter-dependent fashion.

Field unit and system support office superintendents will report to one of seven field directors. Five field directors are each responsible for 2-3 clusters, with two additional field directors

responsible for the Alaska and National Capital clusters. Field directors will report to the Deputy Director. National program support centers report to WASO associate directors. Together with the Director, Deputy Director and the associate directors, the field directors form the National Leadership Council for the National Park Service.

This proposal envisions a great deal of latitude and flexibility with respect to precise organizational design for individual Field Directorates, System Support Offices and clusters in line with the overall concepts and FTE constraints of this plan.

The contemplated desk officer positions in the Field Directors' offices and in WASO are intended to provide for day-to-day organizational linkage through a keyperson or "desk officer." The cluster desk officers provide a representative or point of contact for each cluster duty-stationed in the Field Director's office. The Field Director's desk officer provides a representative for that field director duty-stationed in WASO Headquarters. As the plan indicates (see "Employee Development" section) these positions are also intended to be rotational and utilized in line with career development of prospective managers. The National Leadership Council will determine the precise functions of these desk officer positions.

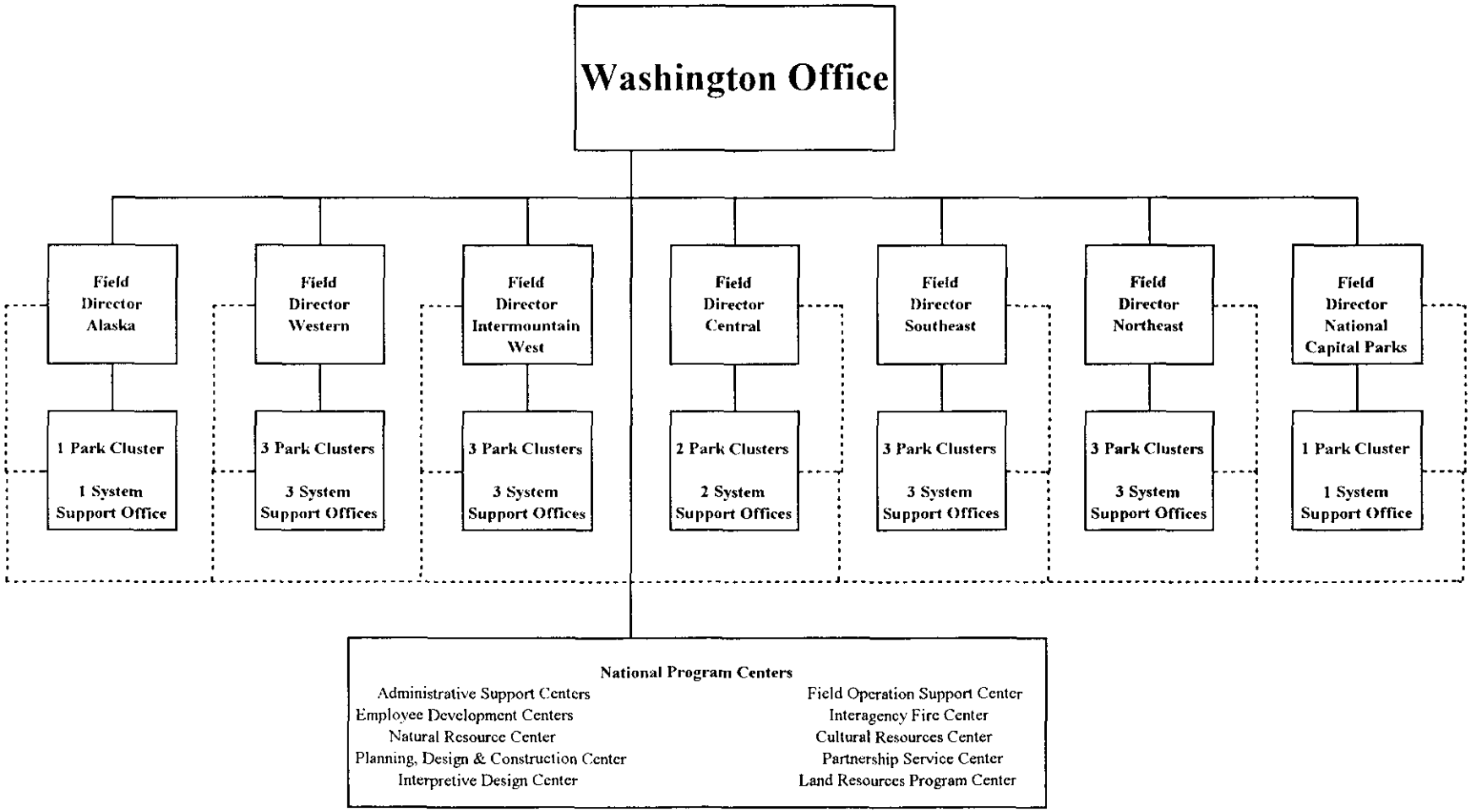
RELATIONSHIP BETWEEN FIELD UNITS

System support offices will serve field units by directly providing and brokering professional, technical and administrative services; by providing technical assistance to conservation partners interested in the preservation of natural, cultural, and recreational resources; by acting as a liaison with other agencies and interests; and by participating in ecosystem management planning and partnerships throughout the cluster.

Wherever appropriate, staff providing direct service to field units will be located in field units. System support office staff will spend much of their time working both inside and outside the National Park Service to obtain those services which are beyond the capabilities of field unit staff.

The system support office superintendent and field unit superintendents working under the guidance of the field director form the decision-making group for their cluster. Interdisciplinary groups of managers and specialists in field units and system support offices will assemble frequently to handle both crises and major cluster issues in order to strengthen the decision-making process and stewardship programs. This plan does not prescribe a particular way for the system support office superintendents and the field unit superintendents to organize and conduct their collective affairs. Neither does the plan necessarily contemplate disruption of successful existing arrangements for groupings of sites or site unit managers, where appropriate, under an area superintendent for economy or efficiency (e.g. Flagstaff group, Canyonlands group, Gateway, NCR groupings, etc.) Those decisions would ultimately reside with the clusters themselves and their respective Field Directors.

PROPOSED NATIONAL PARK SERVICE ORGANIZATION



_____ Line of Authority
------ Line of Support

Note: Park clusters range in size from 10-35 parks.
Field director offices are aligned with state boundaries
Park clusters are aligned in accordance with ecological and cultural contexts

The specific nature and mix of field units within a cluster as well as the nature of the specific decisions being made (e.g., prioritizing requests, allocating resources) ensure variability. However, some of the responsibilities common to all clusters will include:

- Jointly setting short-range (1-5 year) goals and more long-term strategic objectives for the cluster as a whole, assigning responsibility and monitoring progress.

- Managing a written, dynamic contract for the distribution of support services within the cluster, as well as between clusters. This involves routine evaluation and, where appropriate, reallocation or reassignment of resources. Inherent in accepting an allocation of shared resources is the responsibility to provide services to others.

- Proactive "brokering" by all parties to find and/or supply support for all field units within the cluster, for field units and offices in other clusters, and among all external cooperators, neighbors, interest groups, non-governmental organizations, and other governmental agencies or jurisdictions, both federal and local.

In this plan the 16 clusters are also supported by national program centers for those functions that require a Servicewide focus or are most efficiently performed in a centralized location. The Washington Office provides agency leadership, policy direction, program advocacy, and other appropriate "steering" functions.

Under the proposed cluster concept, small field units will be active participants in the self-directed cluster and their associated system support office. While it is unrealistic to expect that the majority of small field units will be able to contribute as much in the way of staff or equipment as larger field units, small field units will benefit from the association in the following ways:

- Field unit managers and key staff will be more easily mentored by senior managers and specialists.

- Small field units will be part of an interactive, collaborative group rather than an isolated entity. Their role as "field units of the National Park Service" will be enhanced.

- New field unit managers will enter as full partners with an equal voice into an established support network rather than having to develop one over time.

- There will be an increased chance for personal growth by watching, interacting with, and accepting group assignments and activities within this collaborative partnership.

- Managers of small field units will realize increased influence and exposure due to rotating membership on cluster "steering committees". Small field units will have an equal voice in distribution of cluster resources.

- More structured opportunities will exist to "sell" the needs of a small area and gather support and help.

- Access to sources of support, both inside and outside the National Park Service, will be more direct and less ambiguous.

- Managers within a cluster will be more knowledgeable of the relative needs and capabilities of each other, increasing recognition of the values and importance of smaller areas.

- The support role of larger field units to smaller ones and each other will be more formalized, and all managers will be evaluated upon their efforts to support and help others succeed.

MANAGEMENT OVERVIEW

FIELD UNITS

This plan proposes that more staff and dollars be moved to the field unit level from redirected resources resulting from consolidation and streamlining efforts.

Not all field units have the same needs and capabilities. This plan places different functions and specialists in field units based on their various primary needs with functions and specialists shared among the field units within the cluster. Brokering will take place among field units and also between field units and the system support office, because they will be dependent on each for different services. Each field unit manager must operate as a team player within the cluster. Managers will be evaluated based on performance in supporting the whole cluster through sharing resources and expertise as well as on field unit-specific performance.

The role of field units will be expanded to encompass the broader National Park Service mandate, with each field unit actively supporting the larger system. **Each field unit headquarters is viewed as a field office for the entire National Park Service.** Field unit managers will be responsible for both field unit stewardship and a more comprehensive understanding of broader National Park Service programs.

Under this plan field unit managers have four interrelated responsibilities -- within the field unit, adjacent to the field unit, environmental leadership within their field unit's area of influence, and heritage education. This approach matches the roles of steward, guide/teacher and advocate/partner as defined in the National Park Service Strategic Plan. Active involvement in local decision-making processes gives the National Park Service a higher profile and leadership presence in adjacent communities and provides the agency with a stronger voice on various land use and sustainability issues. Working at the community level also helps build a national conservation ethic and creates a greater sense of ownership and commitment to protecting natural, cultural, and recreational values while participating in economic viability issues. To achieve this goal, the National Park Service must redefine and retrain our field managers to play expanded leadership roles.

SYSTEMS SUPPORT OFFICES

The 16 system support offices have two primary roles: 1) to provide support for field unit operations and partnership programs, and 2) to engage on a clusterwide basis in planning, cooperative management activities, and technical assistance to field units and in carrying out partnership programs. In the support role, the Systems Office only directly provides those services not reasonably available in the field units or secured from other sources. Each field unit will contribute its particular resources to the cluster as it can. All field units will depend upon the other field units in the cluster for mutual assistance -- even large field units will not be independent of the cluster. Such structured dependence maximizes sustained organizational efficiencies within the cluster, particularly in support of smaller field units.

Each system support office is headed by a system support office superintendent, who reports to the field director, with line authority over a staff of approximately 60-85 people on average. Most of these staff are located in the primary system support office, but there may be small satellite offices (e.g. - Caribbean) if it would increase efficiency. This may be particularly true where a cluster covers a large geographic area.

System support office superintendents will not have line authority over the field units but have equal status with field unit superintendents. In some situations, a system support office or one of its satellites may be co-located with a field unit office. Although a "typical" systems support office staffing scenario is provided in this report, the actual size and staffing composition of each system support office will depend on cluster size, availability of specialists on field unit staffs, and the management approach of the cluster. Nor can any system support office "stand alone." Each will depend upon staff assigned to field units and national program centers for certain support functions. Under this plan, field units will specialize in different areas of expertise depending on where each respective specialty adds the most to the cluster as a whole.

Under the system support office concept, many administrative functions could be located in field units, with considerable sharing of administrative services on a multi-unit or cluster-wide basis. Some administrative functions could be consolidated in system support offices or in administrative centers, or, where efficiency could be improved without diminishing customer service, consolidated on a multi-agency basis.

There will also be a strong presence of external partnership programs in each cluster in order for historic preservation, recreation, and conservation assistance to be meaningfully incorporated with other National Park Service programs.

Each cluster integrates the following external partnership programs:

- Rivers, Trails and Conservation Assistance
- National Heritage Area Assistance
- Heritage Education and Outreach Activities
- Long-Distance Trail Studies
- National Historic and National Natural Landmarks Identification, Monitoring, Reporting, and Providing Technical Assistance to Owners of National Historic Landmarks and National Natural Landmarks Government Program
- Archeological Public Education and Outreach
- Technical Assistance/Training in Preservation Management Methods and Techniques
- Section 110 and Programmatic Assistance to the Public Agencies and Indian Tribes for the Development of their Cultural Resources Management Programs
- Land and Water Conservation Fund and Urban Park And Recreation Recovery Act grants (a determination will be made during implementation on whether LWCF and UPARR should be centralized in one location, consolidated in three clusters, or further decentralized)

This integrated field partnership programs concept will provide "a tool kit" with all the techniques appropriate for providing National Park Service assistance in regional planning and ecosystem management. The partnership programs seek to assist citizen groups and all levels of government in community-based conservation, preservation and recreation programs. Where partnership conservation/preservation assistance work demands that staff be available directly within a community, small satellite partnership offices may be temporarily established, similar to those the Rivers, Trails, and Conservation Assistance program has now. This plan distinguishes between partnership programs that are formal and mandated and other numerous and diverse partnerships that occur throughout the organization with varying degrees of formality.

As an interim measure, the Service's existing cultural preservation centers (North Atlantic Cultural Resource Center, Midwest Archeological Center, Western Archeological and Conservation Center, Southwest Cultural Resources Center, and Southeast Archeological Center) will remain in their current locations, but will be combined organizationally with and will report to the System Support Office established for the respective cluster where each center currently exists. They will likely, however, continue to provide support more broadly, beyond that particular cluster's boundaries, as determined by field units who wish to seek their services. Some project level archaeologists and other professionals may be best located in field units to provide day-to-day support to field unit operations and projects. The decision on the specific role, function, and perhaps specialty, of the archaeological and preservation centers will be determined after the completion of functional reviews of each organization during the implementation process.

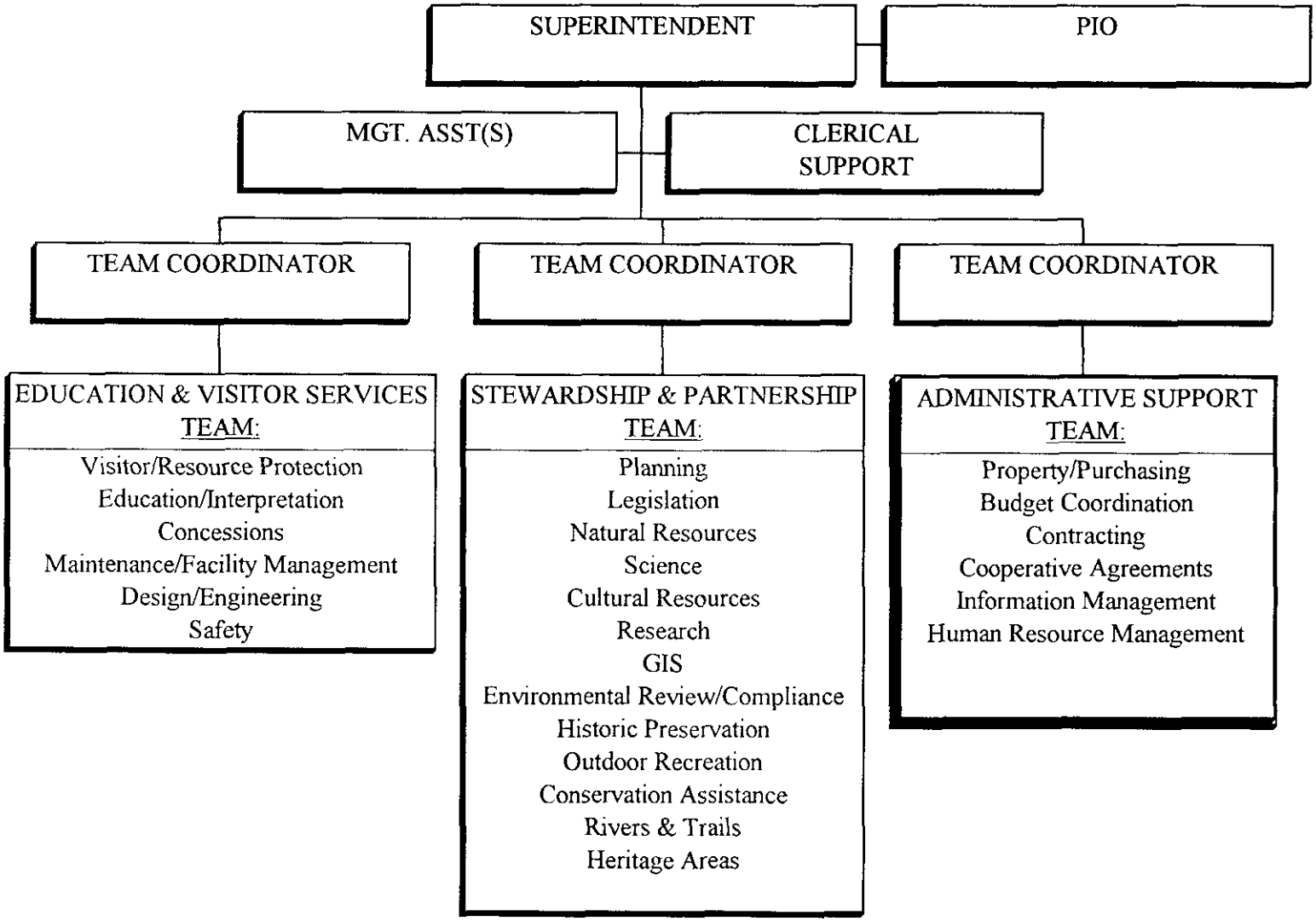
The Service has been determined that each System Support Office that serves a cluster containing parks with wilderness designations (or proposed designations) should have a designated wilderness coordinator, either an employee duty-stationed in the System Support Office, or a parks wilderness coordinator designated to serve in that capacity for the cluster as a whole.

The NPS Lands Task Force has recommended that the Service's land resources program be organizationally located in a national program center, with eight full service land resources support offices to be co-located with eight System Support Offices for administrative support. In addition, project offices would continue to be located as necessary at parks, where warranted by active land acquisition programs. The eight lands program support offices and any project offices would provide land acquisition and lands related support and advice to parks. Land protection planning will be conducted by field units.

The following section describes in more detail the specific functions that will exist within a typical system support office. All system support offices will adhere to a standard organization with respect to establishing three "Team Coordinator" positions to supervise three teams as described below. Staffing and FTEs indicated for the make-up of those teams, however, are intended to be illustrative rather than prescriptive, since each cluster's management team will have the flexibility to organize and staff the mix and delivery of services to meet the particular needs of that cluster's field units and partnership programs.

SYSTEM SUPPORT OFFICE

(TYPICAL)
60-85 FTE'S*



* Some SSO's (e.g Pacific Area System Support Office) Will Be Smaller; Precise Staffing Needs To Be Determined By Cluster Superintendents.

The contemplated system support office teams are envisioned as "flat" organizationally, but can be structured as each cluster sees fit, in keeping with the overall goal of achieving a 1:15 supervisory ratio.

Management Direction: The system support office superintendent will supervise the system support office and participate fully with other superintendents in the cluster as a member of the cluster management team. The superintendent will directly supervise: an assistant superintendent, or a management assistant, or office manager, if such positions are utilized by the office; three team coordinators (stewardship & partnerships team, education & visitor services team, and administrative support team); necessary clerical support; and, if needed, a public affairs staff capability in the office. (4 FTEs)

Public Affairs: The need for public information officers (PIOs) will vary by cluster. Each cluster will generally require at least two full-time PIOs. These individuals should maintain a Servicewide perspective, but can be duty stationed wherever the particular cluster determines they will be most effective, either in field units or in the system support office. (0-2 FTEs)

STEWARDSHIP AND PARTNERSHIPS TEAM

The stewardship and partnership team will provide resource management expertise and assistance in support of field operations, and will focus on field unit and ecosystem planning as well as providing technical assistance to conservation partners.

Team Coordinator and Clerical Staff: The team coordinator will facilitate delivery of services to field units and conservation partners. Staff will provide administrative and clerical services for the team. (3-5 FTEs)

Natural Resources and Science: Staff educated and experienced in fields relevant to natural resources of ecosystems will assist parks in providing liaison, expertise and coordination in pursuit of ecosystem management objectives, facilitate the conduct of natural resource and social science research within the ecosystem's field units, and coordinate assembly of cluster-wide priorities and data. This expert staff will also provide advice and assistance to field unit superintendents and resource managers, represent field units' research needs by serving as the liaison, as required, with academic institutions and other agencies such as the National Biological Survey, the Forest Service, and U.S. Geological Survey, and orchestrate technical assistance among field units or from sources within or outside the National Park Service. Further guidance for the composition of this component of system support offices will be determined by National Leadership Council based on recommendations made by work group convened by the Service to update the 1992 Strategic Plan for Natural Resources Management. (4-6 FTEs)

Cultural Resources and Research: Full-time cultural resources staff educated and experienced in each of the six recognized specialized areas of anthropology, archeology, cultural landscapes, curation, historical architecture, and history will be present within each cluster. Some disciplines will be located in field units but have Systemwide responsibilities, while others will be located in

the systems support office. (In those cases where existing cultrual preservation centers are to be combined with system support offices, they will be aligned organizationally with this team at each respective location.) The systems office staff will coordinate Section 106 compliance clearances. This expert staff will also provide advice and assistance to field unit superintendents and resource managers, represent the National Park Service on interagency ecosystem management efforts, facilitate research within the ecosystem's field units, coordinate assembly of information for establishing Systemwide priorities and data, and orchestrate technical assistance among field units or from sources within or outside the National Park Service. Systems office staff will also assist in facilitating training. (4-6 FTEs)

Partnership Programs: Systems support offices or, in the case of RTCA, satellite offices located either in field units or near major projects will be the "field offices" providing direct client services in partnership programs such as the Rivers and Trails Conservation Assistance Program and the National Historic Landmark and National Natural Landmark programs. The National Heritage Area legislation, if enacted, will be administered by this office. Where dictated by economies of scale, cultural program technical assistance staff may be consolidated in one of each field director's system support offices. Administration of the LWCF and UPARR grants programs will also be located in one system support office per field director unless economies of scale dictate further consolidation; if this is the case, location in three systems offices was recommended by the Reorganization Work Group, with locations to be chosen based on both geographic and workload considerations. (10-15 FTEs)

Planning and Legislation: Systems support office teams will provide expertise to parks in field unit planning efforts, participate in regional and ecosystem planning efforts, and conduct special resource studies, including those which evaluate potential additions to the National Park System. Rather than conducting field unit planning projects themselves, highly skilled staff will more often facilitate the planning process and will be available to field units to lead them through a planning process and public involvement techniques. The Planning, Design, and Construction Center will conduct major planning endeavors with Servicewide implications or those that require complex environmental documentation or large interdisciplinary teams that can best be coordinated by that office. System support office staff assist field units in legislative efforts and help coordinate the preparation of legislative support data packages. System support office staff might also provide advice to field units on land use issues, although it is recommended that all larger field units have a land use planner on staff. Field unit managers will have approval authority for unit-related planning efforts, and the field director will have approval authority for special resource studies. (5 FTEs)

Environmental Quality and Review: System support office staff will provide advice and assistance to field units in complying with the National Environmental Policy Act (NEPA) and ensuring environmental quality in all operational activities. Large field units will prepare their own NEPA documents; system support office staff will assist smaller field units in obtaining the necessary expertise to prepare documents that are beyond their capabilities. Field unit managers will have significant approval authority. The systems office will coordinate the review of all documents and reports submitted to the Department for official review and comment within the

cluster's ecosystem and cultural geographic area (e.g., FERC applications, Section 4(f) transportation determinations, and environmental statements). The system support office might, on occasion, be assigned lead responsibility for consolidating the comments of all DOI agencies. (2 FTEs)

Geographic Information System: Consideration will be given to providing systemwide GIS support for the field units from a combination of lead field units and systems offices, to be determined during the re-engineering analysis phase of implementation. (0-2 FTEs)

EDUCATION AND VISITOR SERVICES TEAM

The education and visitor services team will provide expertise and assistance in the areas of education and field unit operation.

Team Coordinator and Clerical Staff: The team coordinator will facilitate delivery of education/interpretive and field operation services to field offices and conservation partners. Staff will provide administrative and clerical services to the team. (3-5 FTEs)

Education and Interpretation: The systems support office staff will facilitate effective sharing of field unit interpretive expertise and external education programs. Staff will also coordinate interpretation of multi-unit resource issues and assist in obtaining minor exhibit rehabilitation. Individual field units might have subject matter "champions" who apply their talents throughout the cluster. Major exhibit and media development will be done through the Harpers Ferry Center, while minor projects will be conducted by staff drawn from within the cluster. (2 FTEs)

Visitor and Resource Protection: Systems office staff will provide for law enforcement investigation and training and will facilitate activities that benefit from Systemwide coordination, such as Special Event Teams, fire dispatch, resource protection, and liaison with other agencies to coordinate and facilitate emergency response. (2 FTEs)

Maintenance, Design, and Engineering: Systems support office staff with expertise and experience in areas such as facility management, engineering, architecture, and landscape architecture will facilitate the contracting of design and construction work for repair/rehabilitation projects, cyclic maintenance projects, and other funded projects that are within the technical capability of cluster staff to oversee. System support office staff, as necessary, can assist parks in brokering equipment needs between parks and other sources. They will also broker and supply other technical advice and support to field units and assist with program coordination and assembly of cluster- and regionwide priorities and data. In order to meet the needs of its field units, system support office staff will orchestrate technical assistance among field units or from sources within or outside the National Park Service as well as assisting field units who lack appropriate expertise to review large design/construction projects conducted by the Planning, Design, and Construction Center. Sustainable design will be emphasized in all work. (5-10 FTEs)

Safety: Field support for safety will be provided from each Systems Support Office. A roving professional safety manager in each cluster will work with field safety officers and operations staffs to identify safety concerns and to facilitate correction of deficiencies in all field units. (1 FTE)

Concessions: Concessions management will be sufficiently centralized to meet the needs the Service has identified in acquiring expertise in business planning and until adequate procedures and operating regulations are developed under the new Concessions Management Reform Act. In line with this, a detailed concessions management plan is being developed by the Service, which will outline a proposed structure for concessions management. The Reorganization Work Group recommended that a concessions management assistance team of up to six FTE be located in one of each field director's systems support offices to provide concessions management assistance for that field director's purview. The Field Operations Support Technical Center in Denver discussed later could provide technical support for the financial, contracting, and planning aspects of concession management. Final decisions on the concessions management organizational structure will be made after the work of the Service's concessions management planning group is completed.

ADMINISTRATIVE SUPPORT TEAM

The administrative support team will provide administrative services for the system support office.

Team Coordinator and Clerical Staff: Team coordinator will facilitate delivery of services to system support office. Staff will provide administrative and clerical services to team. (2-4 FTEs)

General Administrative Services: Services such as property accountability, purchasing, supplies, forms, mail, etc. will be provided for the immediate office. (2 FTEs)

Budget Coordination, Formulation, and Funds Control: Budget formulation and execution services will be provided for the systems office. Expertise in "creative" financing will be maintained to assist office staff in facilitating multi-partner projects and other efforts funded in non-traditional ways. (2 FTEs)

Contracting and Cooperative Agreements: Contracting warrant levels in all field units will be raised, including raising at least one field unit in each cluster to level four. Field units will provide contracting for system support offices, while system support office staff will maintain expertise in cooperative agreements and other vehicles necessary to facilitate creative cost and work sharing with partners. (1-2 FTEs) [*See further discussion of contracting in "Topical Areas" section.*]

Information Management: Ecosystem-wide information management, including areawide communications management for telephones and electronic communications, video equipment, and computer network coordination and management, etc., will be provided. Consideration will be given during the Service's re-engineering process to how most efficiently provide this support--in each system support office, in one system support office per field director, or in one centralized location. (0-4 FTEs)

Human Resources Management: Servicing ratios of 1:100 in human resources and 1:500 for equal opportunity counselors will be largely supplied in field units. System support office staff will serve systems office needs and may serve smaller nearby field units. Advisory and support capability in specialized areas such as labor unions and employee relations will be provided as necessary in the cluster. (2-5 FTEs)

FIELD DIRECTORATE

Each field director will staff an office located in the managed area. Seven field directors will provide line supervision for from one to three system support office superintendents and all field unit superintendents within the managed geographical area. Field directors will provide strategic planning; direction, oversight, and assistance in media relations and strategies; and serve as an appellant in the appeals and grievance process for the clusters supervised. The field director's office will serve as the principal political interface for the area as a whole, and ensure consistency with national priorities.

As line manager, the field director will also have budget program coordination and formulation and financial management responsibilities, with appropriate staff.

The field directors will be SES managers who serve on the National Park Service National Leadership Council with the Washington Office associate directors and the Director and Deputy Director. As such, this group will set overall policy and direction for the Service and form the executive group for making decisions involving the National Park Service as a whole. They will also set the tone for teamwork, facilitation, and collaboration within the National Park Service, with the Service's partners, and with the public in striving to carry out the mission of the National Park Service. The field directors will implement Servicewide goals and objectives. They will have key responsibility to establish a partnership with the Congress and to clusters. Field directors complete the "management circle" by evaluating National Park Service employees based upon these new and broadened criteria.

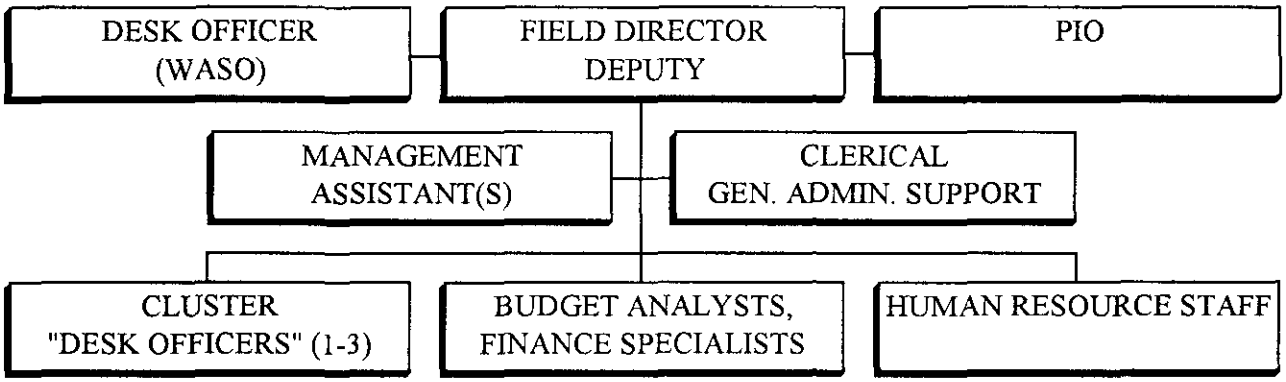
The typical field director's office will consist of 20 to 25 FTEs organized to provide the best Servicewide interface, coordination and management direction and oversight for from one to three clusters of field units within the assigned geographical area. Typical anticipated staffing needs would be as follows.

FTE	Position
2	Director, Deputy
2-5	Clerical/general admin. support
1-4	Management asst(s)/public information coordinator
1	"WASO liaison officer" (field director's representative in WASO)
1-3	Cluster "desk officers" (one per cluster)
5-6	Budget analysts and finance specialists
1-2	Personnelist/appellant/grievance resolution support staff
2-3	FTEs dedicated to use for employee development/continuing education trainees

FIELD DIRECTOR OFFICE

(TYPICAL)*

20-25 FTE'S



* - Precise staffing & clerical support for office to be determined by individual field directors within assigned FTE constraints.

Individual Field Directors will have considerable latitude and flexibility within a total ceiling of from 20 to 25 FTEs in precisely how they choose to organize their immediate office staff -- in line with overall concepts of this plan.

The cluster "desk officers" duty-stationed in the Field Director's office (one per cluster) will form a bridge between each specific cluster and its systems support office and the field director for both operational and management concerns and can also assist in providing liaison for parks in the cluster with national program support centers as necessary. They may also provide input on performance appraisals. A similar "desk officer" position representing the multiple clusters under the field director will be duty-stationed in the Washington Office. These "desk officer" positions provide crucial two-way communication channels between the field director and WASO Headquarters, the Department, other Federal agencies at the national level, and the Congress.

Field Directors will be charged with placing renewed emphasis on the enhancement of scientifically based resource management. The precise nature of the resource management coordination function at Field Director offices and at system support offices will be determined by the National Leadership Council based on recommendations from the Service's work group on natural resources management and completion of the NPS re-engineering workload analysis. Field Directors will also be charged with developing new initiatives and appropriate ongoing training for park safety officers and maintenance staffs to identify safety concerns and facilitate correction of OWCP deficiencies in field units. The Field Director's management assistant position(s) could be utilized in coordinating development of added emphasis in these program areas in field units.

Each field director's office will allocate two to three fully-funded FTEs as trainee slots dedicated to employee development and continuing education. These FTEs are made available to each Field Directorate as trainee positions. This is to permanently identify FTEs for the management or professional training needs of the Service. These employee trainees could be assigned anywhere in the System, or in assignments such as Congressional fellowships. Dedication of FTEs for this purpose is in line with the Service's new emphasis on employee development/continuing education. If it were determined that a cluster needed employee development staff, their duty station in parks or a system support office would be determined by the cluster.

Although the span of control for some field directors will be substantially increased over that of the traditional regional directors, most of the operational and programmatic responsibility and coordination functions will have been moved down to the "cluster" level. Recognizing that evaluation and counseling will, in accordance with the National Performance Review, become a more continual and ongoing process, adoption of a simplified process for formal appraisals will be developed to reduce the workload associated with the increased number of positions supervised. The key to success of the field directors will be leveraging and leading the work of others rather than doing it themselves.

NATIONAL PROGRAM SUPPORT CENTERS

National program support centers will be maintained or established where it is determined that such a center would meet three tests of consolidated services: 1) the center would establish and maintain a critical mass of specialized expertise for Servicewide use, 2) it will be uneconomical to decentralize, and 3) better service to customers will result from a centralized service. If these tests are not met, the services will be decentralized to field units and/or system support offices. All program centers will be under a managed system where customers have the option for most activities of choosing where some services are obtained in order to ensure high quality and accountability.

Some of the proposed centers result from moving the "doing" work out of the Washington Office into centers, based upon the three factors mentioned above. Physical relocation of existing centers is not proposed unless a future analysis clearly indicates a substantial benefit in cost-effectiveness or customer service will result from consolidation or relocation. Program support center operations will be supervised by center managers who will report to appropriate headquarters associate directors. Responsiveness and performance of these centers will be ensured by formal, institutionalized customer feedback surveys and performance measures, which will be provided to center managers and to the National Leadership Council of the Service. A *managed* system of choice in some program areas will be developed to allow customers to choose where services can best be obtained. This will have to be carefully crafted to meet the objective of keeping centers efficient, competitive, and responsive without resulting in unacceptable disruption and loss of Servicewide quality and accountability. All centers will *guarantee* their products in terms of meeting management requirements and/or operating properly.

Both the Denver Service Center and the Harpers Ferry Center will be streamlined consistent with their previously submitted plans, recognizing that the resultant cuts may affect the delivery of products and services.

It is generally intended that system support offices and field units will have staff to increase the number of locally prepared general management, ecosystem, and special resource plans over current levels, in addition to facilitating and coordinating planning efforts done by the centers. In the development area, field units and systems offices will generally concentrate on accomplishment of repair/rehab, housing, cyclic maintenance, and other projects oriented towards field unit operations, similar to the functions of those groups now in regional offices. They will also have the capability to accomplish some construction projects.

Because the appropriation levels, complexities, professional disciplines required, schedules to be met, and other factors will continuously vary from year to year, it is proposed that the division of work between the "field" (including system support offices) and centers be determined by good faith discussions between all parties as early in the budget cycle as possible. The overriding principle to be applied is "what is the best and most efficient way for the Service to get this work done in a quality manner and to most effectively use our limited resources in these program areas?"

Administrative Support Centers

Accounting Operations Center (AOD): This center provides finance and accounting support services Servicewide and will remain in Reston. The inclusion of other administrative functions in an administrative center, or centers, will also be considered; for example, centralized contract warrant administration (alternatively, this function could be located in Denver) and large Servicewide contract administration (R&R uniforms, campground reservations system, etc.). Current regional office contracting officers will be reassigned to serve a cluster of field units or centers. Centralized Equipment Replacement Program management would also provide greater opportunities to obtain excess property and sharing of critical equipment resources.

Information & Telecommunications Center (ITD): The Servicewide Information and Telecommunications function that provides computer systems design, network support, customized software development, and systems management such as CC:Mail, Internet, connectivity with other bureaus, universities, libraries, etc., will be consolidated with the ITM component located in Denver, Colorado, and established as a national administrative support center co-located with the other Denver-based centers. This new Information & Telecommunications Center will provide professional and technical support for modernizing the information and telecommunications functions of the Service, which is critical to a more efficient, modernized operations. Most employees currently located in Washington, D.C., will be transferred to Denver, although it may be determined during the implementation workload analysis process that a small WASO support component should be retained.

Administrative support centers will report to the Associate Director for Administration.

Employee Development Centers

The National Park Service of the future will require much higher levels of employee and management development. The technical, managerial and interpersonal expertise required are far beyond today's ability to provide. Reduced levels of oversight and control and the increasing professionalization of the workforce are essential. In line with recommendations developed by the Service's Task Force on Employee Development, training will be provided at specialized Employee Development Centers (Mather, Albright, FLETC, Presidio).

Expanded programs in special emphasis areas, such as but not limited to partnerships, leadership, resource stewardship, and sustainable design, will require an intensive developmental effort. The National Park Service must draw upon other agencies, private business and academia to provide the most efficient, cost-effective programs geared to developing employees capable of performing in substantially expanded roles at all levels. Consolidation of facilities and training resources with other agencies will be considered, especially where excellent facilities are currently available (BLM, Bureau of Mines, etc.)

Employee development centers will report to the Associate Director, Administration.

Natural Resources Program Support Center

The Natural Resource Program Support Center will provide national program support functions for air quality management, water quality management, resource management, mining and minerals, earth sciences, and inventory and monitoring. These support functions will continue to be located primarily in Lakewood and Ft. Collins, Colorado.

Center personnel will assist field units in contributing to the protection of National Park System resources and the accomplishment of inter-agency and partnership stewardship efforts by providing support for national level leadership, engaging in strategic planning for natural resource management and protection, assisting in establishment of National Park Service standards and priorities, and providing professional advice and assistance. The contributions made by this center, working in concert with cultural resources management, will be combined with those made by field units, system support offices, and partners to achieve the Service's overall resource stewardship goals.

The center will report to the Associate Director for Natural Resource Stewardship and Science.

Cultural Resources Program Support Center

The Cultural Resources Program Center will provide national program support functions for park archeological and ethnographic resources, cultural landscapes, historic and prehistoric structures, history, and museum objects. Where it will not be economical to decentralize further, these functions will remain centralized in this center located primarily in Washington, D.C.

Cultural Resources Program Center personnel will assist field units in contributing to the protection of National Park System cultural resources by providing support for national level leadership, engaging in strategic planning for cultural resources management and protection, assisting in establishment of NPS standards and priorities, and providing professional advice and assistance. The contributions made by this center, working in concert with natural resources management, will be combined with those made by field units, system support offices, and partners to achieve the Service's overall resource stewardship goals.

As an interim measure, existing NPS cultural preservation centers (North Atlantic Cultural Resource Center, Midwest Archeological Center, Western Archeological and Conservation Center, Southwest Cultural Resources Center, and Southeast Archeological Center) will remain in their current locations and will report to the System Support Office serving the area where the respective centers are located. A determination on whether to organizationally combine these centers with the national Cultural Resources Program Support Center will be made following functional reviews of each organization to be conducted during the Service's re-engineering workload analysis process.

The Cultural Resources Program Support Center will report to the Associate Director for Cultural Resource Stewardship and Partnerships.

Partnership Programs Service Center

Where it will be more efficient to handle work in one location rather than in numerous locations, certain partnership programs will be centralized in a national partnership programs service center. Following the relevant major recommendations of the "National Performance Review of the Historic Preservation Partnerships" report, the National Park Service will establish a single center for Historic Preservation Fund Administration, State Program Review, the National Register of Historic Places, Historic Rehabilitation Tax Incentives, and Technical Assistance to Tax Act Applicants. Streamlining of processes and regulations will be undertaken to ensure that the minimum appropriate level of oversight is provided to meet legal requirements. Technical programs, such as the Historic American Buildings Survey and the Historic American Engineering Record (HABS/HAER) or the National Historic Landmarks designation program, will also be examined for efficiency improvements (such as more extensive use of cooperative agreements). Where it will not be economical to decentralize a program further, it will remain centralized in this center located primarily in Washington, DC. Technical programs located in this program center will gear themselves through re-engineering to being particularly responsive to field units, systems support offices, and non-Federal users and partners.

It is intended that consolidation of certain functions previously performed in regional offices will provide State and local partners with more direct access with these programs at the national level and thereby will enable their more direct participation in the Federal "steering" component of such programs, while hands-on program management will become more decentralized to partners through the States and Certified Local Governments. System support offices and field units will also participate in many of these programs, but will not be responsible for overseeing or judging the acceptability of work performed by partners.

In a few cases, because of the integration of grants administration with program support activities (such as those in the LWCF and Urban Parks and Recreation Recovery Act) it may be appropriate to reduce the number of servicing offices from the current number to three, possibly co-located within system support offices, to provide greater efficiencies while leaving the delivery of quality services to States closer to the customers.

This center will report to the Associate Director for Cultural Resources Stewardship and Partnerships.

Professional Service Centers

Denver Service Center (DSC): The Service's planning, design and construction center located in Denver will continue to provide services to accomplish major planning, design, construction management, transportation systems planning, information/telecommunications systems planning & development, and other related functions that are best centralized for the reasons outlined earlier in this section. An important consideration in the centralization decision will be the program variability across the System from year to year as well as the numbers and types of professional specialists required to accomplish these major projects.

The Denver Service Center will include:

- A full range of technical and professional knowledge and expertise for major, multiphase, interdisciplinary planning, design, and construction programs and projects, including responsibility for major planning projects, especially projects that have Servicewide implications. The center will concentrate on the accomplishment of complex line-item design and construction projects.

- A full range of technical services, including A/E and construction contracting, drafting, editing, estimating, geographic information systems, graphic design and printing, as-built plans and operations & maintenance manuals, specifications, surveying, transportation planning, value engineering, and visual simulation, as well as a Servicewide repository for storage and retrieval of planning, design, construction and research documents.

Land Resources Program Support Center: The NPS Lands Task Force has recommended that the Service's land resources program functions be established organizationally as a national program center, with eight satellite lands resources support offices co-located with System Support Offices to provide services to the 16 clusters. These eight land resources support offices will be co-located with System Support Offices for administrative support and to interface with other SSO personnel. In addition, lands project offices will continue to be located at parks with very active land acquisition programs as necessary, with personnel and resources allocated among clusters and parks as workload dictates.

The Land Resources Program Support Center functions will include:

- Arranging for title evidence, mapping, surveys and appraisals of land identified for acquisition in land protection plans; reviewing appraisals and establishing amounts of just compensation, negotiating with landowners, arranging for closings, preparing condemnation assemblies, and providing relocation services to owners; and performing all other technical aspects of land acquisition. In addition, center personnel will provide support and advice to park managers and the directorate on planning, reservations in deeds, interpretation of rights-of-way, review of native allotments in Alaska, trespass and boundary location questions, and land protection plans; and will undertake work for other program areas on a reimbursable basis -- e.g. appraisals of concessions, historic leasing, state grants, right-of-way permits, preparation of legislative cost estimates.

Professional Service Centers will report to the Associate Director for Professional Services.

Field Operations Technical Support Center

The Field Operations Technical Support Center will provide a full range of base-funded professional and technical field operations support for functions that are best centralized for the reasons outlined earlier in this section. An important consideration in the centralization decision for individual functional components will be the program variability across the Service from year to

year as well as the requirements for specialized professional engineers and other specialized services. These generally will remain co-located with the Denver Service Center to facilitate professional interaction, support and sharing and to provide objective peer review for designs, although some personnel may be duty-stationed elsewhere as warranted by particular program needs, and close liaison will be maintained with functional policy counterparts in Headquarters.

This center will include, but is not limited to:

- Operations Engineering--including all base funded, centralized engineering specialty functions which provide technical assistance to field units in areas such as radio and wireless communications engineering, frequency management and licensing; public utility engineering and contract management; electrical, mechanical, water and wastewater engineering--plus traffic engineering, traffic safety, waste management, environmental engineering, and risk management.

- Concessions planning and analysis; technical functions related to concession contract planning, business analysis, and feasibility studies will be largely centralized and consolidated in this center in order to maintain a critical mass of specialists with business and accounting training and to efficiently manage a variable geographic workload. A National Park Service workgroup is developing a comprehensive plan for structuring NPS concessions management in line with the Service's concessions reform initiative.

This center will report to the Associate Director for Park Operations and Education.

Interpretive Design Center

This center will remain in its current location at Harpers Ferry and will provide technical support in the development and use of audio/visual technology, exhibit design, and educational media. Services will include interpretive and museum exhibit planning, exhibit design and production, wayside exhibit design and production, production of films and other audio-visual media, and production of publications related to visitor information and education. The center will also provide audio-visual products for other Departmental bureaus.

This center will report to the Associate Director for Park Operations and Education.

National Interagency Fire Center

The National Park Service fire office at the National Interagency Fire Center in Boise will continue to provide leadership and direction for the agency fire program and to coordinate National Park Service efforts with those of other agencies. NIFC staff will coordinate fire programs with system support offices and with fire protection staff in field units.

This center will report to the Associate Director for Park Operations and Education.

NATIONAL PARK SERVICE HEADQUARTERS OFFICE

The National Park Service Headquarters Office (WASO) will provide national level leadership and advocacy, policy and regulatory formulation and direction, program guidance, budget formulation, legislative support, and accountability for programs and activities managed by the field and key program offices. Headquarters staff will directly manage Servicewide programs that by their nature must be carried out in Washington, D.C.

The Headquarters Office will be streamlined and operate with significantly reduced staff positions, with fewer staff involved in allocating, tracking, and managing small, special funding sources.

More emphasis will be placed on agency and program leadership, policy direction, and liaison with the Congress, the Department, the national media, and other federal agencies and affiliated national level organizations. The Headquarters Office will exercise less control and day-to-day direction of field offices by delegating key responsibilities and accountability to organizational levels closer to field operations. Accomplishing both the efficient reorganization and downsizing of the current Washington Office, in addition to reallocating staff closer to the resource and field operation, will result in a substantial reduction of staff size.

Organizational enhancements to be gained by clarifying the role and function of the Headquarters Office will include, but not be limited to:

- Creating a flexible and adaptive organization capable of reacting to the changing management environments of the future.
- Providing more efficient use of specialized expertise to field managers and consolidation of support services.
- Facilitating the effective discharge of the variety of partnership programs by effectively focusing on the best level to provide the service to the customer.
- Eliminating excessive layers of review and approvals to deliver more efficient service to the subordinate levels of the agency, allowing these offices to better use their resources.
- Developing employees that can better meet the operational and management parameters of the future, developing both individual and agency leadership.

A key concept that must be a foundation of all endeavors is improved lateral and vertical teamwork. The sense of "team" must form the core of analysis, review, deliberation, decision-making and implementation. Integration of effort and programs to the fullest extent possible will ensure greater effectiveness.

Director and Deputy Director

The Director and Deputy Director of the National Park Service set the strategic direction and provide leadership to the organization as a whole.

The Director will provide immediate oversight to the Deputy Director, the Chief of Staff, the Assistant Director for External Affairs, the Office of Congressional and Legislative Affairs, the Office of Public Affairs, and, as appropriate, Schedule "C" employees.

The Deputy Director will provide immediate oversight to Associate Directors, Field Directors, and the Office of International Affairs.

The Director, Deputy Director, Associate Directors, and Field Directors will comprise the National Leadership Council of the National Park Service.

An NPS Management Council drawn from second-tier NPS management, center directors and SES superintendents will serve as an advisory adjunct to the National Leadership Council and will provide additional managerial support for communicating and accomplishing National Leadership Council goals and objectives throughout the organization. The exact composition and role of this management council will be determined by the National Leadership Council.

Assistant Director, External Affairs

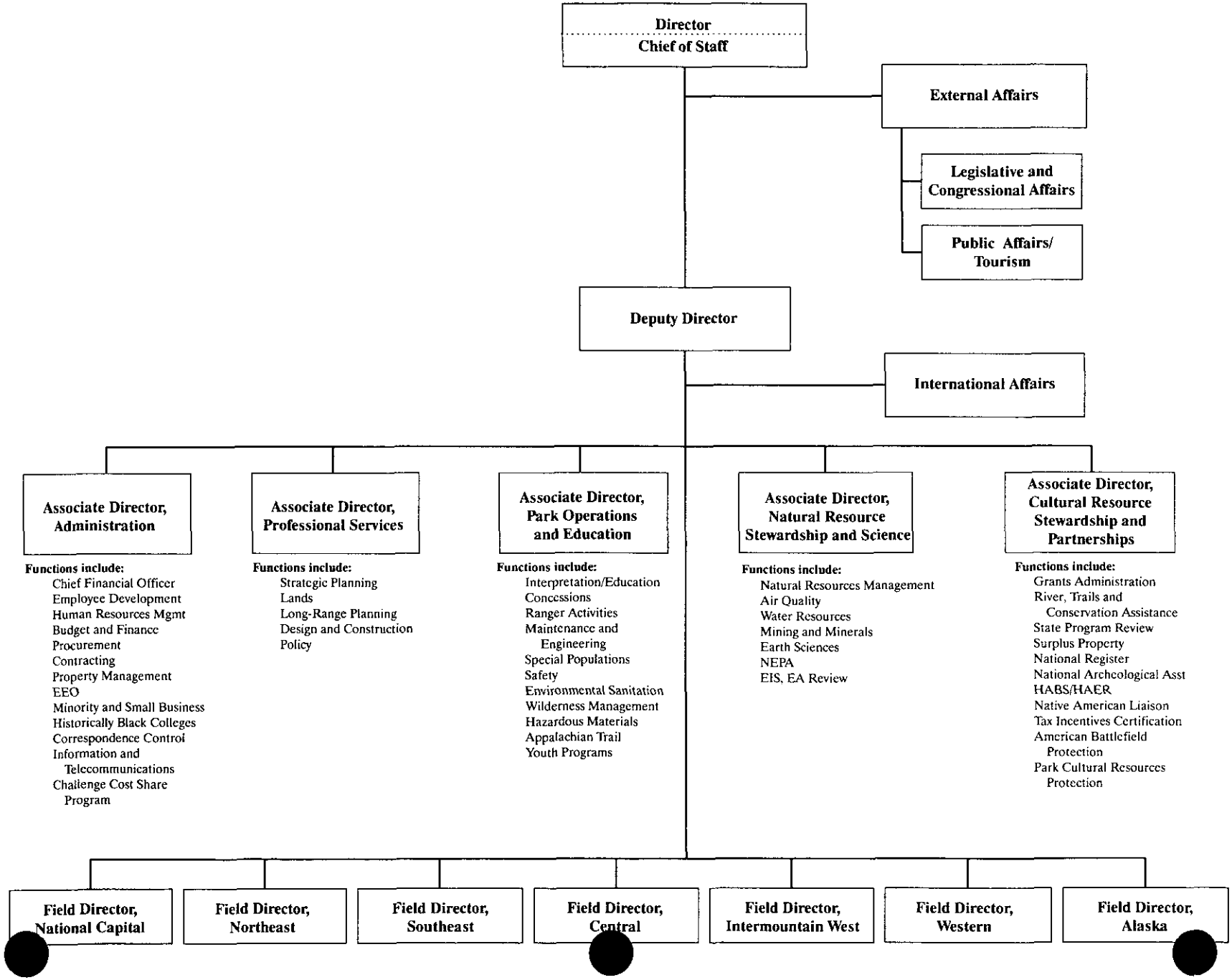
This position will serve as team leader for the Service's public outreach and legislative coordination efforts, working as a team with the respective heads of the Office of Legislative and Congressional Affairs and the Office of Public Affairs.

Functions for which this team will be responsible will include:

- Legislative coordination/congressional liaison
- Public affairs/tourism
- Public outreach/external affairs

This plan makes provision for a desk officer for each field director to be duty-stationed in the Washington Headquarters Office. These positions will provide vital day-to-day organizational communication linkage for the greatly streamlined, new organizational structure by serving as a conduit for communications between headquarters and field offices. The precise role and function of these positions will be determined by the National Leadership Council. Generally, however, these seven desk officers (who will be selected & rated by the respective field directors) are intended to assist both their respective field directors and the Washington Office in coordinating operational and management issues, policy, legislative and public affairs matters, and controlled correspondence and briefings pertaining to that field directorate. They will also be available to represent the field directors in headquarters and departmental policy discussions, to brief the

WASHINGTON OFFICE ORGANIZATION CHART



WASO directorate on field issues and to coordinate headquarters review of matters pertaining to the respective field directorates.

In this role, the desk officers will coordinate closely with WASO staff performing the functions comprising the external affairs team. In line with this, although they will formally report to their respective field directors, the desk officers will be administratively report day-to-day to and will coordinate their activities closely with the Assistant Director for External Affairs. One additional position, similar in function to that of a desk officer, and reporting to the Assistant Director, External Affairs, will coordinate cross-cutting issues and controlled correspondence of Servicewide import and application.

A formal process will be established to rotate field employees and other personnel into these desk officer positions to provide national level experience in line with employee development goals for training of future managers. [See the discussion of "Employee Development and Continuing Education" later in this report in the section entitled TOPICAL AREAS.]

The other functions comprising the external affairs team will be staffed to the level necessary for fulfilling a policy-level guidance and direction role. It is anticipated that approximately 20-25 FTEs will be associated with these functions in WASO.

Associate Director, Park Operations and Education

This Associate Directorship will provide national-level guidance and direction for visitor-related functions; will devise the strategies and methods to provide educational and interpretive information to the public, the field units and through other heritage education initiatives; and will provide leadership and policy and regulatory direction for field unit operations and protective functions.

Functions under this organization include:

- Interpretation/education
- Concessions
- Ranger activities
- Wilderness management
- Park facilities management
- Maintenance and engineering
- Hazardous materials
- Youth programs
- Accessibility
- Safety
- Environmental sanitation
- Appalachian Trail

Staffs for the functions listed above will be reduced to those necessary for a policy-level role. It is anticipated that approximately 40-50 FTEs will be associated with this function at the headquarters level.

In addition, national program center functions reporting to the Associate Directorship for Park Operations and Education include:

- Field Operations Technical Support Center (Denver)
- NPS Office, National Interagency Fire Center (Boise)
- Interpretive Design Center (Harpers Ferry)

Associate Director, Cultural Resource Stewardship and Partnerships

This associate directorship will develop Servicewide policies for the protection and enhancement of cultural and recreation resources inside and outside the field units; ensure that the concerns of the partners and other "stakeholders" for these program areas are given serious consideration at the policy level; and provide Servicewide program development and leadership. The headquarters role with respect to all partnership programs will be assigned to this Associate Director, including the National Historic Preservation Programs and the National Recreation Programs and Recreation Grants Programs. It will be the responsibility of the Associate Director and a Deputy Associate Director for Partnerships not only to provide leadership for existing partnership programs but to develop strategies for the Service to develop new partnerships at all levels.

Functions under this Associate Director will include:

PARTNERSHIP PROGRAMS

- Grants administration (L&WCF, UPARR, and Historic Preservation Fund)
- Rivers, Trails, & Conservation Assistance
- State program review
- Surplus property transfer and monitoring
- National Register of Historic Places
- National Archeological Assistance Program
- Historic American Building Survey & Historic American Engineering Record (HABS/HAER)
- Tax incentives certification
- American Battlefield Protection Program
- Boards and commissions

CULTURAL RESOURCES MANAGEMENT

- Archeological resources
- Historical resources

- Historic and prehistoric structures
- Museum objects
- Ethnographic resources
- Native American liaison
- Cultural landscapes

The majority of these programs will be executed in national program support centers, systems support offices and field units. It is anticipated that approximately 15-25 policy level FTEs will be maintained at the headquarters level.

The Associate Director for Cultural Resource Stewardship and Partnerships will also have line authority over the following national program center functions:

- Cultural Resources Program Support Center (including any cultural preservation assistance center functions centralized)
- Partnership Programs Service Center
- National Center for Preservation Technology and Training

Associate Director, Natural Resource Stewardship and Science

This associate directorship will develop Servicewide policies for the protection and enhancement of natural resources inside and outside the field units, ensure that the concerns of other "stakeholders" in these program areas are given serious consideration at the policy level, and provide Servicewide program development and leadership in the natural resources area.

The Associate Director will also ensure that senior NPS management has readily accessible advice from top-level scientists of national stature who understand the mission of the National Park Service. One or more rotating, visiting senior scientist positions in the headquarters office, drawn from candidates from top universities and scientific organizations, will be utilized to help accomplish this.

To assist the Associate Director for Natural Resources Stewardship and Science, a work group has been convened by the National Park Service and the Assistant Secretary for Fish and Wildlife and Parks to update the 1992 Strategic Plan for Natural Resources Management and to review the role of NPS natural science in relation to the new National Biological Sciences agency (NBS). The work group will develop a work plan for closer collaboration with NBS, and will develop the role and function statements for the visiting senior scientist(s).

Functions assigned to this Associate Director will include:

- Natural resources management
- Air quality (including acid rain research program)
- Water resources management

- Damage assessment inventory and monitoring
- Mining and minerals
- Earth sciences
- National Environmental Policy Act (NEPA)
- Environmental Impact Statements (EIS)
- Environmental Assessments (EA)
- Science

The majority of these programs will be executed in systems support offices or field units, or centralized in national program support centers. It is anticipated that approximately 10-20 policy level FTEs will be maintained at the headquarters level.

This associate directorship will also have line authority over the following national program center:

- Natural Resources Program Support Center

Associate Director, Professional Services

This associate directorship will provide leadership, policy development, external and congressional liaison, program accountability, and budget formulation for the following functional areas:

- Strategic planning
- Policy coordination
- Lands
- Long-range management planning and special resource studies
- Design and construction

Much of this work will be performed in national centers, and considerable planning will be executed in systems offices and field units. Most current headquarters land resources personnel, with the exception of 3-4 positions, will be organizationally assigned to the national Land Resources Program Support Center. It is anticipated that approximately 15-25 policy level FTEs will be maintained within this associate directorate at the headquarters level.

This associate directorship will have line authority over the following national program center functions:

- Planning, Design and Construction (DSC)
- Land Resources Program Center

Associate Director, Administration

This associate directorship will provide leadership, policy development and national level direction, guidance and field support in the following functional areas:

- Budget
- Finance and accounting
- Procurement
- Contracting
- Small business administration
- Property management
- Internal control/management systems
- Correspondence control
- Servicewide information management policy, development & coordination
- Human resources/personnel operations
- Employee development/training
- Equal opportunity
- Minority and small business
- Historically black colleges and universities, Hispanic Association of Colleges and University and Native American Colleges
- Challenge Cost Share Program

In light of the Service's need to ensure financial integrity and prevent financial accountability weaknesses, and in view of the Department's emphasis on full integration of the finance, budget and procurement functions within one reporting unit in each bureau, final determinations will be made after the National Leadership Council is inaugurated on the precise organizational alignment and reporting lines of these functions.

The Servicewide information and telecommunications function (including computer systems design, network support, customized software development, and systems management such as CC:Mail, Internet, connectivity with other bureaus, universities, libraries, etc.) will be consolidated in Denver.

It is anticipated that this associate directorship will have approximately 40-50 FTEs at the headquarters level.

In addition, national program center functions reporting to this associate directorship will include:

- Administrative center(s)
- Accounting operations center (Reston)
- Servicewide information and telecommunications management (Denver)
- Employee development centers (Mather, Albright, FLETC, Presidio)

NATIONAL LEADERSHIP COUNCIL

The field directors as the senior managers of the Service will serve with the Headquarters Office associate directors and the Director and Deputy Director on a newly constituted National Park Service National Leadership Council (NLC). As such, this group will set overall policy, priorities and direction for the Service and form the executive group for developing strategic direction and making decisions involving the National Park Service as a whole. It is anticipated that they will devote as much as 25% of their time assembled as the NLC in fulfilling of that role. They will also collectively set the tone for teamwork, facilitation, and collaboration within the National Park Service, with the Service's partners, and with the public in carrying out the mission of the National Park Service. They will lead the Service's "management circle" by providing the "steering" for implementing Servicewide goals and objectives, and will collectively determine the Service's overall legislative goals and strategies.

The policy making, leadership and decisions of the NLC will be implemented through the line NPS officials in the respective operational and program areas of the restructured organization. In this regard, an "NPS Management Council" comprised of second-tier NPS management will advise and support the National Leadership Council in carrying out its goals and objectives.

NPS MANAGEMENT COUNCIL

An NPS Management Council composed of second-tier National Park Service management, center directors and SES superintendents will be formed to serve as an advisory adjunct to the National Leadership Council. The NPS Management Council will be generally constituted from among officials such as, but not limited to, the following:

Deputy Field Directors
SES Superintendents
Deputy Associate Directors
Center Directors
Comptroller
Training Director

The exact composition and role of the NPS Management Council will be determined by the National Leadership Council. The NLC will also determine a clearly defined and distinct role for the Management Council. Individual members of the Management Council, or the entire group, will participate in sessions with the NLC from time to time as deemed appropriate or necessary by the NLC. The NPS Management Council will also meet independently as a group on occasion as determined appropriate. A primary focus of this group will be to provide managerial support and to develop strategies for communicating and accomplishing throughout the line organization the overall policy, priorities, strategic direction and Servicewide goals and objectives set by the National Leadership Council.

FIELD OFFICE/FIELD UNIT CLUSTER BOUNDARIES

Both field office boundaries and field unit and partnership cluster boundaries are delineated in this proposal based on the following criteria:

- Ecologically-based information including physiographic divisions and classes of land-surface forms.

- Information on historic, prehistoric, and contemporary cultures. Consideration was given to the industrial heritage of the northeast and midwest, the agricultural heritage of the midwest, and both Native American and European settlement patterns.

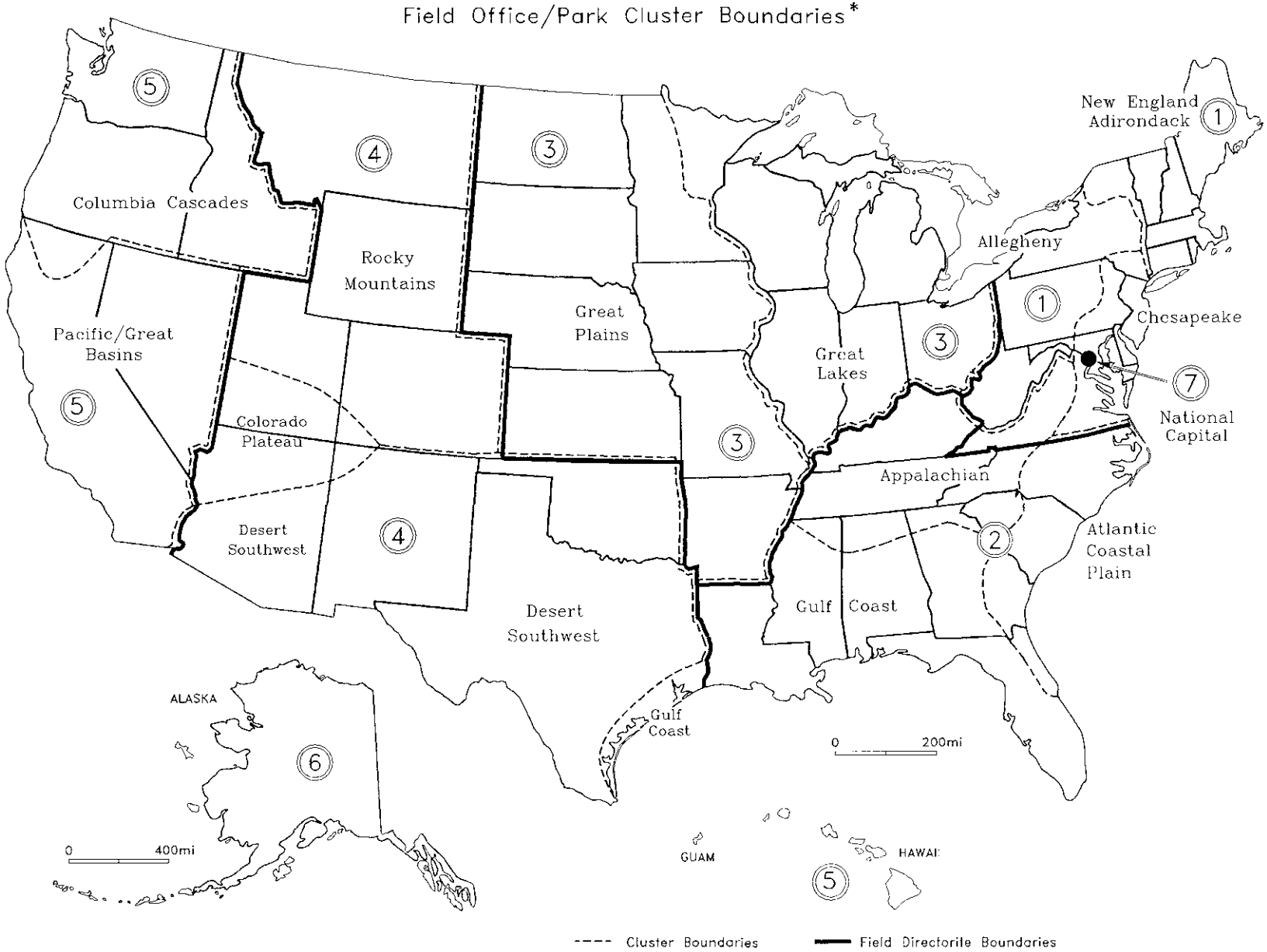
- An assumption that approximately 60 field units would be an acceptable span of control for each field director. The number of field units per cluster will vary from approximately 10 to 35 with concomitant variation in the size of the system support office staff.

- Field Directorate, but not field unit cluster boundaries, were set along State boundaries to facilitate interaction and effective liaison with Congressional delegations and State governments. Field directors will *represent* the National Park Service in dealings with State governments and the Congress; they will *manage* field unit clusters that may transcend state boundaries due to similarities in natural and cultural resources. Much as field unit clusters share information and resources, field directors will need to be especially attentive to the need to share information and resources where cluster boundaries cross field directorate and/or State boundaries.

All park units will be included in a cluster. The dashed lines on the map included with this report delineate generally conceptualized ecological-cultural-geographic cluster boundaries, with more precise boundaries and park groupings to be determined by Field Directors and field units themselves during implementation. The plan should not be interpreted as proposing disruption of successful existing arrangements for groupings of sites or site unit managers, where appropriate, under an area superintendent (e.g. Flagstaff group, Canyonlands group, Gateway, NCR groupings, etc.) Such decisions will be made by the clusters themselves and their respective Field Directors.

Additionally, it is important that readers of this report understand that the map proposed is not an "ecosystem map," per se. It does not, for example, match the proposed National Biological Survey (NBS) map. The National Park Service deals with many other park management considerations in addition to biological science matters -- thus, our map must accommodate the entire mix of NPS eco-cultural-geographic missions, programs and partnerships. The Department of the Interior and other agencies have acknowledged that various agency maps (FWS, BLM, USFS, etc.) will not "match" each other, but will be adapted in each case to best enhance the individual missions of the individual agency.

Field Office/Park Cluster Boundaries*



* Precise cluster boundaries to be determined by Field Directors with Park Superintendents during implementation.

Field Directorates

Under this proposal the ten existing NPS regions will be consolidated into seven field directorates. The field directorates and their associated field unit clusters (see map) are as follows:

1 - Northeast:	New England/Adirondack cluster, Chesapeake cluster, Allegheny cluster;
2 - Southeast:	Atlantic Coastal Plain cluster, Appalachian cluster, Gulf Coast cluster (incl. Caribbean);
3 - Central:	Great Lakes cluster, Great Plains cluster;
4 - Intermountain West:	Rocky Mountain cluster, Desert Southwest cluster, Colorado Plateau cluster;
5 - Western:	Columbia/Cascades cluster, Pacific Islands cluster, Pacific Coast/Great Basin/California Desert cluster;
6 - Alaska:	Alaska parks cluster;
7 - National Capital:	National Capital Area parks cluster.

To minimize employee and operational disruption, the locations of the ten existing regional offices have been selected to house ten of the proposed system support offices. Initially, system support office functions for all clusters will be performed out of these ten existing regional office locations and the Pacific Area Office. As funding permits, new system support offices will be established. Locations for additional system support offices have not yet been selected. They will likely be co-located with field units, with universities, or with other Federal agencies to minimize overhead costs.

Field directors and their immediate staff will be co-located with a systems support office to facilitate sharing general support services, mails and files, etc.

TOPICAL AREAS

IMMEDIATE ACTION

Significant reductions in reporting and review requirements and in delegating authority to the lowest appropriate level in the organization must be achieved. Adoption of the recommendations to reduce/eliminate unnecessary reports should be made as quickly as possible, including a determination if National Park Service Guidelines, Special Directives and Staff Directives provide benefit and clarity, or if they hinder rather than empower managers to carry out their responsibilities. The NPS proposal currently in draft concerning new delegation of authority should be completed and issued as soon as possible, as a key ingredient to the success of this proposal. Examples of things currently done that have been proposed to be eliminated include: abolishing committees that primarily review responsibilities now delegated to field managers (e.g. Incentive Awards Committee, Safety Committee, Position Management Review Boards, etc.) The National Leadership Council will make final determinations on which such committees or functions should be retained or discontinued.

Field units will **not** be excluded from the re-engineering process. They will undergo the same value added, functional review/re-engineering processes proposed for other layers in the organization to ensure that personnel, financial and other resources are appropriately allocated and that unnecessary layers of supervision are eliminated. Field units will be encouraged and supported to be entrepreneurial in their management and organization.

HUMAN RESOURCES

An essential element of this organization is the full delegation of personnel management authority to managers to the fullest extent possible. Field directors, system support office superintendents, and field unit superintendents will be given the authority to manage fully the human resources of their respective organizations. The authority to hire (appoint/staff), pay (classify), reward, discipline and remove, and partner with employee organizations will be delegated to field unit managers. Full authority to grant awards to employees will be delegated to the supervisory/managerial level commensurate with budget authority. In carrying out this responsibility, all servicing personnel offices supporting the manager, will have the full authority for personnel actions up to the grade level of the superintendent. For instance, GS-15 superintendents will be delegated authority through the GS-14 level.

The current human resources structure at the field level will be redirected with the following emphasis:

- Staffing and classification
- Employee assistance and benefits program/quality of life

- Performance management
- Labor relations (negotiations)
- Appellate review
  - Administrative grievances
  - Negotiated grievances
  - Third-party appeals (MSPB, Fed. Cir., etc.)
  - Discrimination complaints (EEO)
  - Employee investigations (EEO, OIG, OSC, Background, etc.)
- Affirmative action
  - Workforce diversity
  - Reasonable accommodation
  - Special emphasis programs
  - Careers enhancement (dual careers)
  - Workforce analysis
  - Special employment programs (co-op, disabled employment programs)

All servicing personnel/equal employment offices will develop structures similar to that described above.

Personnel support for small parks, without servicing personnel offices, will be received at the discretion of the park's superintendent from the systems support office or from another park's servicing office located near the small park.

This structure is consistent with the current Department proposal for personnel streamlining. The personnel policy function, currently at the National Park Service headquarters level, will be transferred to the Departmental-level. Remaining personnel staffs will be reduced to achieve a ratio of 1 personnel (GS-200 employee) for every 100 employees serviced. Efficiencies of operations for personnel support will be realized wherever possible. For instance, personnel offices currently geographically co-located (e.g. in the Washington, D.C., area) will be consolidated.

PARTNERSHIP PROGRAMS

A primary reason that NPS partnership programs exist is because of Congressional recognition of the expertise within the National Park Service for assisting others to achieve national conservation, heritage and recreation priorities. These movements are gaining increased importance in the development of our national ethic and fabric. They are at the root of the creation of a sustainable society.

Partnership Programs serve functions of 1) direct processing service for state grant recipients, 2) technical support to a variety of users outside the Service, 3) technical support to field units, and 4) the development of and dissemination of educational material for use inside and outside the National Park Service. These functions will be located where they can provide the best service to the users of the service, understanding that all field work will be delegated to field units unless there is a clear justification for centralizing based on economies of scale or need for technical support. The majority of the programs will be administered within the cluster offices. Where partnership/conservation technical support work demands that staff be available directly within a community, small temporary partnership satellite offices will be established. Sustained working relationships built on frequent communication and shared identification of mutually beneficial goals will be maintained, established, or enhanced with universities, other Federal agencies, state, private, and public organizations. The NPS will work not only to improve the administration of existing partnership programs, but to develop strategies for developing new partnership skills at all levels of the organization.

PROFESSIONAL PEER REVIEW AND ACCOUNTABILITY

The present structure aligns nearly all aspects of review and accountability vertically. Field units are accountable to regional offices, which are accountable to the Washington Office. Subject matter experts, acting on behalf of the regional director, review the plans and actions of field unit superintendents and their subordinate staff experts. For many plans and actions, subject matter experts from the Washington Office and service centers, acting on behalf of the Director, review the plans and actions *after* the field unit and regional office review process. They also directly review regional offices' plans and actions for either the regional office or the field units within their region. These multiple levels of review are lengthy and do not always add value to the product. However, they almost always add ambiguity to the search for accountability.

Lateral accountability is virtually non-existent in the present organization. Lateral peer review happens on a limited basis through informal consultations and specialized regional advisory groups. Except for the accepted practice of including field unit subject matter experts on field unit operations evaluation teams and outside regional office staff on regional office operations, evaluations teams' lateral peer review is not a clear element of the present structure.

This plan simplifies and strengthens vertical lines of accountability, connecting field units and support offices to one another through lateral accountability. Superintendents are accountable to field directors, who are accountable to the Deputy Director. Superintendents are clearly empowered to plan and to act while securing the resources they need collaboratively. Along with that empowerment to plan and act comes a clear isolation of accountability to the field director for appropriate performance and operation by the field unit or support office.

The field units and system support office collaborate in securing resources for themselves and one another. In so doing, they become familiar with the capabilities, needs, and limitations of one another. And they become accountable to one another for the appropriate use of the resources they

secure or provide to one another. Field units not only help one another, they hold one another accountable.

Vertical review remains available at the request, or imposition, of a superintendent, field director or the Director. Applying peer review on a case-by-case basis (as opposed to automatically applying it in combination with lines of accountability) can ensure that the review genuinely adds value to the product or process.

Formal horizontal peer review will help ensure that genuine collaboration exists among parks and will build a much stronger sense of mutual accountability. As employees become accustomed to lateral accountability, they will not only become accustomed to lateral peer review, but will also solicit it as a way to improve plans and actions.

HOW ARE PRIORITIES SET AND RESOURCES ALLOCATED AND SHARED?

Sharing of resources between field units and providing technical service to neighboring field units is not a new idea or phenomenon. Notable examples already exist; the Olmsted Center for Landscape Preservation utilizes regional and field unit professionals to address cultural landscape issues throughout the North Atlantic Area. However, this is rarely a recognized or rewarded management behavior. There are few incentives, nor is there a formal institutional expectation of serving broader Service and System interests and providing the rewards for such action. Incentives to encourage and reward such collaborative and supportive behavior will be developed. These incentives might include performance-based requirements, budget rewards, merit awards, and an individual realization that cooperation will be more appropriate. Examples of shared services may include field unit specialists loaned to another field unit or to the cluster for special studies or projects, equipment and operator loans, reallocation of field unit base funds for emergencies, etc. Sharing technical experts who have specialized expertise in issues such as hazardous materials, lead paint, and underground storage tanks programs will provide for greater efficiencies and institutionalized and required collaborative support. These specialists will be placed in the location most appropriate to provide services, based upon a functional analysis of these special program areas.

The Headquarters Office will provide direction and criteria and identify final reporting format for various national program budget calls. These national priority requests (i.e., ONPS, construction, etc.) will be directed to each field unit superintendent without any unnecessary intermediate steps. Formulations of the System support office and field unit budgets will originate at those levels with review and approval at the field director level. A consolidated budget request will then be sent to the Headquarters Office for the budget call.

Priorities for programs or budgets that are non-base funded or involve special fund sources will be formulated by the cluster using criteria and format established by the Washington Office. Individual field units will join and act as a coordinating and supporting body evaluating the needs of all field units and taking actions that support the most critical needs of the field units within the

cluster. The recommendations from the cluster will be submitted to the field director's office for review and concurrence. Superintendents will conform to pre-determined methods set by the Washington Office when developing priorities within the cluster in order to ensure consistency throughout the Service. Each cluster's system support office will coordinate this process for that cluster. The field director will assemble multi-cluster priority lists for consideration with other field director's submissions. The field director should use representatives from all the clusters to assist in the development of the multi-cluster priority list. The National Leadership Council will compile the final Servicewide priority list.

Advantages and efficiencies of this system include reducing the number of offices submitting priority lists from 10 to 7, eliminating at least one step in the review process, and providing the field units with the opportunity to identify and assign resources where they are needed the most. The process will be "field" driven and responsive to field needs. Field units will act as a collaborative union in meeting cluster needs. Accountability for the decisions of how priorities have been set and the orderly accomplishment of priorities will rest upon individual superintendents enforced through lateral peer review and accountability to the field director. Additionally, system support office directors may play a part in not only assisting clusters but in providing input to both the cluster and the field director. The field director still retains line authority over the superintendents, cluster decisions and actions, and the systems office Superintendent responsible for support functions.

Allocation of financial resources will flow through the field director's office from the Headquarters Office. Assessments taken against the field budget will be limited to those which will be standardized throughout the service such as for uniforms or other national initiatives. The clusters will determine the use of Repair/Rehab or other special project funds or funds generated from individual field unit bases to be allocated voluntarily for specialty or technical service positions that will assist field units. Professional and peer review of technical projects will ensure conformity to design standards, policy, planning criteria, etc. Clusters and field directors may use subject matter experts or form advisory groups (i.e. Maintenance Advisory Group, etc.) for priority setting, program reviews and tracking special program annual allocations. Accomplishments made through the use of these funds will be part of an annual reporting process.

Budget execution at all levels will be according to common practice that provides for necessary flexibility and accountability. Budget analysis will be performed in the field director's Office, determining trends, evaluating for further cooperative efficiencies, and providing feedback to the cluster offices for their consideration in future operational planning efforts. Simplification and efficiency of the budget programming/tracking processes will be enhanced with the final version of AFSII. Managers will be encouraged to limit use of the current account structure to that which is absolutely necessary to provide evaluation of how their dollars have been spent.

INFORMATION MANAGEMENT AND TELECOMMUNICATIONS

The National Park Service requires advanced state of-the-art systems integration and connectivity to support its mission. This is required at all levels within the organization. More attention to full integration of systems, such as administrative applications, is essential to successfully reduce workload and corresponding FTEs. We continue to ignore what is "broken" in terms of existing systems as we direct our efforts to new processes. No new administrative systems will be adopted that do not interface with current ADP applications. GIS technology will be maintained as close to the user as possible. Ecosystem GIS database management may be organized at the system support office as defined to meet the needs of the cluster. In line with achieving these goals, Servicewide Information and Telecommunications policy and support functions now performed in both Washington, D.C., and in Denver, will be organizationally consolidated and centralized in Denver. This will not only allow for more efficient management of the program, but will locate the Service's program where it can more effectively compete in the recruitment of necessary personnel and will be combined with an existing professional organization that provides an atmosphere for excellence.

CONTRACTING

While this proposal does not necessarily contemplate greatly increasing the amount of contracting out, it does reduce existing central/regional office contracting capabilities and acknowledges the prospect of more contracting out as a result of downsizing. This could require more personnel to manage contracts in other locations, which will be determined during the workload functional analysis phase of implementation.

The discussion of "Administrative Support Centers" in this report indicates that administration of warrants (i.e. ensuring that people are properly qualified) would be handled in an Administrative Center, and that current regional office CO's would likely be assigned to clusters or field units or Centers. In such cases they might be duty stationed in large parks (such as Yosemite), in a System Support Office, or in DSC, as appropriate.

In the model organizational structure presented, contracting would be located primarily at the cluster level (with the cluster determining whether to house the function in a park or system office) with contracting warrant levels significantly increased. To adequately accommodate this, contracting capability at the cluster/system office level might for certain clusters have to exceed that contemplated as typical in this proposal.

Clearly, some contracting would also be handled out of National Program Centers. WASO contracting staff would likely be moved out of headquarters into an Admin Center, much like AOD in Reston will be taken off the WASO roles and reassigned as a National Program Center without necessarily any change in geographic location. In addition to managing contract warrant qualifications/ certifications, they would also administer several national contracts, such as Uniforms, Reservation Systems, etc.

Until regulatory requirements are modified, it is recognized that the contracting workload will not decrease; however, higher warrant authority delegated to field CO's will better distribute the workload and minimize the impact of a reduced central/regional office contracting staff.

Generally, the proposal envisions that contracting will be consolidated where feasible and where co-located offices lend themselves to that prospect (e.g. in Denver, Washington, D.C., etc.) In line with this, organizational reassignment and/or relocations of regional office contracting officers to parks or National Program Centers might occur as implementation proceeds over time, and as funding permits or when jobs are vacated and refilled. Regional CO's could be reassigned to System Support Offices or to parks, depending on the needs of the respective clusters of parks or programs being served -- which would largely be left to the discretion of individual Field Directors and clusters.

EMPLOYEE DEVELOPMENT AND CONTINUING EDUCATION

A vitally important component of this future organization is the continuing improvement of the knowledge, skills and abilities of each and every National Park Service employee. We recognize that, in order to make the fundamental cultural change envisioned by the plan, this crucial component must be organized and prioritized at the highest levels of the organization. Such employees will be strongly supported to develop and maintain their particular expertise.

The National Leadership Council will be charged with the responsibility for ensuring that all National Park Service employees receive continuing development to excel in carrying out the mission of our organization. In accomplishing this commitment to continuing education, each field director will dedicate a minimum of 2 FTEs to be used solely for continuing education. Such emphasis on this critical function best serves the organizational transition to change in culture. These cultural changes are based on higher levels of delegation of authority and significantly increased collaboration and cooperation at all levels. This shift in culture also envisions the assessment of performance emphasizing collegial successes at least as much as individual performance.

Expanded programs for all employees will include, but not be limited to, collaborative decision making, total quality management, customer focused management, legislative affairs, critical nature of partnerships, leadership vs. management, resource preservation activities, sustainable practices, ecosystem management and human resource development (including cultural diversity). Managerial training must be given urgent priority.

Continuing formal education will be emphasized and facilitated. Employees will be encouraged and assisted in the completion of undergraduate degrees and certification programs; advanced degree completion will be advocated and supported by the organization.

In carrying out this program, the National Park Service will draw upon other agencies, the private sector, and academia to provide the most efficient, effective programs geared to providing the highest quality employee development for our all employees.

Formal education and training will be supplemented by individual developmental activities. Managers and supervisors will be encouraged to provide leadership and mentoring activities, shadow assignments, employee details, cross-training, and other careers enhancement activities. Employees in all disciplines will be encouraged to broaden their experiences and growth by exposure, through a variety of ways, to other career fields.

In the near term the National Park Service training program must be focused on managerial, leadership skills and adapting organizational change to ensure the acquisition of effective skills needed to lead and manage the NPS so that it can effectively protect parks, serve visitors and utilize partners in response to the dramatic changes in demands and pressures that are in our future.

The National Park Service will initiate a formal mentoring program at all levels in the organization. Particular emphasis will be placed on matching new, first-time Superintendents with an experienced Superintendent.

An essential key to the development of well qualified and able senior managers is work exposure to the full variety of organizational levels found in the National Park Service. Rotational assignments of central office staff to systems offices or field units is essential. Similar assignments of field staff to central offices is equally essential, and will develop employees with more complete understanding of the organization. Before an individual assumes a field unit superintendency, they should have completed an assignment in a central office and for a major superintendency, a headquarters assignment. Before an individual assumes a system support office superintendency they should also have completed a variety of rotational assignments. Before an individual assumes a field directorship they should have completed various field unit and central office assignments.

The regional desk officer positions proposed for the Headquarters Office in this plan are envisioned as rotational, two to three year assignments, which will provide an ideal opportunity for exposing future managers from the field to the headquarters, public affairs and legislative arenas.

Equally important is that central office managers complete rotational assignments or details at field office locations as management assistants or in other responsible positions to become more fully and directly knowledgeable of field problems and operations.

Appendix A: FTE ANALYSIS

Proposed Reductions/Reallocations

The chart on the next page shows general estimates of FTE reallocations that would result as this plan is executed. Many of the working program offices currently assigned to the Washington Headquarters Office structure will be reassigned organizationally to appropriate national program centers (e.g. the Accounting Operations Division.) While approximately 403 FTEs will in this manner be organizationally moved out of the Headquarters Office, only about 60 positions will be physically relocated out of the Washington, D.C., area.

The current ten regional offices will be restructured into the seven new field director offices and 16 system support offices, five of which will be established at new locations. By identifying the functions to be performed by the field director and system support offices, FTE levels have been estimated based on anticipated leadership and service locations as defined in the plan. (FTE totals for the five new system support offices are fewer than for the ten system support offices located in existing regional office cities. This approach reflects the transitional nature of setting up new offices and downsizing others.)

This reorganized model for the National Park Service was designed to meet the mandated reduction in central offices of 1325 FTEs, and to reallocate to field positions the FTE reductions in central offices beyond those needed to meet the Service's overall reduction allocation. The accompanying chart indicates the preliminary FTE analysis made in conjunction with development of this plan.

The Department has greatly assisted in mitigating the implications of mandated FTE cuts on the field operations of the National Park Service. This has allowed minimizing the total number of required NPS FTE reductions to facilitate reallocation of central office FTE to park units. In keeping with the philosophy of this plan and Departmental direction, all central office FTE reductions in excess of those FTEs to be eliminated from the NPS will be reallocated to field units and functions directly supporting field or partnership programs.

The Service has determined that the need for RIF actions can be greatly reduced by adopting management practices which do not require immediate transfers to staff offices, but which rely on modern workforce utilization strategies to allow people to work in a location other than their official organizational office location.

National Park Service, FTE Analysis

	1993 Usage	1994 Allocation	1995 Budget	Change 93/95	Streamlining Plan	Reduction
Parks	14,298	14,570	14,764	+466		
WASO	1,031	1,091			653 (3)	-438
HFC	255	247			185	-62
DSC	731	680			510	-170
Regional Off.	2,122	1,903			1,176 (4)	-727
Cultural Ctrs.	264	250			188	-62
Subtotal	4,403 (1)	4,171	3,573	-830	2,712	-1,459
Other (2)	613	545	545			
Budget FTE	19,414	19,286	18,882	-432		

Notes:
(1) 25% of 4,403 is 1,100 (2) Job Corps, Fire, etc. (3) Incl. new Nat'l Centers (4) Incl. System Support Offices (SSO's)
Streamlining reductions of 711 and 371 in FY 1993 and FY 1994 respectively.

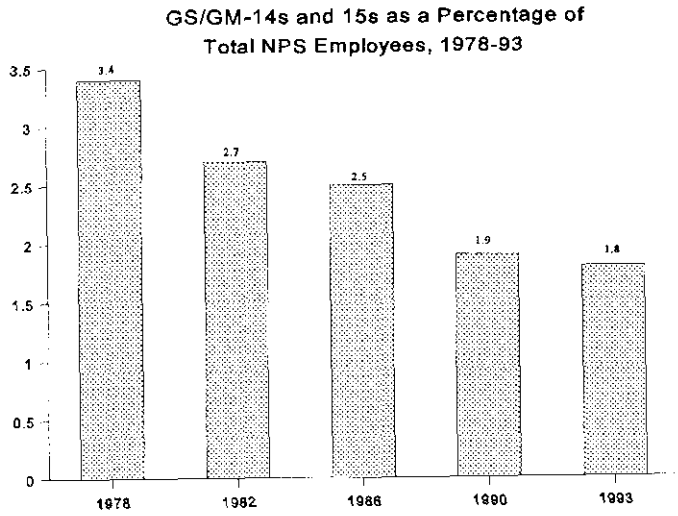
Target FTE	19,575	19,784	19,369
Allocation	261	498	487

	FY94 FTE	FTE in Plan	NET Change
WASO	1091	250	-841
New Natl Centers	--	403	403
HFC	247	185	-62
DSC	680	510	-170
RO's	1903	176	-1727
SSO's	--	1000	1000
Cult. Ctrs.	250	188	-62
Total	4171	2712	-1459
Total FTE cut from central offices			1459
Required FTE reduction			+/-459
FTE reallocated to field units			+/-1000

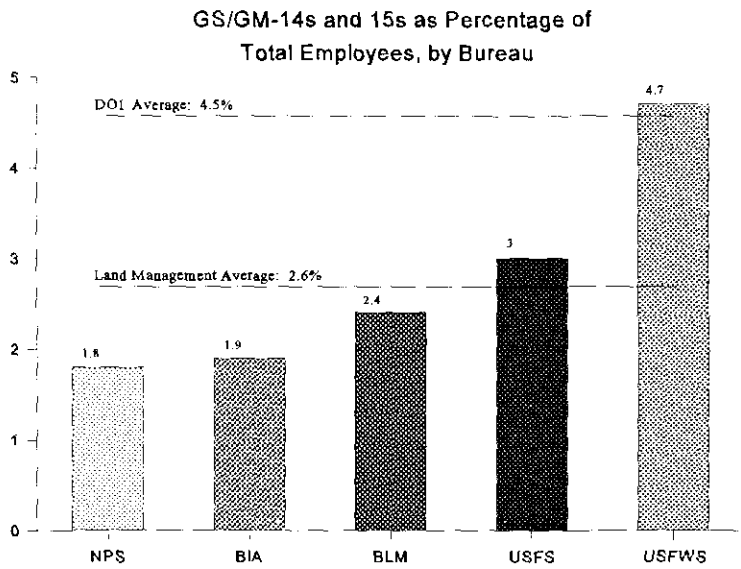
Allocation of GS-14/15 Positions

One thrust of the National Performance Review is the reduction in the numbers of GS-14/15 graded positions. Analysis indicates that the National Park Service has already achieved excellent ratios of GS-14/15 positions to total employees. Consequently, the Service advocates retaining existing allocations of GS-14/15 positions, without further reductions, for utilization in support of scientific and other field level needs.

On its own initiative, and in response to earlier grade reduction efforts, the Service has over the past 15 years significantly reduced the numbers of GS-14/15 positions as a percentage of total employees from 3.4 percent in 1978 to 1.8 percent by the end of 1993, as illustrated by the following chart:



This has put us well below the current land management agency average of 2.6 percent, and even further below the DOI average of 4.5 percent, as illustrated in the chart on the next page, which compares the Service's current percentage of GS-14/15's with those of BIA, BLM, USFS, and FWS.

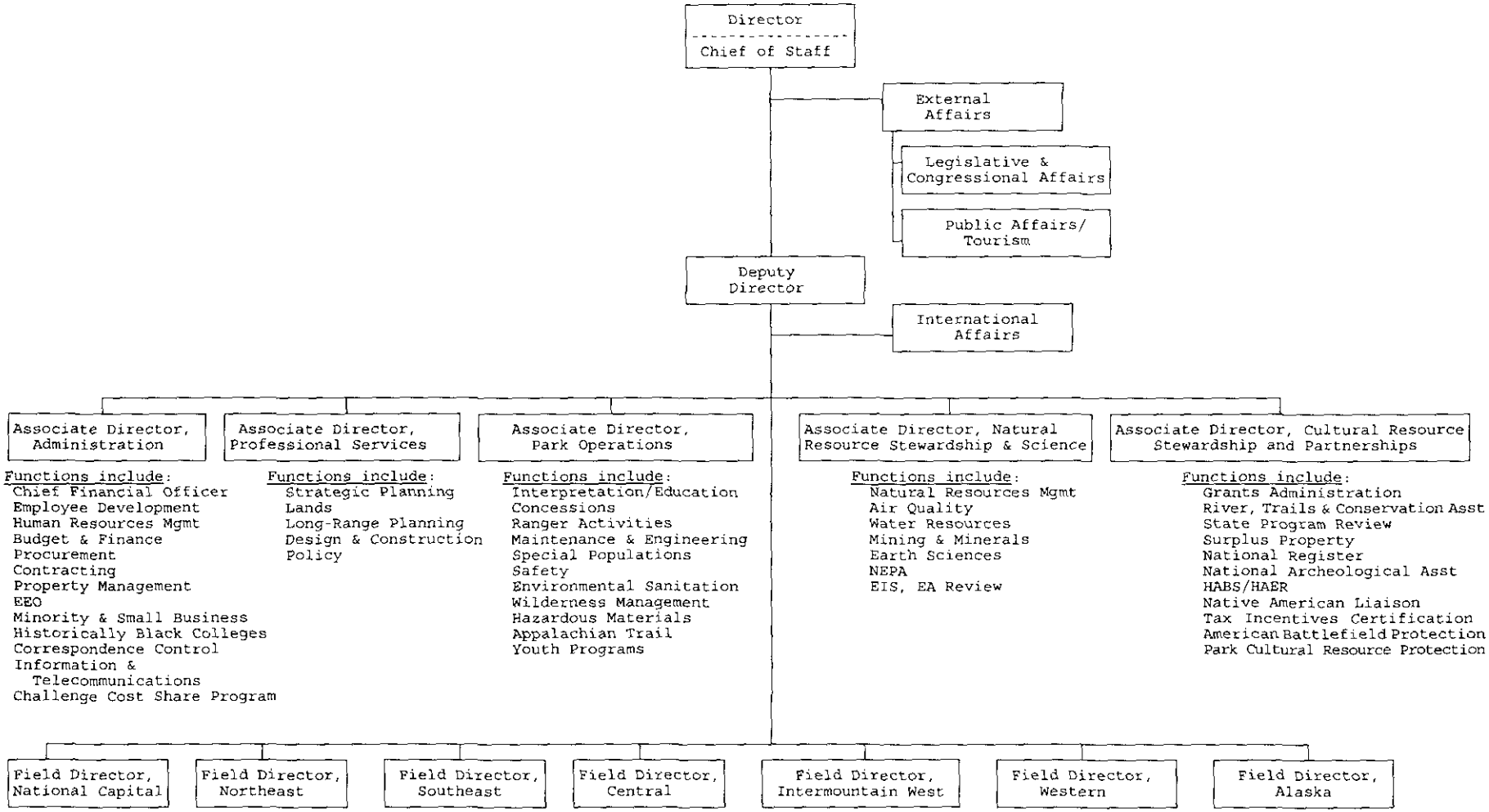


The National Park Service has already achieved a ratio of 1:166 in the number of GS-15's to total employees, and ratio of 1:83 for GS-14's.

The NPS is faced with circumstances where GS-14/15 superintendent positions cannot be consolidated or further reduced. Each national park unit, being a discrete entity, cannot be combined with others with a view to reducing GS-14/15 park manager positions. Wherever such possibilities for joint administration of proximate park units is feasible, the Service has already consolidated site management responsibilities under one general park manager or area superintendent. Beyond those cases, we have determined that the remaining parks cannot be managed without their own superintendent and, consequently, that such positions cannot be cut. The remaining numbers of GS-14/15 superintendents then become a classification issue, and are graded at the level the particular superintendency classifies as. For GS-14/15 park superintendent positions the grade is not driven by supervisory responsibilities, but by what it takes to manage that particular park. Additionally, new parks are coming on line (e.g. East Mojave.)

It is anticipated that restructuring of the agency and re-engineering of workloads will result in additional shifts of non-park GS-14/15 positions from central offices to positions directly in support of field operations in resource centers and the parks. These contemplated positions are critically needed there to put our recruitment of various resource specialists, scientists and other professionals on a competitive footing with other agencies, universities and the private sector in line with our goals for revitalizing the National Park Service to meet the challenges of our mission in the 21st Century.

ORGANIZATIONAL CHART
WASHINGTON OFFICE



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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

NPS D-1006, December 1994