



The Oral History of David Allen

Date of Interview: June 27, 2019

Location of Interview: Lake Oswego, Oregon

Interviewer: Cindy Uptegraft Barry



Oral History Cover Sheet

Approximate years worked for Fish and Wildlife Service: 35
years

Offices and Field Stations Worked, Positions Held: Aquarium Biologist; Director of the National Aquarium in Washington D.C; Staff Specialist, Fishery Research; Acting Chief, Division of Fishery Research; Assistant Regional Director for Fishery Resources in Newton Corner, Massachusetts; Deputy Regional Director in Atlanta and Alaska; Regional Director in Alaska; and finally Regional Director in Portland, Oregon.

Most Important Projects: Establishing an education outreach program with professional staff at the National Aquarium. Managing Atlantic Salmon and Lake Trout Restoration in Region 5. Negotiating an international treaty between U.S. and Russia to manage the Chukchi Sea polar bear population in the Arctic. Initiating the application of a transparent, structured decision-making process for integrating scientific uncertainty and risk management to enhance the integrity of Endangered Species Act decisions during the contentious reauthorization of the Tongass National Forest Land Use Management Plan. Fostering a stronger co-management relationship between the Service and Alaska Natives for the subsistence harvest of marine mammals (polar bears, walrus, and sea otters) and migratory waterfowl. Advocating for and securing the transfer of airfield management on Midway Island NWR from the FWS to the FAA for its continued use as an emergency landing alternative for commercial trans-Pacific flights. Initiating the development of the first spotted owl recovery plan once the Interagency Committee for the Northwest Forest Plan was no longer operational.

Colleagues and Mentors (The ones listed are those who were important mentors at various stages of David's career.): Ken Wolf, Pete Bullock, Lou Garibaldi, Mollie Beattie, Jack Bess, Galen Buterbaugh, Dick Smith, Gordon Nightingale, Bill Ashe, Marshall Jones, Howard Larsen, David McDaniel, Jim Pulliam, Frank Pratt, Phil Morgan, Harold Benson, Bob Putz, John Rogers, Sr., Bob Stevens, Walt Stieglitz, and Steve Williams

Brief Summary of Interview: After receiving B.A. and M.S. degrees in the biological sciences, David Allen started his career at the National Aquarium, operated by the FWS, as a GS7 fishery biologist. He worked there for five years before joining the Fishery Research Division in Washington, D.C. He acted for a year as the Division Chief of Fishery Research, overseeing about 8 Fishery laboratories. He was then selected and relocated to the position of Assistant Regional Director for Fishery Resources in Region 5. In 1979 he was selected for the position of Deputy Regional Director in Region 4 and relocated his family to Atlanta. In 1991, he was reassigned to Alaska as Deputy Regional Director to Walt Stieglitz and was promoted to Regional Director when Walt retired. In 2003, Dave was moved out of Alaska as many executive positions were reshuffled during the change from the Clinton to the G. W. Bush administration. He was reassigned to Portland, Oregon as Regional Director. Three years after his relocation to Portland, David retired and now spends his free time volunteering as a nature guide at a local state park and travelling with his wife on hiking adventures around the world.

Cindy Barry: “Hello, this is Cindy Uptegraft Barry, it’s June 27th, 2019, and I’m pleased to present Dave Allen here and he’s going to take it away with his oral history. Go ahead Dave.”

David Allen: “Alright Cindy, thank you. Well, this is very interesting for me to sit here and talk about myself. To begin, I was one of many post-World War II babies, born in June 1947. I grew up in Indiana on the southern shore of Lake Michigan. We lived right near the lake and that area at the time I grew up was still very much open sand dunes and was my playground as a child. Not long after I entered high school, my father who worked in Chicago lost his job with Kodak and we moved to Minnesota when I was 16. I went to Macalester College in St. Paul, Minnesota, and that’s where I met my wife, Gerri. We will be celebrating our 49th wedding anniversary this year. I later went to graduate school at Fordham University in New York and that is how I made my connection with the U.S. Fish and Wildlife Service. It wasn’t until after I graduated from college that I was even aware that the Fish and Wildlife Service existed. While most of my childhood was spent in active outdoor activities, I did not grow up either hunting or fishing, but our family did spend a lot of time camping, and my father, who was a landscape photographer, would take me with him on his photograph trips as his helper. So, I obviously developed an affinity to anything related to nature and the outdoors. Since our marriage my wife and I have moved six times around the country. We have 2 children, Jennifer, and Katherine. Who are both artistically inclined, one is a ceramic artist, the other is in film and they both live on the other side of the country. One lives in New York City and the other in Morgantown, West Virginia. Let’s see – so, there is a question here that says, ‘how did my career affect my family?’ Well, I’d have to say that in the early years, the affect was mainly on my wife when our children were young. Moving, obviously is very stressful for any family as it was for ours. But we adjusted and I’d like to be able to say that for everywhere we lived around the country, we always came to enjoy what was available. As I mentioned, I was not aware of the Fish and Wildlife Service until after I graduated from college. It was through Fordham University where I was working on my master’s degree in biological sciences that I became aware of a program through Fordham with the Eastern Fish Disease Laboratory in Leetown, West Virginia. Today, of course is now called the National Fishery Center administered by the U.S. Geological Survey. I was interested in the program in Leetown, because I has spent three summers at the Osborne Laboratory of Marine Science, associated with the New York Aquarium, in the fish disease and water quality lab. I thought this opportunity to spend time at the Eastern Fish Disease Laboratory and participate in the government program to train fish disease biologists just seemed like the right thing to do. So that was my entrée and where I began to learn about opportunities in the Fish and Wildlife Service. While I was there in Leetown I became aware of a position advertised at the National Aquarium in Washington, D.C... It may stretch the memory of people even from my era, but in 1970, there were still plans to build a state-of-the-art National Aquarium on Haines Point in East Potomac Park in Washington D. C. Ten million dollars had been appropriated for design and construction. A planning staff and a scientific staff, numbering some 40-50 people, were already working on the design phase for the new aquarium. But the position I applied for was for a fishery biologist at the Aquarium in the basement of the Commerce Building which was built in

1934. I was hired in January 1971 and started my career as a GS7 Fishery Biologist. I was there about 9 months when I learned the plans for the new aquarium were in jeopardy because of all the issues in Congress relating to budget shortages including the cost of the Viet Nam war. Also, support for a new world class National Aquarium was beginning to wane with the death of Congressman Kirwan in 1970 who had been the new aquarium's main advocate and sponsor in the Congress. By the end of my first year, Congress had decided that they could no longer support a new aquarium because of other pressing needs and the 10 million dollars was re-appropriated for other purposes. During the push for the new aquarium in the 1960's, nearly 70 aquarium tanks with live fish were placed in DOI offices (including the Secretary), Congressional and Senate Offices and in the Press Secretary's office at the White House as a means of facilitating broader Congressional support for the new aquarium. These tanks were maintained and serviced by the National Aquarium staff visiting each office at least weekly and at taxpayer's expense. After several years and when funding for a new aquarium was no longer available, this unusual perk was abruptly ended when it received stinging adverse publicity in the Washington Post. Another interesting story was that on East Potomac Park was an 18-hole golf course that was frequented by members of Congress. The selected site for this aquarium was either going to shrink or eliminate that golf course, so there were many members of Congress who were not terribly supportive of the new aquarium. Anyway, suffice it to say that obviously for a variety of reasons, the aquarium idea lost favor, money was re-appropriated and the staff of 40-50 people I mentioned earlier just all of the sudden left. Most of them were new to government anyway and had other career pursuits in mind. So, when that happened, I was the last man standing so to speak, among the National Aquarium staff with a professional science background. As a result, my supervisor said, 'We're going to have to put you in charge of this little facility which had a staff of 6 or 7 people ...' So, after 9 months of entering government, I was thrust into a supervisor/manager role for which I had no prior experience. As you might imagine, while I was excited on one hand about the opportunity, I was scared to death of having to manage a group of people. But as one my bosses said, 'Well you know, it's just going to have to be trial by fire, that's the way it often works around here.' During my five years at the Aquarium, I was able to raise the level of professionalism in the staff by creating an education and outreach position that produced educational materials and engaged school groups for aquarium tours. I also supported a "back to school" program for some of its long time technical staff."

Cindy: "Do you remember any of the names of those people you worked with back then?"

David: "Well, a couple of people on the staff – oh jeez."

Cindy: "We can -."

David: "Ray Robinson was one of the individuals." Lou Garibaldi, Alan Levitt, and Nancy Kaufman were others.

Cindy: “There’s only one guy I remember from back then that was Herb Reichelt, he played banjo.”

David: “Yeah, but he wasn’t at the aquarium, he was associated with the aquarium at Warm Springs National Fish Hatchery.”

Cindy: “Oh that was much later, earlier in his career he was at the aquarium, he told me anyway, but anyway -.”

David: “Well he may have been, I have some vague memory yeah, and that I knew Herb was at the aquarium before me.”

Cindy: “Then he went on to work for Region 4.”

David: “Yeah, then I guess I had forgotten, that he had actually spent some time there, but anyway -.”

Cindy: “Do you remember your supervisor back then?”

David: “Yeah, I had a couple. The one that I remember most is Howard Larsen, at the time Howard – that’s L-A-R-S-E-N by the way – Howard was the Chief of Fish Hatcheries, so when they dissolved the project to build a new aquarium, they reassigned the administrative responsibility for the aquarium to the Division of Fish Hatcheries in Washington and Howard was the Chief at the time. David McDaniel was a staff person who I normally reported to, and he worked for Howard. When Dave moved on, I often dealt directly with Howard. So those were the people that I remember most. There was another individual, I think his name was Jack Bess, and he had some connection, I’m not sure if it was supervisory but I remembered dealing with him quite a bit. I think it was because of some organizational shifts, but anyway, one reason I remember Jack, he passed away of Leukemia while I was still there at the aquarium and Jack was a very well-liked individual. So anyway, I became the supervisor at the aquarium, and about a year after that they gave me a promotion and a title change. They called me ‘Director of the National Aquarium’. Another thing I should say before I get too far away from the cancelled project to build a new aquarium that there were conceptual designs that were pretty far along, and it was about the time I left the National Aquarium in 1976 that the city of Baltimore became interested in those plans. The city was in the process of a complete redo of their waterfront area, and they thought an anchor project of an aquarium would be a great idea. So, they got hold of the plans and they used what was going to be one of the trademark features of the new national aquarium--a big glass aviary. So, they used the concept, but they also wanted to use the name, ‘National Aquarium’. However, there were several public objections to that idea, so the City of Baltimore approached their representatives and senators in Congress on this idea and Congress passed a law that allowed them to use the name ‘National Aquarium’ as long as it was followed by ‘of Baltimore’. The same law says that any major city in the United States can have a National Aquarium as long as it’s followed by their city name. I actually applied for the

director's position for the Baltimore Aquarium after I joined the Fish and Wildlife Research Staff Organization in 1976. I was one of two finalists but, in the end, I was not selected. This dashed my hopes of a career in the aquarium field. But by then, as I said, I was already working in the Fishery Research Division in Washington, D.C. That division oversaw the activities of 7 or 8 Fishery labs across the country. There were facilities in West Virginia, Alabama, Arkansas, Michigan, Wisconsin, and Washington State. My initial job was staff biologist overseeing various administrative functions associated with the work that was being done at those laboratories. About a year after I joined the Fishery Research Organization, they reorganized the Research Division, and I was asked to be Acting Division Chief for Fishery Research. The new position was 2 grades above my pay grade. I acted for a year overseeing all activities at our fishery laboratories. I enjoyed it immensely because I was able to visit each one of them in order to get a sense of what my job was all about. It was an exciting time because it was such a big learning curve, and I was able to meet many scientists with National and International reputations in fishery sciences."

Cindy: "Where was your office?"

David: "Oh, my office, I was on H Street, what was that 1717 H Street, was that the address?"

Cindy: "I remember H Street; the building had a name, did it? Or?"

David: "Yeah, what did they call it?"

Cindy: "That's okay, I know it had a name. That's okay"

David: "It may come to me. Anyway, my acting job lasted about a year and of course they finally hired a Division Chief for the new Division of Fishery Research whose name was Bob Stevens. Afterwards, I was encouraged by the Assistant Director for Research, Bob Putz, to go back and get my PhD, he felt that if I was interested in becoming a Director of one of the fishery laboratories, then I would need a PhD. So, 7 years out of graduate school, I said okay, I'll give it a try and I applied to a Doctoral program at the University of Maryland. And was accepted. Since I had been out of the school for a while I took an upper level microbiology course at the University at night, just to see how it felt to be in school again. I finished the course and aced it, but it only convinced me that I did not want to go back to school to get a PhD just to be a lab, Director. I knew by then there were many other opportunities in the Fish and Wildlife Service across the country. I had learned a lot more about the organization and where the opportunities were, so after some reflection I said, you know it's time to make a conscious change and look at opportunities outside of research and look at the operational side. At that particular time, we had something called 'Area Offices' as well as Regional offices, which Cindy you may recall were somewhat controversial from the day they started to the day they ended. So, while I was still in research, my former supervisor Howard Larsen had moved onto the Boston area and had become the Regional Director for Region 5. A job opened up in his region for Assistant Regional Director and was advertised. I applied for the position when I was actually going to the

American University at night with the idea of gaining another master's degree in public administration. I was in a quandary whether to finish the master's program or not, so I asked one of my mentors Galen Buterbaugh, who was Assistant Director for Fishery Resources, what he thought I should do. I said, 'Okay Galen, I need some help in deciding, should I finish this degree in public administration to augment my educational background, or should I pursue this job in Boston?' He hardly hesitated and said, 'Nobody is going to care if you have a degree in public administration, go for the job in Boston.' I might have been leaning in that direction at the time, but he definitely pushed me out the door and said go for it. And as it turned out, I was very glad I did just that."

Cindy: "What position was that?"

David: "It was Assistant Regional Director (ARD) for Fishery Resources and as I mentioned earlier, we had Area Offices, so my position in the Regional Office was a programmatic position, meaning I controlled the Fishery Program budgets for the entire Region, but the operational aspects of our hatcheries and Fishery Assistance Offices were all supervised by an Area Manager (AM) and their staffs in each of the 3 Area Offices in Region 5. In this arrangement, the control over the budget was always a contentious issue between an ARD and the Area Managers because of its implications for field station operations. The never ending budget debate centered around who was really in charge of field operations the programmatic ARD in the Regional Office or the AM in the Area Office with direct supervision of the field. In this arrangement, the Regional Director spent an awful lot of his time refereeing budget and operational conflicts between ARDs and AMs. So, there was a constant tension, and some may have thought this was good but in time the assessment was it was not good, not mention that the extra administrative layer in all the Regions was very expensive. I think Area Offices existed – I don't know Cindy do you remember? Like about 5 years...?"

Cindy: "I'm going to say 4 or 5 years, it wasn't long."

David: "Five years, it wasn't real long. But as I said they were already in place when I went to Boston, but by the time I left Boston they were gone. Of course, that was one of the more traumatic periods of that mid-level leadership group in each Region because they not only eliminated the Area Office positions, but they also eliminated the Regional Office Assistant Regional Director positions and created new ARDs with both programmatic and line supervision of field offices. As a result, the existing ARDs and AMs were thrown into this pool of potential candidates to compete for the newly structured Assistant Regional Director positions one grade level higher as GS-15s. There were fewer jobs than candidates and one of the selection criteria that was pivotal in the selection process was whether or not a candidate had significant Washington Office experience. The idea behind this criteria was that broader organizational experience at all administrative levels allowed you to not only grasp the nitty-gritty of the job but be able to look at the big picture as well. And that right away eliminated from consideration some of the AMs and ARDs who had been in these positions without Washington Office

experience. So, some of these people not selected for the new GS-15 ARD positions were left without a job and either had seek a reassignment, a demotion or retire. A few retired because they were able to and accepted reassignment to Washington D.C. to get their Washington Office experience. So, I was again successful in retaining my job in Boston as a promotion to the new ARD for Fishery Resources position.

Cindy: “Was that what the Regional Office was downtown Boston or Newton Corner?”

David: “I keep saying Boston, but it was in Newton Corner. I was never in the downtown Boston office. By the time I got there the Regional Office was in Newton Corner. So, it’s before the Regional Office moved to Hadley and after it left Boston. So, moving on, let’s see, I guess what I’d like to say is that this was a major personal growth period in understanding and dealing with complexities of managing and supervising staffs at different structural layers. But ultimately it was also at the time that many Service fishery resource priorities and activities were transitioning from just providing recreational fishing opportunities such as rearing and stocking catchable trout to major restoration efforts such as restoration of Atlantic Salmon in New England rivers and lake trout restoration in the Great Lakes. So, it was a really exciting period for the Fishery Resources Program in Region 5 as we developed our program goals and looked toward the future of having a major impact on restoring historically important fish species, namely Atlantic salmon, and Lake trout. The development of these restoration activities were occurring while many hydroelectric dam operators in New England were in the process of relicensing their projects with the Federal Energy Regulatory Commission (FERC). Licenses that were written and approved 50 years ago for these dams were expiring and needed to be renewed. Now was the opportunity for FERC to require fish passage in these reauthorized licenses where none existed or had been inadequate. If our restoration efforts were going to be successful, providing fish passage was a key component. It was probably one of the more controversial aspects of the Atlantic salmon restoration program, but the FWS was generally pretty successful through the relicensing process with FERC of actually having these utilities required to provide fish passage facilities. Our success with salmon meant it made sense to also work on enhancing fish passage for other species like American Shad in the Delaware River. It was an interesting and exciting period, but I began thinking I’d like to continue to advance in the organization. So, I began to look at opportunities outside of Region 5 and I applied for the Department’s upper level management program and became one of the Service’s nominees.”

Cindy: “Departmental Manager Development Program? The DMDP?”

David: “Yeah, yeah. So, I was one of the Service’s nominees or candidates for that program and while the final selection process by the Department was still underway a job came open as Deputy Regional Director in Atlanta. I applied and because I was one of the Service’s DMDP candidates, Jim Pulliam who was the Regional Director in Atlanta was encouraged by Deputy, Gene Hester, to give priority to the Service’s four DMDP candidates. That’s how I got the job in 1979. So again, I uprooted my family, and we moved to Atlanta. Our kids were 5 and 7. We

moved into a nice community in the Atlanta area, and I spent 7 years as the Deputy Regional Director. That experience was my first opportunity to become more directly exposed to all the of Service's programs and I took every advantage of learning as much as I could about our Refuge programs, Law Enforcement, Endangered Species, Migratory Birds, Federal Aid and Ecological Services. Toward the end of the time that I was in the Atlanta office, Jim Pulliam assigned me the oversight responsibility for our activities in Puerto Rico and the Virgin Islands. As a result, I spent a lot of time working with the local Puerto Rican Government and their staff on resource issues. I was also able to witness firsthand FWS activities on Saint Croix Island and the little island of Culebra where we have Refuges for protecting marine birds and aquatic marine species such as the loggerhead and hawksbill sea turtles.

David: "As we were discussing during the break, just as a way of clarification, I was in Newton Corner from 1979 to 1984 when I was selected for the Deputy Regional Director's position in Atlanta and I was there until 1991, when I was reassigned to Alaska as Deputy Regional Director at the request of Regional Director, Walt Stieglitz."

Cindy: "Walt Stieglitz. Okay."

David: "Okay, so we're back, and as I was saying, it was 1991 when I was reassigned to Alaska as Deputy Regional Director at the request of Walt Stieglitz. The opportunity actually came out of the blue. I was beginning to believe that my career with the Service might actually end in Atlanta as Deputy Regional Director there. I was becoming less and less certain that new opportunities would open up for me. But when Walt called and asked Jim Pulliam if I would be interested in going to Alaska, Jim told me later that he told Walt, 'Well I don't think so. I suspect that he's pretty well settled in here, but I'll ask him anyway.' And as it turned out, I learned later that Jim forgot to tell me about Walt's request. About a month later, Walt called again, and he said to Jim, 'By the way, did you ever talk to Dave?' and Jim said, 'Oh my goodness, I forgot.' And he came right over to my office and said, 'Oh, by the way, I forgot to mention that Walt Stieglitz was interested in knowing if you would like to take on another job as his Deputy. I told him that that probably wouldn't be the case, but he wanted me to ask you anyway.' I remember looking at Jim and being a little bit hesitant, but then saying something to the effect; 'Well, that sounds like a really cool idea.' And Jim was somewhat taken aback, because I think he was getting very comfortable with me as his Deputy and he said, 'Well, if that's the case, you need to talk to Walt.' Which I did and of course and as you can image, while moving my traditional northern family to Atlanta had been a bit of a culture shock, uprooting and moving my family to Alaska was a whole different thing. Neither me nor Gerri had any firsthand knowledge about Alaska, and this was not going to be an easy sell for me, despite my career interests. I did feel it was really important that my family support the idea, so I explained this to Walt, I said, 'This is not going to be an easy thing for me to do.' And he said, 'Well look, let's do this, why don't you and your wife come to Alaska, just come to Alaska, I'll – let's see, I think I'm going to invite you to consult on some matter that we have in common between our two Regions. So don't worry, I can pay for your way, you just have to take care of your wife and pay for her to come

but come and spend a few days and get to know the area.' So, we did, without the children, this was in the month of July, and we happened to be there for the 3 most unbelievable perfect Alaska days that you could ever have. The sun shone every day, and of course the city of Anchorage, mainly because of the oil industry, was a much more progressive city than either one of us had imagined. The school system seemed to be pretty good. Since both of our girls were going to be in junior high and high school, this was really important. Walt had a big gathering at his house, so Gerri got to meet a number of Fish and Wildlife employees and their spouses and get some firsthand knowledge about the school systems and the neighborhoods. So, after our 3 whirlwind days in Alaska, Gerri said, 'Well, I think it will be okay.' So, we went to Alaska. I went in December of '91 and I brought the family up in January. We drove from Atlanta to Anchorage, 4,600 miles, in the dead of winter. I was encouraged by people living in Alaska that it was a better time to drive the Alaska Highway since it's not so crowded... And it turned out to be true. The only thing you needed to worry about were big winter storms, and because most businesses on the Alaska Highway were closed in winter you had to plan very carefully about where you were going to stay. So, I found what was open, made reservations for lodging and made sure that we always finished driving in daylight which meant stopping by 3 o'clock or 4 o'clock in the afternoon. We would start early in the morning when it was still dark. It took us 12 days, for the entire trip. We had to wait until we got to North Dakota to put studded tires on our vehicle because all the states in between there and Georgia prohibited them. And it was a good thing we had them, because the Alaska Highway was either packed snow or ice the whole way. There were days that we saw more Moose and Caribou than we saw vehicles, and I mean, two or three vehicles. It was pretty desolate, and we were also fortunate that no major winter storms occurred during the trip. So, it was a real adventure with our 2 teenaged daughters, a dog and Gerri and I for 4,600 miles. When we got to Anchorage, I hit the ground running. I had already been a Deputy Regional Director in one Region, so I felt quite comfortable in that role in Alaska. Walt said not long after I got there, 'You know, I'm probably going to retire in 2 or 3 years, just you should know that.' And I said, 'That's fine. All I'm interested in is if I ever have any opportunity to be a Regional Director somewhere, that hopefully you can support me in that respect.' And he assured me he would. So, when he did retire, Walt was very supportive for my being selected for his job. Mollie Beattie was Director at the time, and Alaska had a special position called the Secretary's Representative, and that position was sort of the eyes and ears for the Secretary for all of the Department's Bureaus in Alaska--B.L.M., Fish and Wildlife and Park Service. It was important to have a good relationship with that individual if you were going to be a Regional Director there. So, to make a long story short, I had already developed a good relationship with the Secretary's Representative and while acting in the role of Regional Director for about 6 months I had the opportunity to develop a working relationship with Mollie Beattie as well."

Cindy: "So Walt did retire, is that why you were acting?"

David: “Yeah, he retired, and I was acting until Dick Smith called me up one day and said, ‘Dave you’re it.’ So, in answer to one of your interview questions, I would have to say that the high point of my career was when I became the Alaskan Regional Director. I stayed in Alaska for a total of 11 years until I was directed to move by the George W. Bush Administration. I already had over 30 years of Government Service and I was over 55 so I knew I had the option to retire, if for some reason they chose to move me somewhere that I didn’t want to go. Steve Williams was the Director and I found that Steve was actually trying to do what he could to soften any impact I personally might experience as a result of being reassigned. I was offered a position in Washington, somewhat vaguely and I said, ‘Well, if it comes to that, I probably will seriously consider just retiring, but not if you could offer a position in another region.’ It was suggested that it looks like Minneapolis is going to open up, but I said, ‘Well, I’ll tell you what, it’s not a place that I would choose, my wife isn’t really interested in going back to the place where she grew up, so once again, unless something else comes along, that both my wife and I could agree to, I would have to seriously consider retiring.’ These were conversations I’d had with Steve Williams and Marshall Jones at the time and felt pretty good about what both Marshall and Steve were doing to find something acceptable to both Gerri and me. So, when Marshall called and said, ‘It looks like Portland is going to open up, what about Portland?’ I said, ‘Well, I’ll tell you what, it’s the one place my wife says she will [*laughter*] move to with me.’ We had been quite comfortable in Alaska. Gerri was even happy with the notion of living there in retirement. But Portland was a good opportunity because Gerri had become quite active in the tennis world in Alaska and made a number of trips to the Portland area when they had tournaments there for adult tennis leagues. So, she already knew a number of people in the Portland area and said, ‘This is going to be the first time we move when I am going to know people there, other than Fish and Wildlife people. When Steve called and said, ‘Dave it looks like you’re going to Portland.’ I said, ‘Okay, I’ll do it.’ That was in 2003. You know there’s a lot I can say about Alaska. It was just an incredible place to live and work. The things that FWS does there are so unlike the things done anywhere else by the FWS. It was just an incredible opportunity and experience. I mean it was a place I was able to get directly involved in natural resource issues that we had with other Arctic nations and in particular the Russians. For example, we worked with the Russians to develop an international treaty to manage the polar bear population that we share with the Russians in the Bering and Chukchi seas. Polar bears around the globe actually exist in a number of different populations and we had one in common with the Russians. They of course had others in their vast Northern Territory in the Arctic. Then working with Alaskan Natives, we made some advances in cooperative management of resources that were important to them, both in the migratory bird and marine mammal arena, and I felt we made some real progress in a more cooperative spirit with Native Communities. When I got there, there was a lot of tension, a lot of things were new, and there was a lot of mistrust of how the Federal Government—the Fish and Wildlife Service--viewed Native interests. While I was in Alaska, we worked very hard at improving some of those relationships. For example, FWS law enforcement basically was banned from doing any work on migratory birds or marine mammals

in the Northern part of the state, the Barrow area, as a result of an incident that occurred in about 1960. So, Law Enforcement never went to the North Slope for most of the time I was there to do any enforcement at all on waterfowl. By the time I left, we actually had a positive relationship mainly due to an effort of our Law Enforcement people. John Gavitt who was the Regional Chief for Law Enforcement and Corky Roberts, who was one of the special agents were instrumental in opening the door to a more positive Law Enforcement relationship with Alaskan Natives on the North Slope. I give a lot of credit to those 2 guys for what they did to rebuild trusts between Natives and the Fish and Wildlife Service. Another initiative was our efforts to support for amendments to the Marine Mammal Act giving Alaska Natives a greater role through co-management for regulating subsistence harvest of polar bears, walrus, and sea otters. Also, I supported through amendments to the Migratory Bird Treaty Act to create the Co-management Council for the Subsistence Harvest of Migratory Birds by Alaska Natives. Finally, during the highly controversial reauthorization of TLUMP (Tongass National Forest Land Use Management Plan), I used for the first time a new structured decision process for reviewing two ESA listing petitions for the Queen Charlotte goshawk and the Alexander Archipelago wolf. I liked it because I felt it was a more transparent process that integrates scientific uncertainty and risk management in a way that enhances a decision's integrity. I was even able to take the Alaska experience with me to Portland where it was applied successfully on at least two occasions. So anyway, I left Alaska and all of its wonderful adventures behind and came to Portland in 2003. At that particular time, some of the controversial resource issues in the Pacific Northwest--Idaho, Washington, and Oregon--were pretty much beyond the head banging stage--namely the Northwest Forest Plan and the spotted owl and the marbled murrelet quickly come to mind. Also, by then, the Service had split California and Nevada off from Region 1, as its own administrative unit, so the Regional Director in Portland no longer had any oversight of the resource issues in those 2 states. However, we were still providing administrative support and program support to this area office – or what do you call it?”

Cindy: “California/Nevada Operations Office, CNO.”

David: “Yeah, the CNO was a separate administrative unit, but they relied on administrative support from Portland, and this created a lot of unnecessary conflict between our two units. When I got there, it was with the expectation and direction from Washington that I looked at finding a way to make the California/ Nevada operations office a fully independent administrative unit from Portland. So, Steven Thompson, the new CNO Chief, and put our heads together to try to figure out a way to make this happen. We first looked to Washington and the other Regions to provide some financial support. To create an 8th. Region. It became very apparent, very quickly that none of the other Regional Directors were interested in providing any financial support, whether it was merited or not, if it meant re-cutting the pie so to speak on how Washington allocated funds and staff for administrative and resource program functions. So, Steve and I were left to deal with this as an issue solely contained within Region 1 and the CNO. For many of the people in the Portland Regional Office, it probably didn't make me very

popular. Of course, we made the commitment that we weren't going to RIF anyone (i.e., lay anyone off), but some jobs might move to Sacramento from Portland. That for most people, was not viewed very positively, but there were some that thought, oh that might be a nice opportunity. We needed to get some support from the Secretary's Office, namely voluntary "early out" authority for those individuals who wanted to take an early retirement rather than move with their position in Portland to the CNO... Again, the emphasis was on voluntary retirements and voluntary transfers. Eventually we managed to complete the changes before I retired in 2006. I think we were able to almost entirely separate our program (i.e., refuges, fisheries, etc.) oversight functions, except for the Office of Public Affairs."

Cindy: "Well all budget administration stayed in Portland to support California and Nevada, all of Don Weathers shop, all of A.B.A., while external affairs started to split off too but, it was the A.B.A., the diversity shop, and public affairs that stayed whole in Portland."

David: "Now my memory is coming back."

Cindy: "Yeah, everything in A.B.A."

David: "Alright, yes, so where Steve and I ended up, we saw that the best thing to do was to separate the program staff oversight, but we could share the administrative support functions, namely personnel, contracting, and so on and so forth, out of the Portland office. A lot of that had to do with the head individual of ABA at the time, Don Weathers and because Steve had confidence that he'd be treated fairly and equitably in that arrangement. Yeah, I had forgotten those details, thank you Cindy."

Cindy: "I was right there with you, remember?"

David: "This was almost ancient history for me now -."

Cindy: "I was right there with you all during those times."

David: "So by 2006 I had been working for the Service for over 35 years. I was not quite 60 and I thought you know, there are other things in this life to do than work for the Fish and Wildlife Service, even though I had thoroughly enjoyed my career. I noticed on your list of interview questions one about low points in my career. There were one or two personal low points when I was not selected for a position I wanted, but in the end the career path I did take left no regrets and was very rewarding. Another low point that comes to mind was when Mollie Beattie passed away in the midst of wanting to re-organize regional offices in a similar fashion to the time, we had Area Managers and Program Assistant Regional Directors in each region. But this time the idea was to keep the line officer positions, Geographic Assistant Regional Directors, in the regional office alongside the Programmatic Assistant Regional Directors rather than put them out into the field. There were several of us in the Service Directorate who had firsthand experience with Area offices in the late 1970's and early 1980's and who thought this was a terrible idea."

We'd been down that road once before, we knew what the outcome was going to be and were strongly opposed to the idea.”

Cindy: “GARDs and PARDs.”

David: “Yes, but it was essentially the same organizational concept as Area Offices and Program ARDs. I think we actually had a vote at a Critical Directorate meeting, and it was 50/50 among the Regional Directors and the Assistant Directors, but obviously the Deputy Director who was John Rogers at the time and the Director, Jamie Clark, felt really strongly about following through on this organizational change promoted by Mollie. I think Jamie felt it was kind of a personal commitment that she had made to Mollie Beattie before she passed away. We went ahead with the change, and it was really hard for me to go back to my region and toe the company line, so to speak on why we were going to do this and why it was a good idea. I was nearing the end of my career and thinking, how could we end up somewhere that we had been before, that we knew, at least from my experience and others that it was clearly a bad idea. And of course, as it turned out, about a year and a half later, maybe 2, 3, it was decided that it was a bad idea.”

Cindy: “Do another study -.”

David: “No study was done. We went back to where we'd been basically organized before that change. It was hard having to deal with that because, as with the elimination of Area Offices in the early 1980's, we had fewer positions to go around than for those people displaced by the changes. Probably the most difficult resource issue I had significant personal involvement with was when the Forest Service was redoing TLUMP for the Tongass National Forest in Southeast Alaska at the same time we were evaluating ESA petitions to list the Queen Charlotte Goshawk and the Archipelago Wolf. I testified twice before Senator Murkowski on the Hill and met with White House staff regarding those issues. I got embroiled in the conflict between Forest Service and Fish and Wildlife Service on the timing of our ESA listing recommendation for the wolf and the goshawk relative to when TLUMP would become final. Suffice it to say that it was to FWS advantage to leverage these potential listings for getting strong conservation measures in the final TLUMP for the wolf and the goshawk regardless of what the final listing decisions would be for these two species.

Cindy: “Which 2 species?”

David: “The Queen Charlotte's Goshawk and the Alexander Archipelago Wolf a subspecies of the Grey wolf. These petitions were being dealt with at the same time the Forest Service was finalizing TLUMP, and as you can imagine, there was a lot of elevated attention both on the Hill and in the Department. We managed to get through it with a good conservation plan for the Tongass and we didn't have to list either one of those species. Also, when I got to Portland during the G.W. Bush Administration the spotted owl and the marbled murrelet were due for a 5-year status reviews under provisions of the ESA. While these reviews occurred during an

administration less friendly to ESA listing decisions, neither review resulted in changing their ESA listing status. But, when the Interagency Committee (I represented the FWS) established by the Clinton administration to oversee the implementation of the Northwest Forest Plan was disbanded by the Bush Administration, it potentially put spotted owl recovery at higher risk. Up until then the Northwest Forest Plan had been functioning as a de facto Recovery Plan for the spotted owl and consequently precluded the need for the FWS to prepare one as required by the ESA. So, I felt without strong interagency oversight for the Northwest Forest Plan, it was time to produce a Spotted Owl Recovery Plan which was completed after I retired in 2006. Another issue that took up a lot of my time during my 3 years in Portland was Midway Island NWR. In the 1990's the Navy closed their based on Midway and transferred the Island Complex, including many of its buildings and an operating airfield to the FWS. With the encouragement of a former Navy contractor, the FWS initially pursued plans for Midway NWR to become a tourist destination for saltwater fishing and eco-tourism and operated by a private concessionaire like many functions on National Parks. Fortunately, or unfortunately, the remoteness of Midway and other factors conspired against this ever happening. However, when the FWS accepted transfer of Midway it agreed to maintain the airfield that was critical to the FAA network of alternative emergency landing locations for commercial trans-Pacific flights. Continuing the operation of this airfield was very costly and taking us away from our primary conservation mission on Midway. This was all further complicated by a less than trustworthy former Navy contractor who had connection on the Hill, and we ultimately had to terminate. So, I came to the realization that FWS should not be in the business of operating an airfield as an FAA emergency landing site. After a bit of wrangling with committees on the Hill for the FAA and the FWS, the Secretary's Office helped us transfer full responsible for operating the airfield to the FAA. So, looking back I felt overall very positive about my career with the Service but eventually it was time to move on to other things. I mean I could have stayed longer, because after all, nobody was driving me out the door, so to speak. In fact, I was offered to be the Deputy Director for the FWS approximately 8 months before I retired. Dale Hall was the Director and he asked me to come to Washington, D.C. to be his Deputy. Marshall had left the position and I thought long and hard, but I told Dale, 'Look, I don't believe I have the enthusiasm required for that job, and as a result, I would not serve you well.' So, I turned it down at some risk, but frankly I was already contemplating within the next year to retire from the FWS. I didn't tell Dale at the time he offered me the job that my lack of enthusiasm was largely due to my plan to retire, but I did share with him my plan to do so about 4 months later. As you probably know yourself, when you make that decision to retire, you revisit the decision and revisit the decision, because it is a big change to move out of a highly visible executive position. It turned out to be serendipitous that I did it at a time when I was free to care for my mother in her last year of her life. So, I didn't really think much right away or even before I retired about what I was going to do in retirement. I did, however, start experimenting with doing couple of contract projects with the Service I helped Dan Ash with the Climate Change Policy document and then a couple years later I was called by the Alaska Regional Office. They were in the middle of a controversy involving wolf control on Unimak

Island, which is the first major island off of the Alaska Peninsula. It is part the Aleutian Islands NWR and is also designated wilderness.”

Cindy: “Which island did you say that was?”

David: “Unimak.”

Cindy: “Unimak.”

David: “U-N-I-M-A-K.”

Cindy: “Oh, okay.”

David: “Anyway due to a federal court challenge by the State of Alaska over management jurisdiction for controlling wolves on a NWR, the Service made a promise to the State to complete an environmental assessment (EA) for the situation on Unimak Island if it withdrew their jurisdictional claims. The FWS wanted somebody outside to do the EA. I got the call, and I said, ‘Hmm, you know, I know a little bit about Alaska, sure why not, I’ll give it a try.’ As it turned out it was the last time, I ever did that [*laughter*], because I learned that developing a good solid EA from scratch was not an easy task. I never appreciated how difficult it was as Regional Director, because all I ever had to do before was be a good reviewer. As it turned out, the Service may have acted too quickly when agreeing to do an EA that was subject to public review when it could have instead used its administrative authority for a designated wilderness to preclude any management control of wolves on Unimak Island. In the end, the FWS did use its wilderness act authority to basically say, this isn’t going to happen in a designated wilderness, end of story. There was a lot more involved, but that’s the short version.”

Cindy: “The bottom line.”

David: “So after I retired, I did some volunteer work at a National Wildlife Refuge in Hawaii to restore native forest, and I went to American Samoa for a month to volunteer for the National Park Service after the park facilities on the island suffered almost total destruction by a tsunami. Other volunteer work included a year-long stint collecting food for the Oregon Food Bank and building houses on a crew with Habitat for Humanity. In your list of questions, I see one asking about books or hobbies or whatever that influenced me. I was never really a hobby person. As for books, I don’t ever recall reading anything that was inspirational in the sense that ah-ha, but I will say, books like *Silent Spring* by Rachel Carson and *A Sand County Almanac* by Aldo Leopold, were read and re-read while I was working. I found them helpful in reminding me what my job was all about, which sometimes got lost in my administrative and executive roles. I also remember reading Richard Louv’s book, *Last Child in the Woods*, toward the end of my career, and that it kind of stuck in my mind, because it reminded me so much of my own childhood. As I said before, when I grew up on the South end of Lake Michigan in an area that was largely sand dunes, we had seemingly endless freedom as kids. We walked out the door in the morning and

maybe came home at lunch and then left again for the afternoon. Nobody was supervising us; nobody was worried about some boogeyman who was going to snatch us up and carry us away.”

Cindy: “What was your high school? Where did you graduate high school?”

David: “I graduated from high school in Minnesota. I started high school in Indiana, and because I moved with, I was 16, my last 2 years of high school were in Minnesota. So now, the things that keep me most active in retirement are hiking adventures close to home in the Cascade Mountains and with travel companies to various destination in the U.S., Canada and around the world. I’m also a volunteer nature guide at a local State Park. Otherwise, I fill the rest of my time with family visits—both daughters live on the east coast--and a variety of projects around the house.

Cindy: “Well this has been extremely enjoyable, thank you very much and we’ll conclude the interview.”

David: “Sounds like a good idea.”