

A Report by a Panel of the

**NATIONAL ACADEMY OF
PUBLIC ADMINISTRATION**

for the United States Congress and the National Park Service

August 2004

**THE U.S. PARK POLICE:
ALIGNING MISSION,
PRIORITIES, AND RESOURCES**



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The views expressed in this report are those of the Panel. They do not necessarily reflect the views of the Academy as an institution.

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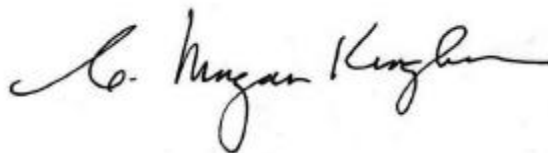
FOREWORD

The U.S. Park Police (USPP) have protected federal land in the District of Columbia since 1791 and National Park Service properties in the New York and San Francisco areas since the mid-1970s. Its officers also have a well-earned reputation for their work to preserve and protect First Amendment rights of peaceful assembly.

Because a number of significant internal and external events had taken place since the Academy's 2001 report was issued, and because it had concerns about a range of issues, most of which related to USPP's budget and the need to set priorities, the House Appropriations Subcommittee on Interior and Related Agencies asked the Academy to convene a Panel to follow up on the 2001 recommendations. The Subcommittee also asked that the Panel assess USPP's mission and functions, the priorities and resources assigned to them, and the feasibility of adjusting current functions, assuming constrained budgets for the next few years.

The Academy Panel found that, in the post-9/11 world, the Park Police have heightened responsibilities to protect the nation's most important Icons and urban national parks, and the people who visit them. Therefore, it is more urgent now than when recommended in 2001 that the USPP mission be clarified and priorities be set that are realistic in the context of available resources. These actions need to be established jointly by the Department of the Interior, the National Park Service, and USPP. Active and committed leadership at all three levels is essential for the Panel's recommendations to be effectively realized.

I want to thank the Panel for a very thoughtful report that contains essential recommendations for all three organizations. I also commend the project staff for their thorough efforts to develop the information and analyses supporting the Panel's findings and recommendations. Finally, I would like to thank Congress, the Department of Interior, and the National Park Service for giving the Academy an opportunity to contribute to an organization whose mission in protecting the public and our national treasures is such an important one.



C. Morgan Kinghorn
President
National Academy of Public Administration

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ACRONYMS

BWP	Baltimore Washington Parkway
C&O	Chesapeake and Ohio
CFO	Chief Financial Officer
CY	Calendar Year
CIB	Criminal Investigations Branch
DARE	Drug Abuse Resistance Education
DAS	Deputy Assistant Secretary
DC	District of Columbia
DEA	Drug Enforcement Agency
DHS	U.S. Department of Homeland Security
DOI	United States Department of the Interior
ELO	Emergency Law and Order [funds]
FBI	Federal Bureau of Investigation
FFS	Federal Financial System
FLETC	Federal Law Enforcement Training Center
FOIA	Freedom of Information Act
FTE	Full time Equivalent
FY	Fiscal Year
GAO	General Accounting Office
GGNRA	Golden Gate National Recreation Area (in San Francisco)
GNRA	Gateway National Recreation Area (in New York)
GSA	General Services Administration
GWP	George Washington Memorial Parkway
HMP	Horse Mounted Patrol
HR	Human Resources
HRED	Human Resources and Employee Development
HUD	United States Department of Housing and Urban Development
IACP	International Association of Chiefs of Police
IG	Inspector General
IMF	International Monetary Fund
LE	Law Enforcement
LENA	Law Enforcement Needs Assessment
LETF	Law Enforcement Task Force
MNCPP	Maryland National Capital Park Police
MOA	Memorandum of Agreement
MOU	Memoranda of Understanding
MTP	Metropolitan Transit Police
MPD	[Washington, DC] Metropolitan Police Department
NCR	National Capital Region
NLC	National Leadership Council
NPS	National Park Service
NYPD	New York Police Department
NYFO	New York Field Office (USPP)

OFS	Operations Formulation System
OIG	Office of Inspector General
OJT	On-the-job Training
OLES	Office of Law Enforcement and Security (departmental office)
OPM	Office of Personnel Management
OMB	Office of Management and Budget
PD	Police Department
PG	Prince George's
PSA	Police Service Area
READI	[The George Washington University's] Response to Emergencies and Disasters Institute
RLES	Regional Law Enforcement Specialist
SFB	Special Forces Branch
SFFO	San Francisco Field Office
SP	Suitland Parkway
SWAT	Special Weapons and Tactics Teams
TSA	Transportation Security Administration
PMIS	Personnel Management Information System
USDA	United States Department of Agriculture
USPP	United States Park Police
USSS	United States Secret Service
VAPD	Virginia Police Department
VRAP	Visitor Management Resource Protection Assessment Program
WASO	Washington [DC] Service Office

EXECUTIVE SUMMARY

The U.S. Park Police (USPP), the nation's oldest uniformed federal law enforcement agency, has a long and distinguished history of protecting federal parklands in the nation's capital. It has been a separate entity within the National Park Service (NPS) since the 1930s. With about 615 sworn officers and an operating appropriation of \$81 million for Fiscal Year (FY) 2004, USPP is relatively small, but has unusually high visibility.

As NPS' law enforcement arm for urban parks in Washington, DC, New York and San Francisco, USPP officers protect such unique national treasures as the monuments on the National Mall and the Statue of Liberty, and ensure the safety of visitors and other park users. Because the Mall area frequently hosts major events, demonstrations, and marches, sometimes involving hundreds of thousands of individuals, USPP also must manage large crowds to ensure the safety of demonstrators and visitors alike. Consequently, USPP has acquired a well-earned reputation as an exemplary preserver and protector of First Amendment rights of peaceful assembly.

Given USPP's high visibility and several budget and management issues, the House Appropriations Subcommittee on Interior and Related Agencies in 2000 asked the National Academy of Public Administration (the Academy) to review and evaluate USPP's mission, its priority-setting process for law enforcement functions, and the adequacy of its systems for developing and controlling its budget and other resources. In its August 2001 report—*The U.S. Park Police: Focusing Priorities, Capabilities, and Resources for the Future*—an Academy Panel made 20 recommendations designed to clarify USPP's mission, set priorities for its diverse law enforcement functions and work activities, strengthen leadership and accountability, and improve financial and workforce management.

In light of renewed USPP budget and financial problems in FY 2004 and other concerns, the subcommittee asked the Academy to follow up on the 2001 recommendations. This follow-up study was conducted in two phases:

- Phase I: Review the implementation status of each recommendation from the August 2001 report, assess the rationale for non-concurrence where applicable, and identify possible options to adjust the pace of implementation.
- Phase II: Evaluate USPP's mission, roles, and functions, the resources allocated to them, and their relative priorities; identify major changes in them since the 9/11 terrorist attacks; and assess the feasibility of adjusting current functions, assuming constrained budgets for the next few years.

In a February 2004 Phase I report, this Panel found that four of the 20 recommendations had been fully implemented and two had been rejected. As for the others, limited progress had been made for ten of them, moderate progress for three, and no progress for one. Only limited

progress was made in implementing the five recommendations considered most crucial to refocus USPP resources and their use on NPS' most critical law enforcement needs. This report completes Phase II of the follow-up study.

LEADERSHIP, DIRECTION, ACCOUNTABILITY, AND RESPONSIBILITY

Although the terrorist attacks have made protection of our national treasures a top law enforcement priority, neither the Department of the Interior (DOI) nor NPS has established explicit, clear priorities for the range of USPP's other law enforcement functions and work activities. To address this fundamental problem *now*, the Panel reaffirms, with a modification (*in italics*) the central recommendation of its 2001 report that:

The Secretary of the Interior, in conjunction with the Director of the National Park Service and the Chief of the U.S. Park Police, should clarify the mission and responsibilities of the Park Police.

Although high-level meetings have taken place during the ensuing three years at both NPS and DOI, agreement has not been reached on a new mission statement for the USPP that distinguishes it from other federal and local law enforcement agencies. The current mission statement is very general and could apply equally to almost any police organization. Without clarity of mission and established priorities, issues of structure, function, and resource allocation cannot be effectively resolved, and managers cannot be held accountable for the proper discharge of their responsibilities.

The Panel found NPS and USPP have sharply divergent views regarding the latter's role. USPP views itself as a full-service urban police force, principally focused on NPS parklands. NPS, on the other hand, views USPP as a more specialized police force principally focused on urban national parks. There also appears to have been disagreement about who had primary responsibility for mission definition.

9/11 Changes Reinforce Need to Clarify Mission and Set Priorities

The increased law enforcement and security requirements resulting from the 9/11 attacks reinforce the need to resolve these different views, clarify USPP's mission, and set priorities among USPP's diverse law enforcement functions. Enhanced requirements also emphasize that none of the three organizations—DOI, NPS, or USPP—can act alone.

Failure to implement this 2001 recommendation has strengthened the Panel's conviction that specifically defining the mission of the Park Police remains a critical and urgent joint management issue for DOI, NPS, and USPP. In an era of heightened risk to the national treasures, visiting public, and First Amendment exercises that the Park Police secure, this task is too important to be assigned to USPP management without either the necessary guidance or authority to make many changes, or to be imposed from above. It is essential that the Chief and executive staff of USPP and the policy leadership of NPS and DOI be engaged *together* in

defining the mission of the Force and establishing priorities.¹ Once the mission has been defined, DOI and NPS must provide strong leadership and active support to USPP in defending this redefined mission within the administration, before Congress, and among the agencies with which USPP traditionally works. NPS superintendents and USPP leadership and officers must fully understand and support the reasons for any change, which should be reinforced through training, budgeting, and day-to-day management.

EXPANSION OF USPP'S ROLE AND NPS LAW ENFORCEMENT NEEDS

USPP's broad role and diverse law enforcement functions reflect its long, evolving statutory history, much of which took place apart from NPS. Since USPP's creation, Congress has viewed it as an integral component of the overall law enforcement protection and security functions for the District of Columbia (DC). Even after USPP was placed within NPS, its role continued to expand as its assumed law enforcement responsibilities for new national park sites outside DC, specifically the Presidio and other parts of the Golden Gate National Recreation Area (GGNRA) in San Francisco and the Statue of Liberty and parts of Gateway National Recreation Area (GNRA) in New York. Within DC, its responsibilities have recently expanded to protect new monuments and their visitors, including the Franklin Delano Roosevelt, Vietnam Veterans, Korean Veterans, and World War II Memorials. The USPP's geographic focus on "the environs of the District of Columbia" has expanded as new parklands have been added within DC and the surrounding Maryland and Virginia suburbs.

NPS Urban Park Law Enforcement Needs

The nation's 385 national park sites require some level of law enforcement services to protect visitors and natural, cultural, or historical assets, yet urban national park needs differ substantially from those of most large, isolated rural parks. Different uses of urban national parks pose different risks for visitors, such as fewer wildlife encounters and more person-on-person criminal activity. Natural resource and environmental preservation requirements are more prevalent at rural parks given their greater geographic size and diversity.

NPS relies on protection rangers and USPP to meet its law enforcement needs. The former focus primarily on law enforcement for the vast majority of non-urban parks, though they do serve several urban ones as well, Independence National Historic Park in Philadelphia and the Boston National Historical Park being examples. However, protection rangers and USPP officers approach NPS' urban park law enforcement needs quite differently. Some variations reflect different law enforcement requirements at specific parks, but most appear to reflect differences in leadership, perceptions of respective roles, training, performance, and career expectations.

¹ The Panel takes notice that the USPP has been headed by an acting chief since December 2003, when the Department dismissed Chief Chambers. The Panel believes USPP's leadership requires a permanent Chief and urges that the position be filled as expeditiously as possible. If Chief Chambers is not to be reinstated, an expedited, national search to fill the position should be undertaken, following the recommendation from the Panel's August 2001 report.

In general, protection rangers want and expect to work primarily in a park setting, protect natural and physical park assets, and serve visitors. USPP officers view themselves as police officers focused on visitor safety and property protection by preventing criminal activities or investigating those that occur on or near NPS parklands. Separate organizational structures reinforce these perceptions, as rangers are accountable directly to park superintendents and USPP officers are accountable to their own district commanders.

All of USPP's diverse law enforcement functions fit within its broad statutory assignments, yet some extend beyond explicit NPS law enforcement needs, specifically requests from the U.S. Secret Service to help with presidential, vice presidential and foreign dignitary escorts within DC and various NPS parklands in the DC metropolitan area. In addition, USPP continues to provide protection for the Secretary of the Department of the Interior.

Changes Since the 9/11 Terrorist Attacks

The 9/11 terrorist attacks brought substantial changes in NPS' protection, security and law enforcement needs. Throughout NPS, the threat of a terrorist attack on a "national Icon" and the impact on visitors and the national heritage became a law enforcement priority. NPS identified critical national Icons within its park sites that could be targeted for attack, assessed vulnerabilities, and developed security plans for addressing them. This increased emphasis on security significantly affected USPP activities. Major changes included:

- Increased coverage at the Washington Monument and Lincoln and Jefferson Memorials in DC.
- Expanded coverage at the Statue of Liberty and Ellis Island in New York and the Golden Gate Bridge in San Francisco.
- Cooperation with the Department of Homeland Security (DHS) on issues related to general and specific threats. For example, much of the land along the Ronald Reagan National Airport flight path is on USPP property, while many of the flight path approaches for JFK airport cross Jamaica Bay, part of GNRA in New York.
- Escort service, at U.S. Secret Service request, for the Vice President as he travels from his residence to work.

These changes not only required additional resources, but different approaches for using those resources. Prior to 9/11 for example, tourists were screened as they entered the Statue of Liberty. They now are screened twice: once in Battery Park prior to boarding the ferry to Liberty Island, and again on the island, outside the statue.²

USPP received a \$25 million anti-terrorism supplemental appropriation in FY 2002. It tried to use the funds to bolster its officer strength to address additional law enforcement needs; yet substantial officer attrition in 2002 and 2003 offset hiring increases. Consequently, USPP met these increased counterterrorism requirements by increasing its use of overtime, reallocating

² Contract guards, supervised by USPP staff (and on NPS payroll), perform much of the screening.

officers through scheduling changes (including 12 hour shifts in several areas), reducing training and drug interdiction activities, and expanding the use of contract guards. These responses created major stresses and conflicts within USPP once the supplemental funds were expended, since subsequent resource limitations precluded continuing all of its previous functions while increasing anti-terrorism activities.

SETTING LAW ENFORCEMENT PRIORITIES

Most federal, state, and local law enforcement agencies use their annual budget process to align their needs with resources. The process can address trade-offs among law enforcement activities and available resources only if there is a clearly defined mission, explicit, agreed-upon needs, and a process to establish priorities for those needs.

Defining Law Enforcement Needs

In 2003, NPS required each park to define its own law enforcement and security requirements through an internal planning process that involved the park superintendent, chief ranger, and other appropriate staff. All parks developed Law Enforcement Needs Assessments (LENAs), except for most served by USPP. Those in the National Capital Region did not develop LENAs because they believed that the assessments were only for parks served by protection rangers. USPP did not develop park-oriented protection and law enforcement plans.

Better progress was made in New York. Gateway's acting superintendent prepared, in conjunction with USPP's New York Field Office (NYFO), a "Park Protection and Response Plan" that defined park management goals and established law enforcement needs, supported by data and other information describing the surrounding park environment. The acting superintendent noted that this joint process allowed NPS supervisors and USPP commanders to better understand each other's needs and limitations. In San Francisco, rangers created a LENA for GGNRA. However, this plan was developed with no input from or consultation with USPP.

The lack of clear law enforcement needs assessments for most USPP-served parks is a critical problem. Priorities cannot be established for USPP law enforcement functions and associated work activities if NPS' law enforcement, protection, and security needs are not clearly defined and understood. The New York process had two distinct advantages: It was undertaken outside the annual budget development process, and cognizant USPP commanders were directly involved in the plan's development. This enhanced communication and understanding can only help both groups when making difficult trade-offs in setting priorities. Therefore, **the Panel recommends that:**

Park superintendents and the U.S. Park Police district commanders in the National Capital Region and the Golden Gate National Recreation Area should jointly develop law enforcement needs assessments for their parks that identify their law enforcement, protection, and security needs.

A formal joint planning process to identify and define law enforcement needs should take place outside the often contentious budget process to facilitate better communication and a more complete understanding of NPS and USPP needs, capabilities, and limitations. This is critical for resolving the fundamentally different views that now exist about USPP's role.

The Panel's most important message to all who make decisions about Park Police resource needs—including Congress—is that *you can't have it both ways.*

USPP cannot be expected to function as a full-service urban police department and guardian of national parks at current resource levels. If it is to continue to fulfill its current broad roles, it needs additional resources. If resources are not available, its mission must be clarified and priorities established for its diverse law enforcement functions.

PRIORITY-SETTING CRITERIA

A priority-setting process for USPP law enforcement functions must have explicit criteria to assess the relative importance of each function and associated work activities. These criteria should be clearly defined and independent of each other, capable of being weighed or ranked relative to each other, and limited and manageable.

The priority-setting process should include a clearly defined set of law enforcement functions and the work activities that flow from them, as well as the resources currently used for each. Although USPP functions and work activities were identified during this study, it was not possible to develop complete resource costs or staffing data on a functional basis. Neither USPP nor NPS has this type of budget categorization or system. The NPS budget is organized around individual parks by type of appropriation—operations, capital construction, and the like. The USPP budget for operations is developed and presented organizationally for its major components in DC, New York, and San Francisco.

Given these limitations, this report identified criteria to be used and how to apply them to set priorities.

Therefore, **the Panel recommends that:**

The Department of the Interior and National Park Service should adopt the following six criteria for setting priorities for current Park Police law enforcement functions and activities:

- **Benefits Expected.** Includes the threats or risks being deterred, the significance or importance of the individuals, properties, or other assets being protected, and the frequency and magnitude of the need for the activity.

- **Uniqueness of Function to NPS.** Distinguishes functions unique to NPS (e.g. crowd control for National Mall activities, Icon protection, and visitor service in conjunction with visitor protection) from those more common to urban policing (e.g., traffic control, parking enforcement, drug enforcement).
- **Principal Beneficiaries and Relationship to NPS Mission.** Identifies whether the principal beneficiary is a key NPS stakeholder. (Such stakeholders are primarily current and future generations of visitors to national parks. The Icons and irreplaceable natural or physical NPS assets are themselves stakeholders, in a sense.)
- **Cost Effectiveness.** Determines the relative efficiency of current USPP work activities and service delivery techniques.
- **Comparative Advantage of Alternative Providers.** Determines whether alternatives exist for some USPP activities or services and, if so, the legal feasibility, costs, effectiveness, timeliness, reliability, or availability of those alternatives.
- **Collateral Benefits.** Determines how much providing a particular law enforcement work activity also meets law enforcement needs in other areas.

All six criteria are important, yet it still may be necessary to distinguish their relative importance. Not doing so can imply that each one is equally important, an improbability. Moreover, individual decision-makers are likely to value the criteria differently. Therefore, **the Panel recommends that:**

The Department of the Interior, National Park Service, and Park Police officials should rank the priority-setting criteria using a standard and transparent approach.

Assessing Higher and Lower-Priority Functions

Using the Panel's criteria to assess current USPP law enforcement functions and activities should produce a consistent outcome. Higher-priority activities should generate substantial benefits that accrue primarily to key NPS stakeholders, provide collateral benefits for other NPS law enforcement needs, address needs that are unique to NPS and provided efficiently by USPP, and have few equally effective and efficient alternatives. On the other hand, low-priority functions may produce substantial benefits, but key NPS stakeholders are not the primary beneficiaries; they do not address unique NPS needs, there are few collateral benefits for other law enforcement needs, and alternative providers can efficiently provide the service.

Icon protection is one example of a potential high-priority function using the Panel's criteria. The expected benefits are substantial and accrue to key NPS stakeholders; the assets being

protected are unique to NPS and irreplaceable; significant collateral benefits include the safety of visitors and their protection from criminal activities; less expensive contract guards, rather than armed USPP officers, appears to be a cost effective approach to staff the fixed-guard stations at each Icon; and available alternatives do not appear to have any advantage relative to the current USPP guard and officer mix.

USPP's patrol of the Baltimore Washington and Suitland Parkways is an example of a potential low-priority function. Both parkways provide limited, high-speed access to facilitate commuter traffic within the DC metropolitan area. The expected benefits from reduced traffic incidents are high, but the principal beneficiaries are local area commuters, not national park visitors. Indeed, the patrol function is not unique to NPS, since traffic control on major highways is common to state and local police departments. There also appear to be few collateral benefits for other NPS law enforcement needs since each parkway has few, if any, directly connected parks or bike trails, and neither is strategically located near a critical asset. The cost effectiveness of USPP traffic control activities is unclear; Maryland State Police or local county police departments could perform the same function provided they had the resources to do so and the authority to provide routine law enforcement functions on federal property.

These two examples demonstrate how the Panel's six criteria can be used to help clarify the USPP mission and establish priorities among its law enforcement functions and activities. The Panel believes that a formal priority-setting process must be established that includes active DOI, NPS and USPP leadership and takes place outside the formal budget process. Therefore, **the Panel recommends that:**

The Secretary of the Interior and the National Park Service Director, in conjunction with the Park Police Chief, should develop a rank order of current Park Police functions using the Panel's priority-setting criteria.

This process cannot be left to USPP alone. Setting priorities, given diverse functions and multiple recipients, requires actively engaging DOI, NPS and USPP leadership, as well as focusing on USPP's unique role and capabilities in its three urban venues, their jointly established law enforcement needs, and foreseeable resources.

The Role of the Budget Process

Once priority ranking for USPP functions is accomplished, the disposition of lower-priority functions will depend upon the budget resources available. Three basic options are available for lower-priority functions:

- Eliminate or reduce the amount of the activity.
- Use non-USPP alternatives to carry out the function or provide the service.
- Reduce current USPP costs by securing reimbursement or developing more efficient and/or less costly approaches to provide the service.

These difficult decisions must be made in the budget process where the relative costs of alternatives and their estimated effects can be weighed against available budget resources and established priorities. Again, USPP should not make these decisions alone. Thus, the Panel reaffirms the recommendation from its August 2001 report that:

Park Police components, in conjunction with the superintendents of the parks served, should develop and submit their budgets to the Park Police Chief. In turn, the Chief should submit a unified budget proposal to the National Park Service Director.

The Panel believes that this joint budget development process would ensure that the service provider and recipient, both of whom would be involved in evaluating the alternatives, can better understand the disposition of lower-priority functions and accept the outcome.

BUDGET TRENDS AND ISSUES

For several years, Congress and the Office of Management and Budget (OMB) have criticized USPP for the erratic nature of its spending and its inability to identify and adjust to new priorities. Those concerns sparked the first Panel study in 2001 and played a major role in this follow-up study. During FYs 2002 and 2003, the \$25 million supplemental funding allowed USPP to expand its anti-terrorism activities and pursue most of its previous law enforcement functions. Once those funds were expended, USPP indicated that it could not continue to operate at its FY 2003 level without substantial additional resources. The FY 2004 budget shortfall precipitated a number of issues discussed below.

USPP Spending Growth

USPP experienced a 36 percent increase in its spending with its annual operating appropriation growing from \$57 million in FY 2001 to \$77.5 million in FY 2003. At the same time, total full-time equivalent (FTE) employees declined from 746 to 717, almost 4 percent. Given that more than 80 percent of total USPP spending is personnel costs, this dichotomy was difficult to explain.

One potential explanation is that the spending growth focuses only on one USPP funding source: the annual operating appropriation. Budget numbers that only reflect operating appropriations can be confusing or misleading when there are other major financing sources, such as emergency supplemental appropriations, transfers from other appropriations, or changes in services provided. When USPP spending from all sources is considered, the growth trend is lower, with total spending increasing from \$81 million in FY 2001 to \$90.2 million in FY 2003, or 11.4 percent.³

Examining total spending over a longer time period also shows this lower growth trend. From FY 1998 to 2003, total USPP spending increased from \$70.8 million to \$90.2 million, an annual compound rate of 4.95 percent. This rate is consistent with annual law enforcement pay raises

³ USPP spending from other sources amounted to \$23 million in FY 2001 and \$22.7 million in FY 2003.

during this period, increased benefit costs when a larger proportion of the USPP workforce became part of the new federal retirement system, and inflation for non-pay items. This example again highlights the need for a unified budget that shows USPP spending from all sources.

The use of overtime is another important consideration. Although overtime spending usually accounts for approximately 8 percent of total USPP spending, it was well above these levels in recent years. Overtime spending accounted for 19.5 percent of total spending in FY 2000, for 17.3 percent in FY 2002, and for 13.4 percent in FY 2003. These high levels reflect emergency needs, funded by Emergency Law and Order (ELO) transfers or the anti-terrorism supplemental. To a large extent, the increase in FY 2002 overtime spending was due to the unexpected 5.2 percent decline in USPP FTEs. FY 2003 overtime spending has declined from its peak and USPP is aggressively managing FY 2004 overtime spending.

The USPP budget picture is further complicated by reimbursements received directly from permit activity sponsors, park transfers to cover unbudgeted overtime and travel to park-sponsored special events, and funds from NPS to cover ELO situations. NPS appropriations language limits transfers from the NPS Operations appropriation to \$10,000 per special event, and ELO transfers are administratively capped at \$250,000 per event. In FY 2003, USPP spending from these transfers and reimbursements amounted to approximately \$7 million. USPP has indicated that the caps have impeded the deployment of its officers to meet NPS requests for special law enforcement services, even though NPS is willing to fund the service.

Other Issues

USPP is not well served by its current financial reporting systems. There is no readily available information on total spending funds. These data only can be pieced together with considerable special effort. The NPS financial and personnel databases are separate systems and do not link. Even when reports and data can be produced, they frequently are not in a standard electronic format, which limits their usefulness for further analysis.

USPP also is hampered by the lack of an experienced, career chief financial officer (CFO) who understands federal budgets and finance, the appropriations process, and how to translate concepts for senior managers. USPP attempted to hire a CFO, but there were unanticipated problems with the selection process. The position has been advertised again, and several applications had been received as of June 12, 2004.

The CFO must be able to communicate effectively with the NPS Comptroller's office, regional directors and individual park superintendents, as well as with USPP commanders and other external stakeholders, such as DOI budget and policy officials and OMB budget examiners. Therefore, **the Panel recommends that:**

The Park Police expeditiously complete its search for and hire a career chief financial officer with the requisite background and skills in the federal budgetary process.

The Panel believes that no meaningful discussion of mission, law enforcement requirements, or priorities can take place without common understanding of the resource implications. As many USPP duties are concerned with special events and unplanned emergencies, many of which are funded or reimbursed through separate transfers, budget controls based solely on operating appropriations are inadequate. Because comprehensive budget information is essential to effective resource management, **the Panel strongly reaffirms the recommendation in its 2001 report that:**

The Park Police, in conjunction with the National Park Service and within its current appropriation account structure, should develop a unified, integrated, and comprehensive Park Police budget. It should include estimates for all costs, both operating and construction or rehabilitation, and funding from all sources.

Finally, the Panel is concerned that the current cap on reimbursements may impede the implementation of its 2001 recommendation regarding the use of reimbursements for unplanned and unbudgeted events. To facilitate sound financial management and accountability, **the Panel recommends that:**

The Department of the Interior, National Park Service, Park Police, Office of Management and Budget, and appropriators should review the current ceilings or other restrictions on National Park Service transfers to U.S. Park Police for specific, unplanned security needs, and periodically revise them to reflect changing costs for personnel, overtime, and other special equipment.

STAFFING TRENDS AND ISSUES

Since the Academy's 2001 report, USPP has recruited almost 170 sworn officers, but staffing levels have remained essentially the same because of turnover. USPP's experience is similar to that of other federal law enforcement agencies, as many sworn staff went to DHS in 2002 and 2003. As a result, some of the same staffing issues addressed in 2001 are relevant today.

Changes in Distribution of Officers

From March 2001 to 2004, USPP staffing declined by nine; a loss of 15 officers was offset by a gain of six civilians. Within these totals, New York staffing increased by 21 officers, while DC staffing declined by 31 officers. DC patrol divisions lost 11 officers, while the Special Forces Branch grew by ten and the Criminal Investigations Branch by three. These distributional changes help to explain the relative stability in USPP's ratio of privates to higher-ranked officers. The USPP's private to higher ranked officer ratio was 2.1:1 in 2004, the same as 2001, though it is somewhat higher for patrol activities. Other local law enforcement agencies have higher ratios, at least for their patrol activities.⁴

⁴ For example, the USPP ratios in their DC patrol districts range from 4.4:1 to 3.2:1 much lower than the 6.7:1 ratio for MPD in their newly established police service areas. However, MPD's overall ratio is 2.4:1, similar to USPP's.

Impediments to USPP Staff Growth

Although USPP invested substantial budgetary resources in FYs 2002 and 2003 to fund seven new recruit classes of 159 officers, training dropouts and overall attrition have thwarted efforts to increase total officer staffing. The unusually high staff turnover in FY 2002 (and to a lesser extent in FY 2003) was the major impediment. In addition, USPP continues to encounter periodic funding problems for its new recruit classes.

One reason for USPP's limited ability to increase and maintain its officer corps is its practice of training new recruits in separate, self-contained Federal Law Enforcement Training Center (FLETC) classes of 24 officers. There clearly are benefits in promoting esprit de corps among USPP recruits, but this costly; periodic accession training does little to ease continual shortages in USPP officers relative to approved staffing levels. Most other federal law enforcement agencies using the center provide basic training to their recruits in smaller groups mixed with other basic law enforcement trainees. The Panel understands the need to build camaraderie among officers, but USPP may not always have the funds for a full class. It would be better served by bringing on a few officers at a time to replace turnover losses more quickly. **The Panel recommends that:**

The Park Police send some recruits to the Federal Law Enforcement Training Center with other organizations' recruit classes so that it can bring on smaller numbers of officers at one time rather than waiting for a full class.

The Panel remains troubled by the large number of higher-ranked officers relative to privates, notwithstanding the unusual attrition in 2002 and 2003 that may have contributed to this. The shift of officers in DC from patrol to other specialized units also may have been a factor, yet the overall ratio remains different from other metropolitan police departments and should be examined. **The Panel recommends that:**

The Park Police reevaluate the number of higher-ranked officers. In some cases, intensive sergeant-to-private supervision levels may be needed. In others, there can be a broader span of control.

More Flexible Staffing

USPP's willingness and ability to use different types of staff to perform specific and often limited law enforcement activities has produced a mixed record. On the one hand, USPP has continued to civilianize certain positions as they become available, and has recently decided to use 34 contract guards to meet fixed post requirements for Icon protection in DC.

On the other hand, local law enforcement agencies make better use of non-sworn officers to perform specific duties, such as parking enforcement, parking control at special events, and volunteer services. NPS regulations prohibit the use of volunteers for paid duties otherwise performed by government employees. USPP staff indicated they lack the staff and funding to manage intern or some volunteer programs, which they once did.

In March 2004, the NPS Deputy Director announced a new policy for filling the Regional Law Enforcement Specialist (RLES) positions that USPP captains previously had occupied. A regional director can fill these positions competitively with either a USPP captain or an NPS protection ranger. The captains now in an RLES position can remain there until transfer or retirement.

To help USPP make the best use of its sworn officer staff and reduce its experienced officer losses, **the Panel recommends that the Park Police:**

- **Use a mix of staff, rather than all sworn officers, for particular services, such as parking enforcement and other functions that do not require sworn officer expertise.**
- **Reinstate the use of auxiliary staff for non-law enforcement duties, such as parking direction at the Wolf Trap entertainment venue, and use volunteers as appropriate.**
- **Use guards whenever possible for fixed posts, especially for monuments other than Icons, freeing officers for more mobile patrols.**
- **Redeploy remaining Park Police captains in regional law enforcement specialist positions as soon as practical, and use them for the highest unmet priority needs.**

The Panel has made other staffing recommendations that can be found in the body of the report.

CONCLUDING REMARKS

After taking a hard second look at the role, functions, organization, and resources of the USPP, the Panel's basic conclusion is: ***"You can't have it both ways."*** Given its heightened responsibilities after 9/11 for protection of the nation's most important Icons and urban national parks, USPP cannot be an effective guardian of urban national parks and also attempt to be a full-service urban police force without a substantial increase in resources. It is even more urgent now than when first recommended in 2001 that the mission of the U.S. Park Police be clarified and priorities be set to meet needs established jointly by the DOI, NPS and USPP. ***Active and committed leadership at all three levels is essential for the Panel's recommendations to be effectively realized.***

CHAPTER 1 INTRODUCTION

In August 2001, the National Academy of Public Administration (Academy) issued a report, *The U.S. Park Police: Focusing Priorities, Capabilities, and Resources for the Future*, which responded to congressional concerns about the need to improve accountability within and oversight of the U.S. Park Police (USPP) budget. The report contained 20 recommendations pertaining to USPP's mission and structure, its roles and functions, and its budgeting and staffing.

In 2003, the House Appropriations Subcommittee on Interior and Related Agencies grew concerned about a range of issues, most of which related to USPP's budget. It also recognized that a number of significant internal and external events had taken place since the Academy's 2001 report was issued. A new USPP Chief was appointed and the National Park Service (NPS) and USPP placed renewed emphasis on the protection of park monuments in the Washington, DC area and at the Statue of Liberty, largely in response to the 9/11 terrorist attacks. The establishment of the U.S. Department of Homeland Security (DHS) increased local, state, and federal counterterrorism activities, while improved law enforcement cooperation and coordination also may have affected USPP's roles, functions, and organizational structure. In light of these developments, Congress asked the Academy to follow up on the recommendations in its 2001 Panel report.

The subcommittee asked that the Academy's study be conducted in two phases:

Phase I

- Review the implementation status of the Academy Panel recommendations made in its August 2001 report.
 - Assess the rationale for non-concurrence, where applicable.
 - Identify possible options to adjust the pace of implementation.

Phase II

- Evaluate USPP's mission, roles, and functions, the resources allocated to them, and their relative priorities.
 - Identify major changes in the roles and functions since the 9/11 terrorist attacks in terms of their relationship to mission, needs and priorities.
 - Identify budget resources used to fulfill specific functions and USPP priorities assigned to each function. Assess the feasibility of adjusting currently performed functions assuming constrained budgets for the next few years.

This chapter reviews USPP’s history and its mission relative to the overall NPS mission, examines key changes at the U.S. Department of the Interior (DOI), NPS and USPP since the 2001 Academy report, and summarizes the implementation status of the key recommendations from that report, including additional progress since the February 2004 Phase I status report was issued.⁵ This chapter also describes the methodology used to prepare this final report.

THE U.S. PARK POLICE: A BRIEF HISTORY

The USPP is the nation’s oldest uniformed law enforcement agency. Its lineage traces to the watchmen appointed in 1791 to care for the capital’s public buildings and grounds of the newly proposed District of Columbia (DC). Initially, there were two watchmen—for the Capitol and executive mansion. When responsibility for the park system in the nation’s capital transferred from DOI to the Chief Engineer of the Army in 1867, the number of park watchmen had increased to eight—two at the executive mansion (White House), five on the Smithsonian Grounds (around the “castle”) and one at Franklin Square.

In the 1880s, these watchmen began to be known as “park policemen” and given the same duties and powers as the Washington, DC Police. Congress officially renamed the watchmen as USPP in 1919. Beginning in 1925, the Office of Public Buildings and Grounds of the Nation’s Capital (still within the Corps of Engineers) had responsibility for USPP. When President Franklin D. Roosevelt abolished that office, he placed its functions under the control of the NPS, where USPP remains.

Soon after its shift to NPS, USPP and its policing authority expanded outside of DC to include the George Washington Memorial Parkway. A 1948 law directed that:

on and within the roads, parkways, and other Federal reservations in the environs of DC over which the United States has, or shall hereafter acquire, exclusive or concurrent criminal jurisdiction, the several members of the United States Park Police shall have the power and authority to make arrests for the violation of any law or regulations issued pursuant to law.⁶

In 1970, “the environs of the District of Columbia” were redefined and extended to include “Arlington, Fairfax, Loudoun, Prince William, and Stafford Counties, and the City of Alexandria in Virginia, and Prince George’s, Charles, Anne Arundel, and Montgomery Counties in Maryland.”⁷ It was noted that without USPP, “it would be necessary to establish additional separate police forces in the metropolitan area of the District of Columbia to police each of the several Federal reservations where state and county officers of Virginia and Maryland have no jurisdiction.”⁸

⁵ National Academy of Public Administration, Implementation of Recommendations: Academy Panel 2001 Report on the U.S. Park Police, February 2004, Washington, DC.

⁶ 62 Stat. 81, PL 80-447.

⁷ PL 91-383; DC Code Ann 4-208.

⁸ DC Codes 4-206 and 4-208.

As the national park system expanded into more urban areas, USPP acquired additional responsibilities outside the DC metropolitan area. In the early 1970s, New York and San Francisco became home to new national recreation areas and NPS was responsible for managing them. USPP had the largest concentration of skilled urban law enforcement professionals in NPS, which had it assume the law enforcement functions in these new, largely urban, locations.

NPS AND USPP MISSIONS

NPS, which operates 385 park sites within the national park system, is mandated by Congress to “promote and regulate the use of the Federal areas known as national parks, monuments, and reservations...and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.” These national park sites and areas fit within one or more of three categories: historical areas, natural areas, and recreation areas. Each uses its own approach to manage and enhance the natural, historical or other distinguishing attributes for the enjoyment of the approximately 280 million individuals who visit the national park system annually. To accomplish its mission, NPS employs approximately 14,000 permanent employees and 4,000 seasonal workers.⁹

Many of the best known national parks are in remote locations, such as the Grand Canyon, Yellowstone, or Death Valley. Although some parks such as Denali National Park in Alaska are less used in winter months, most serve tourists on a year-round basis. NPS thus requires a wide range of protection, security, and law enforcement services at each national park site.

NPS’ law enforcement needs are met primarily by commissioned rangers, referred to in this report as protection rangers to distinguish them from interpretive rangers. Notable exceptions include several national park sites in urban areas. USPP meets the law enforcement needs for the DC metropolitan area, New York’s Gateway National Recreation Area (GNRA), and San Francisco’s Golden Gate National Recreation Area (GGNRA), the latter two beginning in the mid-1970s. More recently, USPP began protecting the Statue of Liberty, the Presidio in San Francisco, and Fort Wadsworth in New York City.

USPP’s mission is to “serve and protect the public and to preserve the resources of the National Park Service,”¹⁰ and its primary duty is to “protect lives.” It also is responsible for crowd control measures during official government ceremonies, special events, and public demonstrations in DC. Further, it provides dignitary and presidential protective services at the request of the United States Secret Service (USSS). To fulfill this broad mission, USPP employed 615 sworn officers and 126 civilian personnel and received a discretionary appropriation of \$78.9 million for operations in Fiscal Year (FY) 2004.

⁹ National Park Service. *Doing Business with the NPS*. www.nps.gov/legacy/business/html, p. 2.

¹⁰ National Park Service. *U.S. Park Police*. www.nps.gov/personnel/parkpolice.htm.

KEY CHANGES SINCE THE AUGUST 2001 ACADEMY REPORT

The 9/11 terrorist attacks have had a significant impact on law enforcement activities within DOI, NPS and USPP. DOI has undertaken several law enforcement reforms in response to changing security needs and recommendations from internal reports. In addition, leadership changes in DOI, NPS and USPP have involved key managers responsible for setting law enforcement policy, determining resource requirements, and managing those resources to address critical needs. Finally, organizational, spending, and staffing changes within USPP have affected its ability to fulfill its mission.

Law Enforcement Reforms at the Department of the Interior

DOI Secretary Gale Norton requested that the department's Inspector General assess the actions needed for effective departmental law enforcement. The resulting effort reviewed the seven distinct organization units in DOI's five bureaus, which contain nearly 4,400 law enforcement officers. This study, published in January 2002, led to a special review panel designed to improve law enforcement throughout DOI. Secretary Norton approved more than 20 measures the panel proposed, including the appointment of a Deputy Assistant Secretary (DAS) for Law Enforcement and Security. The measures, which were largely consistent with the Inspector General's recommendations,¹¹ were designed to improve training, supervision, oversight and coordination among the five DOI bureaus with law enforcement personnel: NPS, Bureau of Land Management, U.S. Fish and Wildlife Service, Bureau of Indian Affairs, and Bureau of Reclamation. Among the recommendations the Secretary approved are:

- The five bureaus would establish a senior-level Director of Law Enforcement and fill the position with an experienced law enforcement professional. Each one would report directly to the Bureau Director or Deputy Director, and serve on the Secretary's Law Enforcement and Security Board of Advisors.
- The bureaus would alter their chains of command to have law enforcement special agents in the field report directly to their Directors of Law Enforcement rather than non-law enforcement management.
- A single departmental Internal Affairs Unit would be established in the Office of Law Enforcement and Security (OLES) to provide independent, objective oversight over all departmental law enforcement officers and managers.

In August 2003, the Office of Inspector General issued a progress report on the Secretary's directives on law enforcement reform.¹² It found that OLES and the bureaus had made efforts to improve law enforcement, but that the pace was initially slow due to resistance. One directive that had proceeded well was ordering the formal sharing of coordination and review responsibility for law enforcement and security budgets between the DAS for OLES and the

¹¹ U.S. Department of the Interior, Office of Inspector General. *Disquieting State of Disorder: an Assessment of Department of the Interior Law Enforcement*. January 2002, No. 2002-I-0014.

¹² U.S. Department of the Interior, Office of Inspector General. *Progress Report: Secretary's Directives for Implementing Law Enforcement Reform in the Department of the Interior*. August 2003, No. 2003-I-0062.

DAS for Budget and Finance. NPS created the position of Associate Director for Resource and Visitor Protection to respond to this reform.

NPS and USPP Leadership Changes

As work on the Academy's first study was completed in July 2001, Fran P. Mainella became NPS Director, having previously served as Director of Florida's Division of Recreation and Parks. She appointed Teresa C. Chambers, then Chief of Police in Durham, North Carolina and formerly with the Prince George's County Police Department in Maryland, to become USPP Chief. Chambers was sworn in as Chief in February 2002. The USPP Chief reports to NPS Deputy Director Donald W. Murphy, who joined NPS in fall 2001 from the California Department of Parks and Recreation.

The post-9/11 security environment encouraged DOI and NPS efforts to improve the structure and operations of their law enforcement organizations. For example, all NPS law enforcement activities (except for USPP) were consolidated under one office and (along with USPP) report to Deputy Director Murphy. Karen Taylor-Goodrich, former Director of NPS Park Operations, was appointed to the newly created position of Associate Director for Resource and Visitor Protection, which has line authority over NPS' 60 special agents, who primarily investigate crime in national parks, and oversight responsibilities for the 1,400 protection rangers who work in the 385 parks and report directly to park superintendents. Within the Associate Director's office is the Office of Law Enforcement and Emergency Services, which has coordinated preparation of each park's law enforcement needs assessment (LENA).

Ms. Taylor-Goodrich does not have authority over USPP. She and the USPP Chief are organizational equals and both serve as members of the NPS National Leadership Council.

DOI created the DAS for Law Enforcement and Security, within the Office of the Assistant Secretary for Policy, Management and Budget, to oversee all DOI law enforcement activities. When Secretary Norton established this office, she described it as having "broad responsibilities, including developing law enforcement staffing models, establishing consistent departmental training requirements and monitoring their implementation, overseeing the hiring of key law enforcement and security personnel, establishing updated emergency procedures, and overseeing and reviewing bureau law enforcement and security budgets."¹³ At the Secretary's discretion, the DAS also can be given direct authority to oversee the deployment of all departmental law enforcement officers in times of emergency. To head this office, the Secretary appointed an individual with substantial federal law enforcement experience—Larry Parkinson—formerly a prosecutor with the U.S. Attorney's office in Washington, DC, and FBI General Counsel.

Within USPP, Chief Chambers made a number of leadership changes. She elevated former Deputy Chief Benjamin J. Holmes Jr. to Assistant Chief and brought in several individuals for top positions. They are: Dwight E. Pettiford, Deputy Chief for Operations and formerly with the Durham, NC Police Department; Barry S. Beam, Deputy Chief for Field Offices and formerly with the Prince George's County Police; and Pamela L. Blyth, Civilian Manager for

¹³ Press release from the Office of the Secretary of Interior, July 19, 2002.

Organizational Development and Fiscal Management, and a former general management consultant in Durham City Council. The Deputy Chief positions were filled competitively.

In December 2003, NPS suspended Chief Chambers, with pay, and later notified her of its intention to fire her. She appealed that decision to DOI and also asked the Office of Special Counsel at the Merit Systems Protection Board (MSPB) to consider her case as that of a government whistle blower. Assistant Chief Holmes was made Acting Chief and, upon his retirement in March 2004, Deputy Chief Pettiford assumed the post. On July 9, DOI upheld NPS' action, and the chief was fired as of that date. Chambers' appeal with MSPB is pending.

USPP ORGANIZATIONAL, SPENDING, AND STAFFING CHANGES SINCE 2001

USPP Organizational and Structural Changes

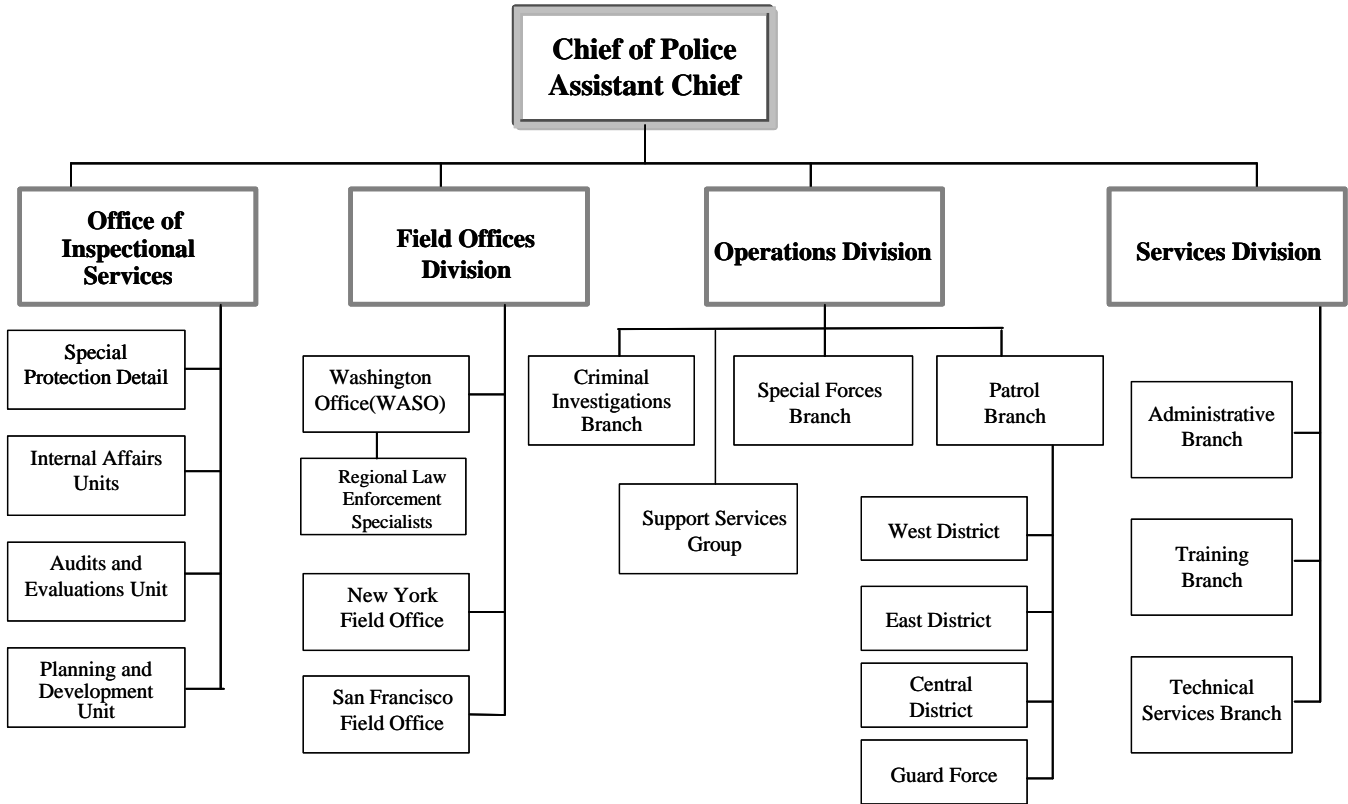
The placement of the USPP Chief within NPS has been the most significant change since the 2001 Academy Report was released. Effective January 2002, the USPP Chief reported to the NPS Director through the NPS Deputy Director. Before then, the Chief reported to the National Capital Regional Director. This change, recommended in the 2001 report, recognized USPP's multi-regional responsibilities and that some responsibilities, such as personal protection, escorts and demonstrations, were national in scope and transcended park and regional interests. The USPP Chief was also added to the National Leadership Council, which includes NPS regional directors and senior NPS staff.

According to its staff, USPP is more involved in broader NPS policies, such as workforce and strategic planning, under the new reporting structure. USPP staff participate directly on NPS committees and, as one senior staff member put it, "USPP is more in step with NPS and is no longer seen as 'apart' from it." Although there have been changes in security emphasis, staff distribution, and work schedules, the USPP organizational structure has been relatively stable between 2001 and 2004. The 2001 structure is depicted in Figure 1-1 and the 2004 structure is shown in Figure 1-2.

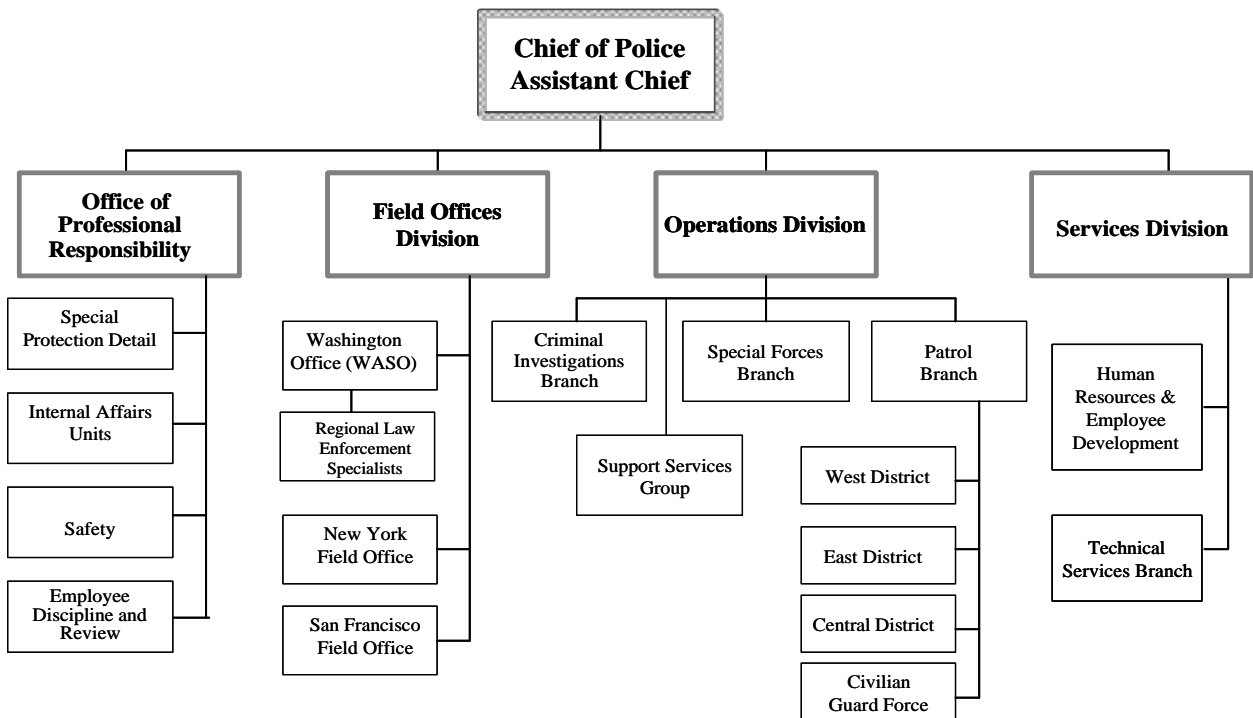
The Chief, aided by an Assistant Chief, leads the force and is directly responsible for its operations, administration, and management. The organizational structure continues to have three principal divisions: Operations, Services, and Field Offices, all of which are based in DC. The Office of Inspectional Services was redesignated as the Office of Professional Responsibility in the 2004 structure, and the audits, evaluations, planning and development units were replaced with new offices focused on safety and employee discipline and review. A Deputy Chief heads the Operations and Field Office Divisions. Once headed by a Deputy Chief, the Services Division¹⁴ now is led by a Major, as is the Office of Professional Responsibility.

¹⁴ This position, which was vacant for approximately 2 years, is now filled on an acting basis.

**Figure 1-1
2001 United States Park Police Organizational Structure**



**Figure 1-2
2004 United States Park Police Organizational Structure**



- **The Operations Division** is responsible for operational activities in the Washington area. It consists of the Patrol Branch, the Criminal Investigations Branch (CIB), the Special Forces Branch (SFB), and the Support Services Group. A Major heads the first three and a Captain heads the fourth.
 - The Patrol Branch, the Operations Division's largest element, is responsible for patrolling the Washington area and overseeing contract guards at the Icon monuments.
 - The CIB is a centralized branch that serves as the investigative arm for crimes in all three districts. It conducts plain clothes and undercover investigations and has a narcotics and vice unit.
 - The SFB is composed of one Special Weapons and Tactics Team (SWAT) (there were 2.5 SWATs in 2001), and houses the canine, aviation, and motorcycle units. It is the principal liaison with USSS on presidential and foreign dignitary protection, performs escort duties, and serves as the focal point for special events, demonstrations, and potential terrorism threats in the Washington area. SFB now has an intelligence unit that provides the primary counterterrorism link with DHS.
 - The Support Services Group includes the horse-mounted patrol, watch commander, shift commanders, traffic safety unit, and civilian guards at such DC locations as Ford's Theater and NPS offices.
- **The Services Division** provides administrative, communications, training, data analysis, information management, and other technical support services.
- **The Field Offices Division** includes a small DC-based headquarters that manages the New York and San Francisco field offices. The six captains assigned to NPS to serve as law enforcement specialists for NPS regions are organizationally within this division, as is a major who serves as liaison in NPS' Washington Service Office.
 - The New York Field Office (NYFO) provides protection services for the Statue of Liberty, Ellis Island, and the GNRA in the New York City area.
 - The San Francisco Field Office (SFFO) provides most, but not all, of the protection services for GGNRA and the Presidio Trust, a separate government corporation controlling large areas of the Presidio, which is within GGNRA.

The Chief's office includes the Office of Professional Responsibility, which handles internal affairs, employee safety, and planning and development. In addition, the Secretary of the Interior's five-person special protection detail is assigned to and managed within this office.

Spending Trends

USPP operational costs have increased substantially from 2001 to 2004. The annual appropriation for operations—the major source of USPP operational funding—increased from \$62.3¹⁵ million in FY 2001 to \$78.9 million in FY 2004, or 26.6 percent. This overall growth exceeded the 17.3 percent growth in the NPS appropriation for operations for the same period.

In addition, USPP received anti-terrorism supplemental appropriations totaling \$1.4 million in FY 2001 and \$25.3 million in FY 2002. These emergency no-year funds helped sustain higher USPP spending levels in FY 2001, 2002, and 2003. Once these supplemental funds were exhausted, however, USPP found that its FY 2004 appropriation was not solely sufficient to maintain its previous level of operations. This “funding gap” resurrected many of the concerns that precipitated the 2001 Academy study. Chapter 4 provides more detailed analysis of these overall trends.

Staffing Trends

Table 1-1 shows the number of USPP sworn officers for selected years between 1986 and 2004.¹⁶ In the aggregate, officer strength increased 9.4 percent between 1986 and 1995, another 4.1 percent from 1995 to 2001, and has declined 2.4 percent since 2001. Within this total, the most dramatic change has been the increase in positions in NYFO and SFFO and the respective decline in DC Operations staff. Some proportion of the field growth between 1986 and 2001 was for reimbursed positions,¹⁷ but most of the expansion reflected an increase in law enforcement services provided to meet NPS needs. Increased field responsibilities included picking up the Presidio in San Francisco when it became a national park site in the mid-1990s, taking responsibility for the Statue of Liberty from NPS law enforcement rangers in 1994, and assuming the security role at Fort Wadsworth when it transferred from the U.S. Army to NPS in 1995.

The decline in sworn officer positions in DC did not reflect a commensurate decline in the demand for law enforcement services. Over this period, USPP acquired responsibilities for such new areas as the Roosevelt, Korean and Vietnam War Veterans Memorials, Pennsylvania Avenue from the Capitol to the White House, escort responsibilities for the vice president, and greater security protection for the three Icon monuments on the National Mall.

The decline of sworn officers in the Office of Professional Responsibility and Services Division between 2001 and 2004 reflects the civilianization of some positions and a shift of sworn positions to Operations, especially to SFB.

¹⁵ USPP’s total FY 2001 operations appropriation—\$81 million—included \$18.7 million for the DC pension payment. This was deducted from the FY 2001 appropriation to ensue comparability with the FY 2004 appropriation, which did not include the payment.

¹⁶ 2001 data are mid-year, when the Academy Panel completed its study. These numbers are used rather than end-of-year numbers so that the 2001 report data can be compared with 2004 data. 2004 data are from mid-March.

¹⁷ For example, the Presidio Trust (a government corporation) reimburses USPP for about 34 FTE of the San Francisco positions (FY 2003 reimbursement of \$3.4 million), while the Coast Guard reimburses USPP for some NYFO positions at Fort Wadsworth (FY 2003 reimbursement of about \$500,000).

**Table 1-1
Park Police Sworn Officers: 1986-2004**

OFFICE	1986	1995	2001	2004
Chief, Assistant Chief	2	2	2	3
NPS Regions & Washington Office	10	11	11	7
Office of Prof Responsibility	18	22	19	15
Operations (DC Districts, Spec Forces, CIB, Recruits)	403	379	375	366
Services Div (Training, Admin, Communications, Dispatch	36	50	45	30
Field Office Division (NY and SF and 1 staff in DC)	84	141	178	194
Total Sworn Officers on Board	553	605	630	615

Sources: USPP Financial Plans for 1986 and 1995. In 2001, Presidio and Fort Wadsworth information was from payroll data, while all other data were from a March 2001 list of USPP personnel by organization. In 2004, all data are from USPP's March list of positions.

Crime or Incident Data Changes

Appendix D contains detailed data on crime trends and enforcement patterns for 2001, 2002, and 2003. These update the summary of incidents in the USPP jurisdictions listed in the August 2001 report.

In general, the national decline in urban crime extended to USPP venues. The incident closure rates have generally improved, and the percentage of incidents outside NPS jurisdiction has declined significantly. For example, USPP incidents involving violent crimes in the DC area fell from 265 to 140 between 2000 and 2003, and property crimes decreased from 409 to 297. Traffic incidents, including citations and warnings, declined markedly between 2000 and 2003, although vehicle accidents increased slightly over this period.

In New York, violent and property crimes, lesser crimes, and vehicle accidents were down markedly since 2000, while traffic and other service incidents have increased. In San Francisco, violent crime increased sharply, while property and other crimes declined. Traffic incidents there increased slightly, but vehicle accidents and other service incidents declined.

IMPLEMENTATION OF THE 2001 RECOMMENDATIONS

In the Phase I report issued in February 2004, the Academy Panel reviewed its 2001 recommendations and the extent to which DOI, NPS, or USPP had implemented them. In some cases, more than one organization had a role. The Panel divided implementation achievement into five categories, as shown in Table 1-2.

Table 1-2: Status of the Twenty 2001 Recommendations

Fully Implemented	4
Moderate Progress	3
Limited Progress	10
No Progress	1
Rejected	2

For each recommendation reviewed in the report, a brief paragraph explained the extent of implementation achievement, and a section gave more details on specific actions. The recommendations were organized by the three functional categories addressed in the 2001 report: roles and missions, budgeting, and staffing. Overall, the Panel found substantial variation in the progress made to implement the recommendations.

Five of the 20 recommendations appeared to be key to refocus USPP resources and their use toward meeting NPS' most critical law enforcement needs. These included two recommendations designed to clarify USPP's overall mission, responsibilities and priorities and to focus its mission on the protection of park visitors and resources, especially the monuments, memorials and other national treasures in the National Capital Region (NCR). Two other recommendations addressed critical budget and finance issues, including the need to establish a comprehensive, unified USPP budget and to involve major commanders and park superintendents in the annual USPP budget development. The fifth key recommendation focused on the need to develop a thorough staffing needs assessment, based on a clarified USPP mission, including an examination of the balance among patrol activities, specialized units, and administrative assignments. The Panel determined that **limited progress had been made** in implementing these five key recommendations. They are listed below, with a brief description of the status.

1. The Secretary of the Interior, in conjunction with the Director of the National Park Service, clarify the mission, responsibilities, and priorities of the U.S. Park Police.

- Two separate task forces within DOI and NPS, created to address USPP priority issues, have not yet completed their work.
- DOI made securing national Icons from terrorist threats a top priority, but the USPP continues to try to perform all its other activities without any explicit guidance concerning priorities.

2. The USPP mission (should) increasingly focus on Washington, DC as the nation's capital, and on its surrounding areas. Priority should be given to the safety and assistance

of park visitors, the protection of resources, particularly monuments, memorials, and other national treasures from damage and terrorisms, and the management of special events and demonstrations.

- USPP has increased its security activities for the three Icons on the National Mall, although initial efforts were severely criticized by DOI's Inspector General.
- USPP has also increased its security response to special events on the Mall, and often relies on support from other law enforcement entities in the DC area.
- Priorities have not been set among core, specialized, and other urban policing functions described in the 2001 report.
- NPS and USPP initially rejected the implication that USPP activities in New York and some in San Francisco be transferred to park rangers in order to concentrate USPP resources primarily in DC.

3. The USPP, in conjunction with the National Park Service and within its current appropriation account structure, (should) develop a unified, integrated, and comprehensive Park Police budget. It should include estimates for all costs, both operating and construction or rehabilitation, and funding from all sources, whether appropriations, user fees, other reimbursements, or emergency law and order funds.

- A separate line item USPP appropriation for FY 2001 provided the impetus for consolidating USPP funding for DC, New York and San Francisco, but it included only appropriated operating funds.
- USPP included the expected reimbursement from the Presidio Trust Corporation in its FY 2003 financial plan.
- Total USPP spending still is not readily observable because all reimbursement funds, emergency funds, and some capital spending have not been added to form a comprehensive USPP budget that can be monitored by the USPP Chief, NPS and Congress.

4. The USPP components, in conjunction with the superintendents of the parks they service, develop and submit their budgets to the Park Police Chief. In turn, the Chief should submit a unified budget proposal to the director of the National Park Service.

- The USPP Chief used the NPS budget system to develop and rank recommended budget initiatives for the FY 2004 budget.
- However, these initiatives and rankings do not appear to arise from the detailed, joint NPS-USPP review of park level law enforcement needs prescribed in the Panel recommendation.

5. A thorough staffing needs assessment based on the U.S. Park Police mission, as clarified, be performed. It should examine the balance among patrol activities, specialized units, and administrative assignments. The assessment should use primarily external expertise to ensure its objectivity and credibility, and the results should be addressed through the budget process recommended (by the Panel).

- Although NPS and USPP concurred with the recommendation, USPP did not undertake, or hire external experts to conduct, a staffing needs assessment.
- USPP indicated that it was waiting for mission clarification and priorities guidance from DOI and NPS.
- DOI and NPS did not issue this guidance because they believed they had delegated to USPP the responsibility to clarify its mission and conduct a comprehensive review of staffing needs.

Subsequent USPP Actions

Since the Panel's Phase I report was issued in February 2004, USPP acting Chiefs and senior staff have undertaken additional actions to implement more of the 2001 recommendations.

- In spring 2004, USPP leadership initiated meetings with park superintendents in the Washington, DC area to discuss park needs and USPP capabilities to meet them, a necessary first step toward implementing the joint budget development recommendation.
- Another recommendation was to improve fiscal responsibility and accountability within USPP by having the Chief provide separate budget allotments to major commanders [early in the fiscal year], holding them, like park superintendents, accountable for managing their commands within those budget allotments. USPP tried this initially for a limited number of FY 2003 expenditure items, but the Chief's office retained approval authority and this limited attempt was terminated for FY 2004. Recently, the acting USPP Chief delegated to branch and watch commanders in Washington, DC the authority to approve routine purchase requests up to \$1,000 (for purchases not considered "sensitive," such as weapons or technology that would be new to USPP) and the responsibility to operate within the NPS Advanced Procurement Plan for their areas. If this is successful, USPP leadership plans to increase the approval amounts and extend this authority to other expenditure areas.
- The Panel recommended that USPP develop a multi-year replacement plan for cruisers and other capital equipment in the DC area. Although USPP agreed with the recommendation, no plan had been developed as of February 2004. However, USPP staff have reinitiated work on a vehicle and equipment replacement plan, and have committed to have it in effect in October 2004.
- USPP recently completed an internal reassessment of its civilian guard positions by location. It identified additional guard hires needed to reduce overtime and enhance

officer safety, and it established priorities for each post. The latter will serve as the basis for assigning civilian guards when there are not enough on duty to fill every post. This type of reassessment is but one component of a larger, overall staffing needs assessment that the Panel recommended.

Not all of these actions imply successful completion of a Panel recommendation. For example, the additional meetings with superintendents are geared toward improving communication of needs and establishing a process for joint budget development, a critical first step. However, continued leadership and follow-up must be undertaken to fulfill the joint budget development recommendation. Likewise, assessing civilian guard needs and assigning priorities to fixed posts are one part of an overall staffing needs assessment. At the same time, these efforts do demonstrate a renewed commitment to implement more of the Panel's recommendations, particularly those that USPP agreed it could begin to implement internally.

STUDY METHODOLOGY

Academy Fellows and specialists knowledgeable in law enforcement activities comprised the Panel that directed this follow up project and guided staff that conducted the research. The Panel held four meetings to meet with DOI, NPS and USPP managers, including the Acting Chief, NPS Director and Deputy Director, and the DAS for Law Enforcement and Security. The Panel approved the project methodology and work plans; reviewed draft papers; developed recommendations; and reviewed and approved the draft report. The Panel and staff provided periodic status reports on the study's progress to DOI, NPS, USPP, and congressional staff.

Project staff organized the analysis provided in this report, and the Panel used this information as it adopted findings, conclusions, and recommendations. DOI, NPS, and USPP were invited to review the draft and provide comments. Their comments have been incorporated into this final report.

The approach to this study entailed:

- Defining the major functions that USPP performed in fulfilling its mission, including:
 - Developing a set of major USPP functions for the DC area using information developed in the August 2001 report and the February 2004 Phase I report, interviews with DOI, NPS and USPP staff, reviews of NPS and USPP documents, and other source materials.
 - Comparing these functions with similar functions performed by other law enforcement entities (urban police departments, federal law enforcement agencies and NPS' protective rangers).

- Identifying any changes in USPP functions since the 9/11 terrorist attacks and any differences in major USPP functions performed in DC, compared to New York and San Francisco.
- Establishing USPP's FY 2003 costs associated with each major USPP component, including:
 - Working with DOI, NPS and USPP budget staff to develop budget costs by organization from current USPP data arranged by organization and type of spending (budget object classes, such as overtime or supplies)
 - Working with NPS and USPP to determine the types and number of staffing hours allocated to each major organization, since staff costs are the predominant component of USPP spending.
 - Developing similar organizational budget costs for the previous 3-4 years (e.g., FY 2000 through 2002). USPP budget and staffing data do not exist on a functional level and the existing information and reporting system does not support an effort to develop data along functional lines.
- Examining models and methodologies used for estimating resources required for each major USPP function, including:
 - Reviewing current NPS, USPP, and other models for estimating law enforcement needs, such as the LENAs and Visitor Management and Resource Protection Assessment Program (VRAPs) park superintendents developed for protection rangers, and the USPP beat analysis.
 - Reviewing alternative staffing models developed by research organizations and others that have been successfully applied to federal or local law enforcement needs.
- Reviewing potential criteria for establishing priorities within law enforcement agencies and assessing their applicability to USPP, including:
 - Identifying criteria for establishing law enforcement priorities from interviews with DOI, NPS, USPP, and other federal and local law enforcement entities. Criteria comparison focused on those entities that have clearly defined priorities that are perceived to be successful.
- Establishing a set of criteria to refocus the current USPP mission and set priorities, given expected funding levels over the next few years, including:
 - Using the potential priority-setting criteria, developing a methodology to rank the criteria and presenting examples of the criteria applied to selected USPP functions and activities.

- Identifying potential low-ranked functions relative to higher ranked functions and indicating the additional information that DOI, NPS, and USPP decision-makers would need to set USPP priorities.

ROAD MAP TO THE REPORT

Chapter 2 examines the mission differences between USPP and protection rangers and analyzes how the basic concept of mission differs from USPP to NPS. Although USPP compares its mission to that of a full-service urban police force, NPS views it as a police force for urban national parks. Finally, this chapter looks at the relationship and reliance USPP has with other local law enforcement agencies at the federal, state, and local levels.

Chapter 3 evaluates the current process used to set USPP priorities and compares it with methods used by other police organizations, including protection rangers. This chapter also identifies USPP's current functions and identifies six criteria that could be used to clarify the mission and set priorities for current functions and activities. The Panel's "ranking matrix" illustrates how priority-setting criteria can be applied for current USPP activities to develop a rank ordering. The chapter concludes with identifying potential high and low-priority functions and discusses alternative dispositions for low-priority functions that NPS and USPP can address in the budget development process.

Chapter 4 examines the growth in USPP spending and the principal sources for it, and compares the total growth rates with spending from operating appropriations alone. The chapter also includes specific recommendations designed to address the key spending issues.

Chapter 5 addresses staffing trends and relates them, where possible, to the numbers of staff who work in the respective areas. It also examines ways to add flexibility to staffing patterns and develop USPP staff throughout their careers. The chapter also discusses the work that USPP does with other law enforcement organizations and how they deploy their staffs. Finally, the chapter presents methods that NPS and USPP could use to estimate human resource needs, and recommends an approach to better match USPP resources with its mission.

CHAPTER 2

LAW ENFORCEMENT IN URBAN PARKS AND USPP MISSION

NPS manages and maintains 385 national parks, monuments, and other sites that host more than 280 million visitors annually. For the vast majority of national park sites, protection rangers provide law enforcement services. Most of these park sites are in remote rural areas. For those that are located in or adjacent to large urban areas, the most well known are: the National Mall area with its monuments and memorials; the Statue of Liberty and Ellis Island in New York; Gateway and Golden Gate National Recreation Areas in and around New York City and San Francisco, respectively; and Independence National Historic Park with the Liberty Bell in Philadelphia.

USPP provides law enforcement services for these major urban national park sites, except for Independence National Historic Park in Philadelphia, and parts of Gateway and GGNRA. The NPS protection rangers serve the other national urban park sites, such as the Jefferson National Expansion Memorial in St. Louis (which includes the Gateway Arch, the Museum of Western Expansion, and the Old Courthouse), and the Boston National Historical Park (which includes the Freedom Trail and the many landmarks along that route).

What makes NPS' law enforcement, security and protection mission different from other federal law enforcement entities is its congressional mandate not only to provide protection for the people visiting parks but to protect the vast and diverse inventory of national park system resources. The NPS Organic Act directs that these nationally significant resources be protected to preserve them unimpaired for the enjoyment of future generations.¹⁸

Chapter 2 reviews law enforcement in NPS' urban parks throughout the nation and the kinds of work done by NPS protection rangers and USPP officers. It then discusses the evolution of the USPP mission to a full-service urban police force and the need for DOI, NPS, and USPP to reexamine that mission in the context of the NPS mission. Since some specific USPP work activities, while within its authority, are beyond NPS needs, the chapter also examines how to approach this issue. Finally, the chapter addresses priority setting in the post-9/11 world.

Throughout the chapter, the Panel emphasizes the need for DOI and NPS to engage USPP in carefully and jointly redefining—in the context of the NPS mission—the USPP mission, and in establishing priorities consistent with the mission to ensure that its functions can be effectively performed with available resources.

DIFFERENCES BETWEEN THE WORK OF PROTECTION RANGERS AND USPP OFFICERS

Every national park site requires some combination of law enforcement services to protect visitors and its natural, cultural, or historical assets. Although the mix of law enforcement

¹⁸ National Park Service, *Law Enforcement Programs Study: U.S. Park Rangers*, a report to Congress pursuant to P.L. 105-391, 1999, pp. 8, 12-13.

services may vary with each park, the required services at urban ones differ substantially from those at most of the isolated, expansive parks in rural areas.

- Urban park visitors are less likely to encounter wildlife or become lost, but they are more likely to confront person-on-person criminal activity—assault, robbery, or auto theft.
- Natural resource preservation issues may be more prevalent in rural than in urban parks, though the Presidio has several endangered and one unique species.
- Protection rangers in urban areas cover a smaller geographic area than protection rangers in the larger rural parks, and they address law enforcement issues that are more common to those that USPP faces.
- Visitor protection requirements differ, since the local city populations also use at least some of the NPS grounds as community parks, and may represent a larger proportion of park visitors than at the larger rural parks.

A review of selected LENAs for urban national park sites demonstrated the urban/suburban nature of these parks and described specific law enforcement needs.

- In St. Louis, the park defines the threat of terrorism as one of four external factors that affect it. The 40 law enforcement staff monitor dozens of security cameras and oversee magnetometers and x-ray equipment for visitor screening.¹⁹
- GGNRA protection rangers noted that many of the city's social problems have become law enforcement problems there, including drug use, public drunkenness, deviant sexual behaviors, vagrancy and disorderly conduct. These activities tend to migrate from areas of heavy police presence to areas where pressure is less intense. This often requires that NPS law enforcement efforts be directed at social problems in addition to park resource and visitor protection.
- At Independence Hall in Philadelphia, there are more bars and night clubs around the perimeter than in the past, and there are more crimes, such as drunkenness, assault, vandalism, and drugs, which spill into the park. In addition, to meet security requirements at Independence Hall, NPS now uses protection rangers and armed, contract guards. NPS staff believe that armed guards are feasible because Pennsylvania has strict statutes about guard training; guards are trained at the same level as local deputy sheriffs. However, guards do not enforce laws or make arrests; they are armed for their own protection and to be able to take action in a counterterrorism emergency.

As a general rule, protection rangers want to work first in a park setting protecting resources and serving visitors, while USPP officers concentrate on police work that prevents criminal activities

¹⁹ The 2000-2005 Strategic Plan for the Jefferson National Expansion Memorial (which includes the St. Louis Arch) shows that law enforcement is the largest item in the park's appropriation, at approximately 30%. In the FY 2005 budget request, NPS asked that the memorial receive new program funds of \$668,000 for heightened homeland security measures, including eight additional full-time-equivalent positions.

or investigates those that occur. These cultural differences are illustrated well on the NPS recruitment web pages for rangers and USPP officers.

Park Rangers supervise, manage and perform work in the conservation and use of resources in national parks and other federally-managed areas. Park Rangers carry out various tasks associated with forest or structural fire control; protection of property; gathering and dissemination of natural, historical, or scientific information; development of interpretive material for the natural, historical, or cultural features of an era; demonstration of folk art and crafts; *enforcement of laws and regulations; investigation of violations, complaints, trespass/encroachment, and accidents; search and rescue*; [emphasis added] and management of historical, cultural, and natural resources, such as wildlife, forests, lakeshores, seashores, historic buildings, battlefields, archaeological properties, and recreation areas.²⁰

The primary duty of the **U.S. Park Police** is to protect lives....[They] may be detailed to any park of the National Park System on a temporary basis, but men and women who are considering careers as Park Police should expect to work in a large urban area. Park Police Officers preserve the peace; prevent, detect, and investigate accidents and crimes; aid citizens in emergency situations; arrest violators; and often provide crowd control at large public gatherings.²¹

As these advertisements indicate, USPP officers and protection rangers have substantially different career expectations and role perceptions.

- Most protection rangers expect to spend much of their careers at a larger rural national park site, while USPP officers expect to spend much of theirs in an urban location. A major reason that NPS assigned its New York and San Francisco responsibilities to USPP was because its protection rangers did not want long-term, urban duty.²² Independence National Historic Park in Philadelphia continues to face high turnover rates among its rangers and the park has required newly recruited rangers to sign an agreement to remain there or in the environs for at least two years.
- USPP officers and protection rangers handle traffic issues, but the former are more likely to patrol a major highway while the latter may ensure that back-country roads are not closed due to weather-related mishaps. Even in urban areas, the rangers will generally be on only those local roads that surround their parks, while USPP officers travel among park locations.
- Because rural parks often are some distance from a hospital or other medical facilities, protection rangers are expected to be first responders for medical emergencies and have enhanced training in this area. They are more likely to be involved with search and

²⁰ Source: www.nps.gov/personnel/rangers.htm.

²¹ Source: www.nps.gov/personnel/parkpolice.htm.

²² Park rangers initially provided law enforcement at the Statue of Liberty, but this function transferred to USPP in 1994 because there was a high turnover among rangers, who not want to work in such an urban location.

rescue operations that cover a broad expanse of unoccupied territory. When USPP officers are involved in a search and rescue operation, they are more likely to follow a speeder or carjacker or look for a robbery suspect.

- USPP handles all aspects of criminal investigation. Protection rangers investigate most crimes that occur within their prescribed jurisdiction, though generally not homicides or other major felonies.²³
- Protection rangers focus more on protecting a park’s natural and cultural resources and are more likely to do regular perimeter checks or look for indications of poaching. USPP is more likely to learn about encroachment or damage to natural resources from an interpretive ranger or other park employee. In DC, these investigations would generally be handled by an environmental officer in CIB.
- Park superintendents expect protection rangers to be helpful to visitors and encourage them to provide information and talk to visitors. Because their uniforms are almost identical to those of interpretive rangers, visitors perceive little difference in roles—though they can of course see that protection rangers wear guns. USPP officers are police first, and their uniforms and cars are like those of a municipal police officer.

Even more significant than the visual differences and work variations between protection rangers and USPP officers is the official to whom they report—rangers report to their respective superintendents and USPP officers report to their district commanders through a separate reporting structure. Thus, superintendents in areas not covered by USPP have full control over the work of protection rangers and can reassign them as priorities shift. USPP officers work within their own separate chain of command and coordination between park superintendents and USPP area commanders can vary. Academy staff observed a positive correlation between the proximity of USPP offices to that of a superintendent and a superintendent’s satisfaction with USPP services. This is especially true for the George Washington Parkway and Statue of Liberty sites.

USPP’S EVOLUTION AND EXPANDED MISSION

The different law enforcement approaches that USPP officers and protection rangers take are grounded in USPP’s underlying statutory history, described in Appendix E. The original DC park watchmen had duties that included gardening as well as patrol. In appropriations language, Congress designated the city parks (which were federal land) they would patrol—in addition to areas around the Capitol and Ellipse—and specified the number of officers per park. These park watchmen were placed under DOI in 1849, and they transferred to the Army Corps of Engineers in 1867.

²³ NPS has approximately 60 special agents (GS-1811 series) who investigate alleged or suspected major offenses or violations of specialized U.S. laws. These staff are stationed throughout the country and report through regional directors to the NPS Associate Director for Resource and Visitor Protection.

An attorney general's ruling in 1886 determined that police who patrolled federal parks had the same powers and duties as the DC Police, which gave them enforcement powers outside the parks. By 1890 they covered even more city parks and had largely enforcement duties. In 1908, Congress discontinued the practice of specifying individual officer posts, and in 1919, Congress designated the officers as the U.S. Park Police.

USPP acquired law enforcement responsibility for Rock Creek Park (already federal land) from the DC Police in 1919, and in 1931, Congress added plain-clothes officers to help reduce thefts from parked autos and incidents of indecent exposure. The Capper-Crampton Act of 1930 gave to the federal government authority to make advance land purchases; this became the basis for greatly expanding national parkland, including within the DC environs. In 1932, USPP began its first operational role outside metropolitan DC—patrolling Mount Vernon Memorial Highway (now the much longer George Washington Memorial Parkway) along the Potomac River.

In 1916, Congress created NPS. By executive order, President Franklin D. Roosevelt transferred responsibility to NPS for the historic battlefields and fortifications that the War Department previously managed as national parks and monuments, the national monuments and national forests under the U.S. Department of Agriculture, and USPP. Within NPS, USPP was placed in the National Capital Parks unit, and it acquired responsibility for the battlefields and monuments throughout the city. Previously, they had concentrated primarily in Northwest DC, within a mile or two of major memorials.

USPP's added responsibilities for park areas within DC reflect Congress' intention for NPS, and thus USPP, to fully handle parks within DC. *A History of National Capital Parks* notes that the National Capital Parks serve the needs of the citizens of DC, Maryland, and Virginia, and millions of other annual visitors, and, "to insure (sic) the national character of the parks, they have remained under federal control for 160 years."²⁴

A 1948 law²⁵ gave USPP general police authority on all lands over which the United States has exclusive or concurrent criminal jurisdiction in Montgomery, Prince George's and Anne Arundel Counties in Maryland and Arlington and Fairfax Counties and the city of Alexandria in Virginia. This authority included arresting civilians on military property, but not members of the military. In 1970, Congress extended USPP jurisdiction to federal lands in Loudon, Prince William, Stafford, and Charles Counties in Virginia.²⁶

NPS assumed jurisdiction for the Baltimore Washington Parkway in 1953, which it had opposed, seeing it as a drain on resources. With this new role, USPP opened the Greenbelt substation and assigned to it 11 officers. In the early 1970s, with the expanding need to have officers close to broadly dispersed parks, USPP opened substations in Anacostia, Rock Creek Park, and on the George Washington Memorial Parkway.

²⁴ Heine, Cornelius W., *A History of National Capital Parks*, Chapter III, "Parks of the National Capital, 1933-1951," U.S. Department of the Interior, NPS, National Capital Parks, 1953. Available at www.nps.org.

²⁵ P.L. 80-447, March 17, 1948.

²⁶ P.L. 91-383, August 18, 1970.

Previous Efforts to Narrow the USPP Mission

Throughout early USPP history there are references to having the DC police assume USPP duties and doing away with a separate federal law enforcement entity. In response, the USPP looked for ways to solidify its federal duties. For example, there was a 1914 bill (favored by Army Chief of Engineer's Public Buildings and Grounds) to have USPP take over the 28 DC police positions at the White House buildings and grounds. President Woodrow Wilson's secretary, who did not want to train a new group of officers, opposed the bill and Congress did not pass it. In the mid-1930s, USPP began to better establish the difference between it and the DC police by having USPP officers become more knowledgeable about tourist sites on the National Mall and in other parts of DC so that they would be able to assist visitors as well as protect them.

Later legislation attempted to reduce USPP's role in DC to that of guards, with responsibility for only minor traffic cases, the rest to be handled by DC police. The USPP would be funded entirely from federal appropriations, a change from having USPP staff in DC paid and equipped from District appropriations. President Harry Truman vetoed the bill because USPP would have to serve two masters (DC Commissioners, who oversaw local police, and the Secretary of the Interior), and because DOI's appropriation was already established. That event appears to have been the last major skirmish in the effort to reduce USPP's role in DC.

In a 1979 report, the General Accounting Office (GAO) recommended that the Secretary of the Interior transfer police control of small parcels of land, such as circles and triangles, to DC.²⁷ NPS would continue to administer and maintain the land. DOI strongly disagreed. First, it believed GAO had mischaracterized USPP as a DC entity, while DOI viewed it as, "The urban law enforcement arm for the National Park Service in the Washington metropolitan area, San Francisco, CA and New York, NY...The Park Police also provide law enforcement advisors to each regional office of NPS and respond, upon request, to law enforcement emergencies in any area of the system." More specifically, DOI noted:

The national significance of these small parcels of National Park System land is periodically evaluated to determine if they should be transferred to the District for administration as a part of the city's local park system. The proper administration and management of System areas require that police services be directed towards providing a safe park environment and ensuring the protection of the parks' natural, cultural, and historic resources. This is the role of the Park Police. We disagree that it would be appropriate to transfer police control and retain all other administrative responsibility for the parcels of land in the district.²⁸

GAO also recommended that the DC Mayor and Secretary of the Interior evaluate giving DC's Metropolitan Police Department (MPD) the patrol responsibility for federal parks and monument grounds in DC. DOI cited the strong coordination between USPP and MPD, but noted that this recommendation did not correspond with congressional intent. When Congress provided for a

²⁷ U.S. General Accounting Office, *Police Forces in the District of Columbia Can Improve Operations and Save Money*, GGD-79-16, July 12, 1979, Appendix I, pp. 2, 29.

²⁸ *Ibid.*, Appendix VII, p. 31.

permanent form of government for DC in 1878, the same Act²⁹ reaffirmed that the park areas within the city were to remain exclusively under the control of the United States. Further, in a 1976 “Report to Accompany H.R. 11877 (P.L. 95-458),” Congress noted that:

The authorities provided to the Secretary to enter into cooperative agreements as provided in this subsection are to be supplemental to the law enforcement responsibilities of the National Park Service, and are not intended to authorize the delegation of permanent enforcement responsibilities to any State or local agency.³⁰

In 1979, senior MPD officials indicated that they would consider transfers of responsibility, but needed to evaluate whether there would be additional staff requirements.³¹ In 2004, MPD officials stated more strongly that they could not absorb responsibilities in federal areas without sufficient resources to pay for these services.

Increased Involvement in Fighting Crime in DC and Throughout the Country

With the civil unrest of the late 1960s and the 1970s, NPS had USPP establish a “strike force” of 125 privates who would be able to reach NPS trouble spots within 12 hours. USPP officers went to Lake Mead, the Grand Canyon, Blue Ridge and other locations in the early 1970s. NPS deployed dozens of USPP officers to Yosemite to restore order after demonstrations in the 1970s. When NPS saw the need to combat more crime in the parks, it established a Law Enforcement Division in its Washington Service Office, and appointed a USPP inspector (now called a major), with captains assigned to each NPS region to coordinate park law enforcement.³²

As drug crime and murder rates increased in DC, the U.S. Attorney’s office looked to federal agencies to assist the city. The U.S. Attorney for DC notified USPP to participate “at the operational level” in operating the DC “Weed and Seed” program, a drug program that targeted a particular area of DC. A formal memorandum of agreement, apparently prepared by the U.S. Bureau of Justice Assistance, covered more than law enforcement, including such areas as education and human services.

In 1993, the U.S. Senate was interested in having more USPP support for DC police, and then the DC mayor asked President Bill Clinton for federal assistance. USPP provided support to the DC Anti-Crime and Violence Task Force, as one of many federal law enforcement agencies. USPP also implemented a plan to provide (until 10/94) expanded beat coverage in some MPD areas, to free MPD officers for drug interdiction activities. In 1994, at the request of the President, USPP assigned a 50-person task force to patrol neighborhoods in DC’s 5th District. The initial estimate for this work was \$5 million, but USPP was able to do it for less than \$3

²⁹ 30 Stat. 570, 571.

³⁰ GAO, Appendix VII, p. 32.

³¹ GAO, Appendix I, p. 2.

³² Now that NPS has law enforcement rangers throughout the country, in March 2004, the Deputy Director determined that any vacancies among these regional law enforcement specialist positions will be open to rangers as well as USPP captains; essentially, they would be filled with the best-qualified applicant.

million. There was a drastic reduction in crime, and USPP was honored by the Secretary of the Interior, the U.S. Attorney's Office, and DC Government.

For a number of years, USPP handled the DARE anti-drug program in DC schools and provided officers to schools in Prince George's and Montgomery Counties in Maryland, New York City, and San Francisco. In 1998, a USPP officer was the nationwide DARE Officer of the Year, and the Secretary of the Interior presented a departmental award to a USPP officer for DARE work. USPP participation in the DARE program in all USPP cities has ended because of post 9/11 staffing shortages.

Conclusions and Recommendations: USPP's Evolution and Expanded Mission

The Panel has noted the sharply different views that USPP and NPS have regarding the former's role: a full service urban police force, with a principal focus on NPS park lands vs. a park police force for urban national parks. As the previous review indicated, both views have a long history and some statutory inconsistency. The Panel also has noted that USPP's role as a full-service police force has evolved with the full support of Congress, DOI, and NPS.

Moreover, USPP's role in protecting DC dates to before USPP received its formal name in 1919, which USPP's appropriations history confirms. A major reason for Congress' treatment of USPP as a supplement to the DC police force was that nearly all funds for law enforcement in DC's early years came from Congress. It was not until 1971 that Congress placed all USPP appropriations under DOI; before then, a portion was still within the DC appropriation.

DOI and NPS have historically supported this broad USPP role. Since the early 1970s, NPS has used USPP's highly trained officers as a resource to assist parks throughout the nation when demonstrations take place and tactical support is needed. In 1989, the Secretary of the Interior said that USPP was "on the front line in the Nation's Capital battle to control drug activity." In 1992, the U.S. Attorney for DC sent notice to USPP to participate "at the operational level" in operating a local drug interdiction program.

The conflicting views about the USPP role cannot be resolved by USPP alone. DOI and NPS may or may not want to change aspects of the USPP role, or simply clarify activities within it. Whatever the decision, the Academy Panel repeats, with a modification (in italics), the first recommendation of its 2001 report.

The Secretary of the Interior, in conjunction with the Director of the National Park Service and the Chief of the U.S. Park Police, should clarify the mission and responsibilities of the U.S. Park Police.

In its February 2004 Phase I Report,³³ the Panel noted that limited progress had been made to clarify the USPP mission and set priorities. There was apparent confusion among the key parties regarding who should have primary responsibility to clarify the USPP mission. The Panel does not believe USPP can do it alone. It remains convinced that this significant change can only

³³ National Academy of Public Administration, Implementation of Recommendations: Academy Panel 2001 Report On The U.S. Park Police, February 2004, Washington, DC.

succeed with committed and effective leadership from all three key agencies involved—DOI, NPS and USPP. DOI’s DAS for Law Enforcement and Security has begun to review and assess the mission in concert with NPS and USPP. The Panel believes this approach should continue so as to develop meaningful proposals to redefine and clarify the mission for secretarial decision. While the Panel understands that the DAS has the authority to review budgets and staffing and potentially set priorities for USPP unilaterally, it believes that leadership from all three agencies—DOI, NPS, and USPP—must be directly involved in the process and committed to clarifying the USPP mission and setting priorities. Effective leadership must ensure that all three agencies continue to be fully engaged in setting priorities.

Once USPP’s mission has been redefined, DOI and NPS must provide strong leadership and active support to defend the changes within the administration, Congress, and stakeholders. Further, the changes must be understood and ultimately supported by NPS superintendents and USPP leadership and officers, and be reinforced through training, budgeting, and day-to-day management.

The size and competence of DC’s MPD, which soon will have 3,800 officers, is one consideration in the discussion of USPP’s mission. This growth should alter the historical need for USPP to supplement DC law enforcement activities. This could facilitate any DOI and NPS decisions to increase USPP’s focus on the parks themselves.

In its 2001 report, the Panel had recommended that USPP seek reimbursements for additional activities undertaken that do not directly meet NPS law enforcement needs. However, even when non-park activities are reimbursed, they still take officers out of the parks and away from areas of NPS jurisdiction, which is where the Panel believes USPP’s focus should be. The national parks entrusted to USPP have significant law enforcement needs, even if they are not yet as clearly defined as they should be. This is not a view at odds with USPP senior staff, but perhaps is at variance with some officers, who did not join USPP to function as fixed-post guards or peruse woodland perimeters. The Panel understands that perspective. However, even if officers on non-NPS-related duty are on overtime³⁴, they are using their energy in work that does not enhance the parks.

Focusing USPP attention on national park needs does not imply that a USPP officer driving from Fort Totten (near North Capital Street, N.E.) to Meridian Hill (near 16th Street, N.W.) would not respond if an impaired driver is weaving through traffic in front of the officer any more than it would mean MPD or the New York Police Department (NYPD) would not respond to an urgent 9-1-1 call in Dupont Circle or in Riis Park, respectively. What it means is that USPP may not conduct as many of its own warrant arrests in DC neighborhoods.³⁵

To maintain a top-quality cadre of officers at all levels, the work must be viewed as meaningful and rewarding. If not, USPP could lose some of its most highly skilled officers. A key element in clarifying the USPP mission and reviewing priorities is making the best use of officer talents

³⁴ Rather than compensatory time, which leads to a future cost to the government.

³⁵ The Panel recognizes that conducting some arrests represents a form of training for SWAT officers, yet this advantage must be balanced against the costs relative to other important training opportunities.

and training. As USPP recruits, it would also be appropriate to stress that USPP's officers serve the parks as police, rather than serve as police who happen to work in parks.

NPS must decide the extent to which it wants USPP officers to maintain a physical presence in its DC parks, and the extent to which officers should address the source of crimes. For example, is it simply enough to watch for drug dealers or discourage them by periodic patrols (something rarely done now), or should officers identify and arrest the perpetrators in the community, as they have authority to do? ³⁶ These types of issues must be directly addressed through the priority-setting process described in Chapter 3. If USPP does not sufficiently police the parks, NPS needs to consider who will fulfill that role.

SETTING PRIORITIES IN THE POST-9/11 WORLD

As with every aspect of security, 9/11 resulted in substantial changes in NPS' need for protection, security and law enforcement services. Throughout NPS, the threat of a terrorist attack on a national Icon, and its impact on visitors and national heritage, became a priority law enforcement concern. NPS identified critical national Icons within its park sites that could be targets of a terrorist attack, assessed their vulnerabilities, and developed security plans for them.

NPS' increased emphasis on security needs at the nation's Icons has significantly affected USPP activities. Among the major changes after 9/11 are:

- Increased coverage of the Washington Monument and Lincoln and Jefferson Memorials.
- Expanded coverage at the Statue of Liberty and Ellis Island.
- Support at the Golden Gate Bridge, with special concern for its abutments, which are on NPS property.
- Cooperation with DHS on issues related to general and specific threats. For example, much of the land along the Reagan National Airport flight path is USPP property.
- Additional SWAT and officer training for hazardous materials handling.³⁷
- Escort service, at the USSS request, for the Vice President as he travels from his residence to work.
- Reduced number of motorcycle escorts, especially for foreign dignitaries.
- Evacuation plans for the National Mall and memorials, Statue of Liberty, Ellis Island, and urban parks in San Francisco.

³⁶ Similar issues exist in New York, where several parks are adjacent to high-crime residential areas or "surf clubs" that can be sites for summer parties.

³⁷ USPP officers now have "level C" hazardous gear (level "A" being the best), which they acquired second-hand.

- Security oversight (at the request of the superintendent) at Manhattan’s Federal Hall National Monument, which was damaged in the terrorist attacks.

In many instances, these changes required additional resources and different approaches for using those resources. Prior to 9/11, for example, tourists were screened as they entered the Statue of Liberty. They now are screened in Battery Park before they board the ferry to Liberty Island, and they are screened again on the island, outside the statue.³⁸ When the Statue opens in summer 2004, there will be more officers in its interior and more restrictions on areas for tourists’ access. In DC, DOI has specified fixed posts at the major Icon memorials, and NPS is revising visitor access to the Washington Monument.

The added counterterrorism efforts also are reflected in increased tactical support, such as more canine capabilities (especially for bomb-detection dogs) and additional boats in New York, where there are not only Liberty and Ellis Islands to protect but 20 also miles of shoreline and almost 6,100 acres of land (not counting marshes).

In San Francisco, the span of the Golden Gate Bridge is not federal property, but the bridge abutments are on NPS property near the Presidio and in the Marin Headlands. Increased span patrol was handled through the California Highway Patrol and National Guard, with substantial funding from DHS. Now that DHS funds are no longer provided, USPP is temporarily providing some additional support to Bridge Security. The two entities will determine whether USPP support should continue in the future on a reimbursable basis or if the Bridge Security should contract elsewhere for this assistance.

USPP Responses to Increased Counterterrorism Requirements

As will be discussed more in Chapter 4, USPP received an anti-terrorism supplemental appropriation to help it meet the added NPS protection and security requirements amid the heightened terrorism threat. Although USPP sought to use some of the appropriation to increase its officer strength, a substantial increase in USPP officer attrition thwarted those efforts.³⁹ Consequently, USPP responded to these increased counterterrorism requirements primarily by reallocating officers and increasing overtime use. In addition, USPP made a number of changes in other areas to accommodate these counterterrorism increases, including:

- Nearly all officers in the New York and San Francisco Field Offices work 12-hour shifts. This schedule permits more coverage with fewer staff, but does not allow any overlap
- staffing for peak crime periods in the parks.
- Staff at the DC monuments also work 12-hour shifts, often with only brief breaks.
- DC monuments are covered by a mix of officers and contract guards.

³⁸ Contract guards, supervised by USPP staff, perform much of the NY screening, and are on NPS payroll.

³⁹ Tables 5-3 and 5-4 provide detailed USPP new hire and attrition data for 2002 and 2003.

- Fewer officers are assigned to training at the Federal Law Enforcement Training Center (FLETC) and in DC.
- Sworn officers in DC administrative positions cover beats on a rotating basis, approximately once or twice per month.
- Overtime is used in place of additional officers. As discussed in Chapter 4, this use has been substantial in some areas.
- One cruiser may cover two beats or a beat may be covered only in response to a call.
- There are reduced drug interdiction activities.

These responses created major stresses and conflicts within USPP as resource limitations precluded it from performing all of its previous activities and functions as counterterrorism activities increased. The major issue that USPP confronted in FY 2004 was the same one that the 2001 Academy Panel report had identified: the lack of a redefined mission with clearly established priorities and available resources to accomplish them. Staffing shortages forced USPP to reduce certain patrols below prior levels. As they try to cover all traditional responsibilities and added Icon security, some USPP officers are concerned that they sometimes expose NPS to unacceptable risks in those underserved areas.

USPP Priority Setting Processes

While the 9/11 terrorist attacks have made Icon protection a top law enforcement priority, neither DOI or NPS has established explicit, clear priorities for the range of other law enforcement, security, and protection functions and activities that USPP performs. This lack of priorities was not a problem during FYs 2002 and 2003, because USPP was able to use some of its \$25 million supplemental appropriation to meet its additional security responsibilities and continue its existing activities. Once those funds were exhausted in FY 2004, the impact of the lack of clearly defined priorities for USPP activities became painfully obvious. USPP could not perform its new Icon security functions and meet past expectations given available resources.

In spring 2002, NPS formed a Law Enforcement Task Force (LETF) to address findings and recommendations from several studies⁴⁰ of DOI law enforcement, including those of the Academy Panel. The LETF adopted the following mission statement covering NPS protection rangers and USPP officers:

In support of the National Park Service mission, law enforcement serves the public interest to protect resources and people, prevent crime, conduct investigations, apprehend criminals, and serve the needs of visitors.

⁴⁰ In addition to the Academy Panel report, these included separate NPS studies in 2000 of the U.S. Park Rangers and USPP, an October 2000 International Association of Chiefs of Police (IACP) study on *Policing the National Parks*, a January 2002 IG assessment of DOI Law Enforcement, and an NPS task force report on women in law enforcement. The LETF was chaired by the NPS deputy director, and involved park rangers and USPP staff, including the USPP Chief when she came on board in 2002.

In March 2002, the LETF also assigned actions to working groups and individuals to implement various recommendations. For example, the USPP Chief was instructed to clarify the USPP mission and set priorities within it. However, this was not what the Panel intended. Rather, it explicitly emphasized the need for the direct involvement of the Secretary of the Interior and the NPS Director in decisions to redefine the USPP mission and set priorities among its diverse functions. The Panel was convinced then, and remains so now, that such fundamental change can only occur with the active engagement of DOI, NPS, and USPP leadership.

The Academy Panel's Phase I report indicated, "a new mission statement, revised responsibilities, and clear priorities for USPP" had yet to be developed. The DOI has made some priorities explicit, such as Icon security, but most other activities, such as parking enforcement, escort duties, and drug enforcement, continue largely on the basis of historical precedent, mutual accommodation, or other factors without explicit prioritization."⁴¹ Active and committed leadership from DOI, NPS, and USPP is the key ingredient for implementing this change.

Many federal agencies use their annual budget development process to set priorities and allocate resources consistent with those priorities. For example, USSS, U.S Marshals' Service, and Federal Protective Service link their planning processes to their budget development processes to define law enforcement needs, justify law enforcement funding requests, and establish priorities given actual funding levels. However, as discussed in Chapter 4, much of USPP's budget development continues to be done through the NPS Budget Office. USPP has not yet been able to hire a Chief Financial Officer (CFO) who would handle more of these functions.

Within the NPS budget process, USPP and all parks and regional offices submit electronic funding requests through the Operations Formulation System. There are implied priorities in these requests; then-Chief Chambers ranked her 19 funding requests for FY 2005. At the top of the list are funds associated with hiring additional officers to increase operational readiness (for anti-terrorism activities, NPS special events, and demonstrations) and reduce overtime. Other items specify sites or functions that require additional support or have technology needs.

NPS Law Enforcement Needs Assessments

In 2003, the NPS Associate Director for Resource and Visitor Protection required each park to define its law enforcement and security requirements through the LENA planning process involving the park superintendent, the chief ranger, and other appropriate staff. (The LENA template is shown in Appendix F.) Prior to this, law enforcement needs were (and continue to be) presented through an NPS computer model, the Visitor Management Resource Protection Assessment Program (VRAP), which is discussed more in Chapter 5.

As a model, VRAP does not enable the parks to present their staffing needs in the context of activities, and is more suited to Western parks.⁴² In addition, while the factors and agreed-upon

⁴¹ National Academy of Public Administration, February 2004, p. 7.

⁴² VRAP staffing formulas are geared to the needs of larger parks, including such things as law enforcement needs for hunting, backcountry permitting, or alpine climbing. Many components do not apply to more urban parks, and things that would apply to them (such as proximity to a high-crime neighborhood) are not included.

FTE per factor were established in advance, it was not possible for NPS always to provide the law enforcement staffing levels that VRAP indicated a park needed. Thus, NPS believed that a LENA would add context to the data, as it would clearly define the law enforcement and protection mission with priorities assigned to the major activities required to accomplish that mission. The LENAs were designed to help NPS staff at the regions and headquarters understand the risks in reducing law enforcement resources below park-requested levels.

The USPP–served parks in NCR did not develop LENAs, believing that they were only required for parks that protection rangers served. USPP did not develop park-oriented protection and law enforcement plans independently. DOI devised the plan for monument and memorial protection and presented it to USPP. The USPP had a 1998-2002 strategic plan and a 2001-2005 draft plan. Staff who worked with Chief Chambers indicated that the effort to revise the plan was begun but then delayed, awaiting mission clarification from NPS. The process of revising the plan might have assisted in reassessing priorities. Former Chief Langston’s summary of the 1998-2002 strategic plan stated:

Our strategic plan focuses on reducing motor vehicle accidents and crimes against persons and property by 10% in the next 5 years. In addition, our plan calls for increased enforcement in the area of drugs, resource violations, and quality of life crimes.⁴³

Each of these priorities is important, but in the post-9/11 environment, a revised plan would have had to address increased Icon security requirements and place a stronger focus on counterterrorism. In mid-May 2004, Acting Chief Pettiford directed USPP’s planning officer to begin to draft a revised strategic plan. When the Acting Chief was Deputy Chief for Operations for DC, he had begun reviewing all Memoranda of Understanding with other jurisdictions, to eliminate those that did not directly relate to the broader NPS mission. For example, USPP reviewed the memorandum of understanding for Oak Hill Children’s Center in Laurel, MD, which houses DC juveniles. USPP decided not to renew it, despite calls from MPD, Oak Hill Staff, and the U.S. Attorney for DC, all urging that USPP retain its role.

Priority-setting efforts have been more visible outside DC. In New York, the Gateway acting superintendent prepared, with USPP’s NYFO, a *Park Protection and Response Plan* (shown at Appendix G) that describes the parks in Gateway (Jamaica Bay and Staten Island Units) and gives the physical and social context in which they operate, as well as visitation/program statistics, park management goals, and law enforcement needs. The superintendent spearheaded the preparation, but he stressed that USPP staff reviewed segments and full drafts and contributed much of the law enforcement portions.

The acting Gateway superintendent also noted that the joint process allowed NPS supervisors and USPP commanders to better understand each others’ needs and limitations. For example, USPP considers some infractions to be lower-priority, such as broken glass or hot charcoal dumped on the beach. No one addressed these issues two years ago, but now NPS and USPP staff are talking about them. The *Park Protection and Response Plan* was a vehicle for these discussions, and continues to be so.

⁴³ Memo dated December 22, 1998 from then-Chief Robert Langston to all Force employees.

At the Statue of Liberty, NPS staff developed with USPP a new security plan. The statue park staff discussed USPP staffing levels with the USPP major, but left deployment details to USPP. The DOI Secretary and NPS Director approved the plan. It outlines specific staffing levels when the statue is open or closed, enhanced screening for visitors, and more rigorous patrol of the surrounding water.

In San Francisco, GGNRA law enforcement staff prepared the LENA for the parks in GGNRA. The assessment presents the history and growth of GGNRA, visitation patterns and trends in public use, community expectations, cooperation with other law enforcement entities, protection of and threats to people, resources, and endangered species, criminal activity, and special events. The plan also provides information on GGNRA areas USPP and protection rangers cover, including staffing and the need for additional resources in areas rangers cover. However, the plan was not developed with USPP, whose staff were unaware of it until the Academy project team asked what their role was in GGNRA's LENA preparation.

Conclusions and Recommendations: Setting Priorities in the Post-9/11 World

The need for a formal process to set priorities has become even more important in light of the 9/11 terrorist attacks. Every federal and local law enforcement agency must set priorities and most use their annual budget development process to relate needs to resources. USPP is no exception. Resource limitations force trade-offs among activities which, in turn, require a clearly defined mission with explicit priorities for the range of activities required to fulfill that mission.

Without mission clarity there is little basis to determine whether a traditional or newly proposed activity should be performed as a routine and budgeted function, on the basis of formal or informal reciprocity with another agency, with reimbursement from the requesting agency, or declined and left to another law enforcement agency more appropriately positioned to perform it. The Panel notes that the lack of mission clarity is less prominent in New York and San Francisco, where USPP's presence is relatively recent and its role more clearly defined and circumscribed.

Even with a more clearly defined mission in DC, the lack of clear statements of law enforcement needs for most parks presents another critical challenge. Priorities cannot be established for USPP functions and associated work activities if NPS' law enforcement, protection and security requirements have not been identified or defined. NPS and USPP have demonstrated they can work together effectively to define law enforcement needs for specific events. What is lacking is the extension of this joint tactical planning capability to strategic law enforcement planning on a park-wide level.

The Panel believes that the *Park Protection and Response Plan* developed for Gateway is a critical first step in developing a formal process for setting USP priorities. Indeed, this process had two distinct advantages—it was undertaken outside the annual budget development process, and cognizant USPP commanders were directly involved in the plan's development. This improved communication and understanding only can help both groups make some difficult trade-offs.

The lack of mutually developed LENAs for the parks that USPP serves in NCR and GGNRA is a serious omission. Therefore, **the Panel recommends that:**

Park superintendents and the U.S. Park Police district commanders in the National Capital Region and the Golden Gate National Recreation Area should jointly develop law enforcement needs assessments for their parks that identify their law enforcement, protection, and security needs.

Although park superintendents may want to initiate LENAs, it is essential that the final assessment be a joint product with USPP and that both groups use this planning opportunity to develop a more complete understanding of their respective needs, capabilities, and limitations.

USPP ACTIVITIES BEYOND NPS LAW ENFORCEMENT NEEDS

All USPP activities fit within the organization's broad mission. However, some fall outside NPS' specific law enforcement needs. Most involve requests from USSS and provision of the Secretary of the Interior's security detail. As DOI, NPS, and USPP clarify the USPP mission, the Panel believes they should examine the scope of these services.

USSS is known for its protection of the President, Vice President and their families, and former Presidents after they leave office. It protects the permanent and temporary residences of these individuals, the White House complex, the Main Treasury Building and Annex, and foreign diplomatic missions in the DC metropolitan area. Originally part of the U.S. Treasury Department, USSS also has primary jurisdiction to investigate counterfeiting, credit card fraud, computer fraud, and a range of other financial crimes.⁴⁴

When USSS requests federal law enforcement support, it generally does not reimburse for such services.⁴⁵ In USPP's case, reimbursement usually applies only for use of its helicopter and Camp David security sweeps. Services that USPP provides in support of the USSS mission are:

- motorcycle or cruiser escort (with MPD) as the president travels to Andrews Air Force Base in Prince George's County when weather precludes transportation in the presidential helicopter
- vice-presidential escort to and from his residence (starting after 9/11, approximately 1.2 motorcycle officers per year)
- helicopter surveillance of roof tops and routes for presidential and dignitary travel

⁴⁴ www.secretservice.gov/faq.shtml.

⁴⁵ In a letter dated September 30, 1977 from the DOI Assistant Solicitor for National Capital Parks to the Legal Counsel of the USSS, DOI indicated that USPP could provide (on a nonreimbursable basis) service to USSS as part of its operating budget. However, should a USSS request entail service in a park area outside traditional environs (as defined in 84 Stat. 826) or within the environs but outside an area of USPP responsibility, certain incremental costs are subject to reimbursement. In a response dated October 12, 1977, USSS Legal Counsel stated that the DOI letter "covers the situation most effectively."

- diplomatic escort details in the DC area
- canine and helicopter support at Camp David when or just before the president is in residence, which began in 1972

Helicopter support events have decreased from 271 missions in 2001 to 170 in 2003. Total motorcycle escort support has declined from a high of 1,456 missions in 1999 to 990 in 2002 and 903 in 2003. Requests have increased since 9/11, but USPP does not have the resources to respond to them. In addition, USPP estimates it spends approximately .8 FTE on motor escorts for the president, but reports that only “a small portion of this time” is in the motorcade itself. A larger portion is spent on road and pedestrian closures along the NPS portion of the route (often on Suitland Parkway). USPP is required to perform these functions, regardless of whether it is in the motorcade.

This support is not unilateral. USSS recently purchased new flight helmets for USPP’s Aviation personnel and upgraded helicopter radio systems, which are routinely used in support of the President. USSS provides radio technicians to service this equipment. The USSS Uniformed Division also provides USPP with handheld magnetometers to use during large special events that require additional security checks, such as the July 4th celebrations, and it assists USPP around the White House Complex during large demonstrations.

USPP provides the Secretary of the Interior’s security detail, a full-time protective service that totals approximately five FTE and \$80,000 in overtime as of May 2004. This service began in the 1970s, at DOI request, when USPP was the largest DOI law enforcement organization. The Office of Inspector General provides these services in some other agencies.

USPP issues citations for parking violations on DC streets adjacent to NPS land as well as on NPS streets. The USPP policy is to avoid issuing citations on city streets unless a vehicle is directly affecting a park (such as blocking part of an entrance). USPP issued 29,344 parking citations in DC in calendar year 2002 and 19,442 in 2003, many of them in the area of the National Mall. The citations have declined 20 percent as officers have had less time for routine work such as parking citations. The revenue (approximately \$972,000 in 2003) goes to the DC government. MPD also could (and sometimes does) issue citations in these areas. DC, like many other local police departments, uses less costly staff than sworn officers for parking enforcement. Since DC receives parking citation revenue, it has a financial incentive to supply lower-cost specialists to increase parking enforcement in park areas adjacent to city streets.

USPP does not want to turn primary responsibility for citations to MPD because it believes it has a strong incentive to keep violators from parking longer than the specified time in areas adjacent to or on the National Mall; this keeps the parking available for more visitors. In the post 9/11 environment, USPP pays even more attention to the vehicles parked there. While DC gets the revenue from the citations, they do not charge USPP for use of their jail or courtrooms.

Conclusions and Recommendations: USPP Activity Beyond NPS Law Enforcement Needs

USPP officers have a strong “can-do” attitude and are proud to serve the President, the Vice President, and the Secretary of the Interior. This is admirable. However, it is also important that the costs for government services be assigned to organizations that receive or benefit from the services. The Panel is not suggesting that USPP never assist USSS. Rather, such service should be the exception, not than the rule. USSS staff levels should meet the responsibilities associated with its mission. The USSS should reimburse the USPP for some of these required services if USSS believes that USPP would be more efficient in providing them.

The Panel believes that the Secretary of the Interior warrants substantial protection in performance of official duties. Senior DOI law enforcement officials may want the Secretary’s protection to remain with USPP rather than another DOI organization or contract security services. That is their judgment to make.

The Panel recommends that the Interior budget should reimburse USPP for providing protection to the Secretary if USPP retains this responsibility.

This entails more than accurate accounting. DOI must fully consider the cost of secretarial protection, a very important function, and weigh this against resources needed in the parks. Doing so should induce a further review of alternatives for providing this function that may be more cost effective than using USPP officers.

USPP is at a crossroads. With added responsibilities arising in the post-9/11 environment, coupled with constrained resource levels throughout government, USPP cannot continue to play as active a role in DC crime-fighting or respond to as many requests for assistance from other federal or local law enforcement agencies. Nor should it be expected to do so. Eliminating some functions and responsibilities will be of greatest help in redeploying resources to the parks. For example, USPP **must say no** to occasionally escorting art work for the Smithsonian or providing security at a political convention. Attempting to retain the current myriad of functions and associated work activities, even at reduced levels, is not feasible. This would continue to strain resources since USPP would need staff familiar with and trained to respond to requests for non-NPS law enforcement services.

USPP leadership must be prepared to refocus its work activities on functions that are most critical for meeting park law enforcement needs. But, USPP requires strong leadership and support from DOI and NPS to clarify its mission and set priorities to meet jointly established needs.

The Panel’s most important message to all who make decisions about USPP resource needs—including Congress—is that *you can’t have it both ways.*

USPP cannot be expected to perform all its current functions—essentially a full-service urban police department and guardian of national parks—at current resource levels. If USPP is to do so, it needs additional resources to do so effectively. Alternatively, if USPP is to operate within current resource levels, that broad mission must be clarified, with priorities clearly established.

CHAPTER 3

METHODOLOGY FOR SETTING USPP PRIORITIES

Resource limitations and USPP’ reluctance to increase law enforcement risks without NPS and DOI approval by reducing current activities reinforce the need to clarify USPP’ mission and establish explicit priorities for the wide range of functions and activities under taken to fulfill that mission.

In Chapter Two, the Panel stressed the critical need to clarify USPP’ mission and define specific NPS law enforcement needs for USPP-protected parks. This chapter describes a methodology to establish priorities for USPP functions and associated work activities. The Panel recommends that DOI and NPS, in conjunction with USPP, use this methodology to accomplish this.

USPP FUNCTIONS AND ACTIVITIES

Given the diversity and scope of its current mission, USPP has an equally diverse set of functions and work activities for each. Table 3-1 lists the major functions currently performed, which respond to law enforcement, protection, and security needs for NPS parks and others, such as presidential protection and escort. USPP’ direct program functions are distinguished from the support functions needed to sustain them.⁴⁶ Unlike the demand for program functions—which depends on NPS and others’ law enforcement, security, and protection needs—the demand for these support functions depends on USPP program requirements.

⁴⁶ In this report, a program function represents a set of law enforcement services delivered to meet a particular need—for example, the physical security function to protect Icons and other NPS buildings and structures from terrorist attacks, vandalism or other threats. A function can be provided using various specific work activities—again, Icon physical security can be provided through physical barriers, posted guards, roving patrols, electronic monitoring or sensing devices. Table 3-1 distinguishes program functions from support functions, since these support functions—for example, training—provide services to USPP to perform various program functions. Support functions can involve a number of different work activities—for example, training includes basic recruit training, special skill training (weapons qualification) and management training for senior officers.

**Table 3-1
USPP Functions**

Program Functions
Physical Security
Icons/Monuments
Buildings
Public Infrastructure (e.g. bridges)
Other facilities
Resource Protection
Natural Resources
Wildlife
Water Resources
Visitor Protection
Crime Prevention
Safety
Emergency Search and Rescue
Traffic Control
Parking Enforcement/control
Special Events/Crowd Control
Drug Enforcement/Investigation
Criminal Investigations
Protection/Escorts
Presidential
Vice-Presidential
Foreign Dignitary
DOI Secretary
Other
Support Functions
Training
Intelligence
Court
Administration
Supervision

The project team developed this list of USPP program and support functions based on interviews, LENAs, and other sources. Written documents and materials do not contain this type

of specific information. For example, the USPP budget is organizationally based, as are all NPS budgets, so, it identifies resource requirements for USPP units that perform activities to carry out those functions. Yet, the budget does not identify the major functions themselves or link resources to them. Likewise, the USPP *Annual Reports* present extensive crime statistics, staff allocations, and services, but do not provide a comprehensive review of functions and activities undertaken during a specific year.

USPP uses different resources to undertake activities. In the National Mall area, SFB motorcycle patrols normally provide traffic control and parking enforcement, while Patrol Branch patrols do the same along the George Washington, Baltimore Washington, and Suitland Parkways. Patrol Branch officers, with support from canine patrols, have been principally responsible for security at the Icons and other monuments on the National Mall, although USPP recently has employed contract guards to provide security for three Icons on the Mall. Horse mounted, cruiser, foot, plainclothes, and motorcycle patrols all provide visitor protection as part of their normal duties.

Local police departments perform many of these functions to protect citizens and property within their jurisdictions. However, they more frequently employ resources other than fully trained officers to provide some of the functions for which USPP uses officers. For example, DC and Fairfax and Arlington Counties use special staff to perform parking enforcement and maintain traffic control for special events.

Once USPP's law enforcement functions are established, the next step is to identify the activities and resources needed to carry them out to satisfy the areas' law enforcement requirements. Similar to identifying functions, many agencies use the annual budget development to accomplish this task. A functional budget can align funding and staffing on a program and activity basis, which helps to determine resource costs for functions. Here, too, neither NPS nor USPP has this type of budget. NPS' budget is organized around individual parks by type of appropriation—operations, capital construction, etc. USPP's budget for operations is presented organizationally for the three geographical areas: DC, New York and San Francisco.

Discussions with USPP and NPS staff indicated that existing data systems are not structured to provide budget cost or staffing data on a functional basis. The project team considered suggesting that USPP commanders use their informed judgment to develop some initial estimates of resource and staffing costs, but determined this would require a major effort and likely produce unverifiable information. One unit, the motorcycle group within SFB, provided such a breakdown, which was enlightening. However, the Patrol Branch was unable to do so as patrols typically involve a range of activities (five to ten per shift) depending on the location of the specific beat.

Since USPP budget and staffing data were not available on a functional basis, the Panel focused on the criteria that DOI and NPS *should* use when working with USPP to establish law enforcement priorities. It also provided examples of how those criteria could be applied to identify specific functions or activities that were lower priority, could be reduced or eliminated, or could be provided more efficiently by others or different USPP resources. These criteria also could help to identify high-priority activities and functions where available resources should be concentrated.

PRIORITY-SETTING CRITERIA

A priority-setting process for USPP law enforcement functions must have explicit criteria to assess the relative importance of each function and its associated work activities. When developing such criteria, several considerations are paramount.

- Each criterion should be clearly defined and independent of any other.
- Each criterion should be able to be weighed or ranked relative to all other criteria, since individual decision makers may value certain ranking criteria differently.
- The set of ranking criteria should be limited and manageable. An extensive list of detailed, relatively minor criteria can make the ranking process excessively complex and cumbersome.

Taking these elements into consideration, **the Panel recommends that:**

The Department of the Interior and the National Parks Service adopt the following six criteria for setting priorities for current the U.S. Park Police law enforcement functions and activities:

- **benefits expected from the function**
- **uniqueness of function to NPS**
- **principal beneficiaries and relationship to NPS mission**
- **cost effectiveness of work activities**
- **comparative advantage of alternative providers**
- **collateral benefits**

Each criterion is described below, with examples to support it.

1. Benefits Expected from the Function

This criterion requires assessing the benefits of providing a particular function, such as:

- the risks or threats being deterred
- the individuals, resources, assets being protected
- the frequency and magnitude of the demand for activities associated with the function

For example, NPS may have continuous or periodic demand for visitor protection services, or it may place a greater importance on protecting the assets on the National Mall than those in Glen Echo Park. When possible, benefit assessments should take protection statistics—such as numbers of visitors or acres of parkland—into account since size of demand is also a critical element.

2. Uniqueness of Function to NPS

This criterion distinguishes between law enforcement functions that are unique to NPS (e.g., National Mall crowd control, Icon protection, and visitor service) and functions that are common to urban policing (e.g., traffic control, parking enforcement, and drug enforcement). For example, cities commonly promote tourism and have some need to protect visitors. However, the high incidence of First Amendment demonstrations and the need for specialized crowd control capabilities are significant and unique to NPS in the nation's capital.

3. Principal Beneficiaries and Relationship to NPS Mission

This criterion considers the distribution of benefits in the context of who actually receives them, and how those beneficiaries relate to NPS' mission. The principal beneficiary most likely places a high value on that service. The key factor is whether that beneficiary is a major NPS stakeholder. For example, park visitors may be the principal beneficiaries of crowd control, Icon protection, and patrols on federal areas under NPS jurisdiction. Since the NPS' mission is to preserve the parks for the enjoyment and benefit of current and future generations of park visitors, these beneficiaries are clearly key NPS stakeholders.

Meanwhile, traffic control and drunk driving interdictions on the parkways are important law enforcement activities that primarily benefit commuters or local area residents. Dignitary escort services primarily benefit protectees specifically and the federal government generally. Yet, these beneficiaries may not be key NPS stakeholders.

4. Cost Effectiveness of Work Activities for the Function

This criterion addresses the relative efficiency of current USPP work activities and service delivery techniques. It is related to two other criteria: the benefits expected and the efficiency of USPP relative to other providers. This criterion requires an assessment of current USPP work activities to determine whether services can be provided more efficiently. Initially focused on potential improvements to USPP practices, it can be extended to include services and their associated costs from other entities. Changes in the delivery of current services (i.e., using guards for static Icon security) can affect USPP efficiency or alter its comparative advantage relative to other potential service providers.

This criterion does not necessarily result in lower costs for a service, but it should help determine whether costly services can be obtained through lower cost approaches. High cost (or even low cost) will not, by itself, determine whether a service should be provided or the priority it should be assigned. However, it can affect how much of the service can be provided given an overall budget level.

5. Comparative Advantage of Alternative Service Providers

This criterion determines whether alternatives exist for some USPP activities, and if so, whether USPP has a comparative advantage over those alternatives in performing the activities. For example, many entities patrol major highways. The availability of alternative providers requires further assessments of legal feasibility, cost effectiveness, timeliness, reliability or availability of service from others.

Outsourcing activities has advantages and disadvantages that must be fully assessed. Attention should be paid to the extent to which NPS and USPP benefit by controlling the amount of law enforcement services they provide. Another entity or external contractor may not have as strong an incentive to ensure that park facilities are not damaged by graffiti or other vandalism if NPS must unfortunately repair the damage or bear the clean-up cost. Outsourcing also can limit USPP's ability to rely on its own resources for emergencies in DC, New York, and San Francisco, or to meet demands for sizeable law enforcement officer emergency deployments in other NPS parks.

The assessment also should consider the specialized capabilities or expertise that non-USPP providers have developed through training or the frequency of the services provided. Infrequently requested services are candidates for outsourcing, especially when the demand calls for specialized skills. For example, USPP may only infrequently need a counter-sniper response team, while USSS may deploy its response team much more frequently. Likewise, USPP may only rarely need bomb removal services, while the DC MPD may need them more frequently.

6. Collateral Benefits

This criterion examines the extent to which an activity or service meets law enforcement needs in other areas. Such collateral benefits often are described in economic terms as externalities or joint product issues. A classic example is whether providing Icon security also positively affects visitor and other resource protection needs. This assessment entails identifying expected benefits from the additional services, judging their importance, and determining the extent to which they are an inherent part of the service, or can be limited or controlled by the provider or the recipient. For example, standard operating procedures may preclude USPP presidential escorts from directly responding to an incident observed en route. This would limit the collateral benefits expected from such activities. Alternatively, SWAT Trained USPP officers may rarely use those skills, but such training may reduce risks of violence at large demonstrations as a few heavily armed officers can present a visible, effective deterrent.

An additional concern is whether collateral benefits vary depending on the service provider. For example, offices who provide visitor protection services also may give better information and services than contract guards or other local law enforcement. Alternatively, a USPP officer may provide a greater awareness of a potential terrorist threat than a guard or local officer who is less familiar with the territory or has less specific anti-terrorism training.

Fundamentally, this criterion examines whether specific USPP functions or activities are inherently inseparable (true joint products). Patrol activities may provide multiple services—visitor protection, traffic enforcement, crime prevention and the like—but they vary by type of patrol. However, the services may not be true joint products since other agencies use special staff to provide what are normally part of USPP’ patrol beat (e.g., meter readers and parking enforcement). True joint products cannot normally be separately produced.

Ranking and Applying the Criteria

Although these six criteria are manageable, it is desirable to rank their relative importance. Otherwise, there can be the assumption each one is equally important. Since individual decision makers are likely to value the criteria differently, the Panel believes a ranking process for these criteria would be appropriate. It also recognizes that DOI, NPS, and USPP officials may come to a different result using the process, which is outlined below.

Different approaches could be used to rank each criterion. The Panel used a common statistical technique—a pair wise comparison methodology, described in Appendix H. The principal advantages of this technique are its transparency, consistency, and inclusiveness; each decision maker ranks each criterion against every other one, one at a time. The number of times a criterion is considered more important than another determines its rank order.

The Panel ranked the criterion in the following order:

1. benefits expected from the function
2. uniqueness of function to NPS
3. cost effectiveness of work activities for the function
4. primary beneficiaries and relationship to NPS mission
5. comparative advantage of alternative providers
6. collateral benefits

This order reflects the judgment of the individual Panel members. Ultimately, any ranking must reflect the judgment of DOI, NPS, and USPP officials who are working to set priorities. Therefore, **the Panel recommends that:**

The Department of the Interior, National Park Service, and the Park Police officials should rank the priority-setting criteria using a standard and transparent approach.

The Ranking Matrix

Table 3-2 applies these priority-setting criteria to a subset of USPP functions and associated work activities. The criteria are arrayed horizontally along the top, and specific functions are arrayed vertically on the left side.

In the beneficiary column, the matrix distinguishes benefits that accrue to key NPS stakeholders and those that accrue to other primary beneficiaries. This distinction is important because the

primary beneficiary may receive substantial benefits, but key stakeholders very little. A good example is dignitary protection, where the principal beneficiaries are the State Department and the U.S. Secret Service, which is responsible for the protection and the dignitary receiving the escort.⁴⁷ Neither beneficiary is a key NPS stakeholder: primarily current and future generations of visitors to national parks.

The work activities associated with each function may vary in their level of detail, which depends on whether a function has significantly different benefits or other attributes based on the location served. An example is the distinction in traffic patrols along the George Washington Parkway relative to those along the Baltimore Washington Parkway. DC commuters are major users of both and therefore primary beneficiaries of this function. The George Washington Parkway, however, also includes several other park facilities, including a heavily used bikeway from the Chain Bridge to Mount Vernon, several scenic overlooks, rest areas, and marinas. In addition, it is located close to the air approaches to Reagan National Airport and overlooks the three major Icons on the Mall, which raises terrorist threat issues. In contrast, the Baltimore Washington Parkway is strictly a limited access high-speed parkway⁴⁸.

In light of these differences, USPP's traffic control function on the George Washington Parkway is likely to have a higher priority than on the Baltimore Washington Parkway. Both functions reduce traffic accidents, save lives and benefit the extensive commuter traffic, but the George Washington Parkway patrols produce additional benefits for key NPS stakeholders: bikers, joggers, hikers, and visitors to the scenic overlooks and other park facilities. They also can provide additional anti-terrorism protection for key NPS structures—the Icons and monuments—and other vulnerable assets. These patrol activities thus appear to be more unique to NPS than Baltimore Washington Parkway patrols, and can provide collateral benefits (externalities) to help address other NPS law enforcement needs.

In both cases, state and local alternatives could perform the traffic enforcement function for these parkways, with reimbursement and potential changes to state law. However, these state and local alternatives may be less able to provide the same collateral benefits to meet other NPS law enforcement needs.

Distinguishing Higher and Lower-Priority Functions

Using the Panel's criteria to assess current USPP law enforcement functions and activities should produce a consistent outcome that reflects the judgment of those doing the assessment. Higher priority functions are likely to generate substantial benefits that accrue primarily to key NPS stakeholders, address needs that are unique to NPS and collateral benefits for other NPS law enforcement needs, and be provided efficiently by USPP, and have equally effective and efficient alternatives.

⁴⁷ Even in this case, Academy staff suspect that the value of this benefit to these primary beneficiaries is moderate, since high-risk dignitaries already receive substantial protection from their own countries and the USSS or State Department Protective Service.

⁴⁸ Although Greenbelt Park is adjacent to the Baltimore Washington Parkway, it cannot be accessed directly from there. Its entrance is from a local roadway, so its law enforcement needs appear to be separate from those of the parkway.

On the other hand, low-priority functions may produce substantial benefits, but key NPS stakeholders are not the primary beneficiary, they do not address unique NPS needs, there are few collateral benefits for other law enforcement needs, and alternative providers can efficiently provide the activity or service.

Potential High-Priority Functions

Although DOI, NPS, and USPP have not yet worked together to clarify USPP's mission and establish explicit priorities for its functions, the Secretary of the Interior and NPS Director have clearly identified national Icon protection as a high law enforcement priority. The priority also would rank high using the Panel's recommended criteria because:

- The expected benefits—preserving and protecting these national treasures—are substantial.
- These benefits accrue to key NPS stakeholders: national park visitors.
- These national park historical assets are unique to NPS.
- There are significant collateral benefits for other NPS law enforcement needs, principally the safety of visitors and their protection from criminal activities.
- The cost effectiveness of USPP's approach has increased with the recent decision to use less expensive (and correspondingly less capable and flexible) contract guards, to staff fixed-guard stations at each Icon, while using fully trained and armed USPP officers for mobile patrols in the area.
- Other alternatives may be available to provide this function, but they do not appear to have any advantage compared to the current mix of guards and USPP officer patrols. Indeed, USPP officers are more likely to possess specialized knowledge about the Icons, making them more effective protectors of these assets.

Crowd control for special events is another function that would appear to be a high priority, for which the USPP has a well deserved, outstanding reputation. The National Mall attracts groups that want to exercise their First Amendment rights. These demonstrations are unique to NPS and the benefits from protecting demonstrators, NPS assets, and other visitors not only are exceptionally high, but also highly concentrated on these key stakeholders. USPP appears to use cost effective approaches for this function, including the effective use of horse-mounted officers to provide visible and imposing, but non-threatening deterrence and use of other local and federal law enforcement assets to supplement available USPP officers.

Canine patrol for bomb detection, especially for Icon protection, is a third function that appears to have a high priority and may need strengthening. USPP uses canine patrols at the Statue of Liberty and Ellis Island to screen the ferry boats that deliver visitors and visitors as they are processed through the Battery Park and Jersey City access points. NPS and USPP plans include

an additional canine patrol on Liberty Island to screen visitors at the entry point to the Statue itself.

For Icons on the National Mall, USPP deploys canine patrols to screen visitors and respond to emergencies, and it has at least one bomb dog available to respond as needed to requests. It also uses bomb dogs from other local law enforcement agencies (e.g., Metro Transit Police) to respond to emergency requests. On-site canine patrols appear to meet many of the Panel's recommended criteria for a high priority function. The expected benefits are substantial and accrue to key NPS stakeholders or assets. Icon protection is unique to NPS. The on-site canine patrols provide some collateral benefits to other NPS law enforcement needs by enhancing visitor safety. Other alternatives are available and have been used to respond to emergency requests. While these are not regular patrols, they may provide a potential alternative for USPP canine units that are held to respond to emergencies rather than used on-site.

The Panel does not imply that these examples are the most important functions, nor that they are the only high priority functions. They are illustrative examples using the criteria recommended. Applying the criteria to all USPP functions would produce a more complete identification of high priority functions and the Panel fully expects that will materialize when a more comprehensive assessment occurs.

Potential Low Priority Functions

The following USPP law enforcement functions appear to be relatively lower priority functions using the Panel's criteria. The section describes the basis for that assessment and examines alternative approaches that NPS and USPP might pursue.

- Patrol of "neighborhood parks" in DC

NPS national parklands account for more than 22 percent of DC's land area, encompassing areas such as the National Mall, Rock Creek Park, and Anacostia Park, as well as smaller park areas, even grass triangles at the intersection of major DC avenues. These sites are a valued park resource for local residents, but few have distinguishing attributes that characterize national park sites. As noted in Chapter 2, the location of this parkland reflects legal history that entwines the federal and local government, NPS, and USPP. Since this territory is NPS land within the NCR, USPP is responsible for meeting law enforcement, protection and security needs.

The benefits expected from USPP patrol activities in and around these neighborhood parks are substantial, especially since several are located in high-crime neighborhoods. The principal beneficiaries are the parks' immediate neighbors and local users. Although local users are NPS stakeholders, very few national tourists visit these parks compared to the larger, better known sites in the NCR. Indeed, most parks do not contain historical or natural resources that make them notable within the national park system, but are small and with few collateral benefits for other NPS law enforcement needs. This geographic dispersion reduces the cost effectiveness of USPP patrols since substantial time is lost driving along DC streets to reach many of these parks. MPD is a clear alternative to patrol these parks, and appears to have a comparative advantage given its policing responsibility for the neighborhoods surrounding them. The 1979 GAO report

recommended that USPP cede law enforcement protection for these neighborhoods to MPD, yet DOI rejected this proposal. While MPD has indicated it could not assume such additional responsibilities without reimbursement, that could still be a cost effective alternative.

- Patrol of BWP and Suitland Parkway

USPP has provided traffic enforcement patrols for the Baltimore Washington Parkway and Suitland Parkways, since NPS acquired these lands in 1953 and 1949, respectively. Acquisition of the latter only involved land in the state of Maryland; MPD patrols the portion within DC. Both parkways provide limited access, high-speed roadways to facilitate commuter traffic within the DC metropolitan area. The expected benefits from reduced traffic incidents are high, but the principal beneficiaries are local area commuters, not national park visitors.

This function is not unique to NPS since traffic control on major highways is a common function for state and local police departments. Meanwhile, there appears to be few collateral benefits for other NPS law enforcement needs. The cost effectiveness of USPP traffic control activities is unclear, since data were not available to compare the costs of USPP activities on these parkways to state and local costs on similar highways. As for alternatives, the Maryland State Police or local county police departments could perform the same function, but most likely would require reimbursement to do so.

- Dignitary Protective Escorts

In addition to presidential and vice presidential escorts, USSS requests that USPP provide escort service, including blocking access roads on NPS park lands, for certain foreign dignitaries. Many of these escorts require travel through NPS area; yet USPP motorcycle or cruiser escort' usually accompany them for the entire journey. Benefits accrue to the federal government (including reciprocal protection of U.S. diplomats in foreign nations) and the protected dignitary. However, the USPP activity usually is provided in conjunction with other escort support from MPD, USSS, the State Department, and even foreign government protective services. There appear to be few benefits for key NPS stakeholders. This function is not unique to NPS; indeed it meets law enforcement needs beyond NPS'. Few collateral benefits convey to other NPS areas or law enforcement needs, and there are existing alternatives for the function.

- Parking Enforcement

USPP has responsibility for enforcing parking regulations on NPS lands. Motorcycle officers provide enforcement at the National Mall as part of their regular patrol duties as do Patrol Branch officers during their normal beats. The expected benefits include removing potential traffic hazards on NPS roadways, ensuring equitable visitor access to parking at NPS sites, and generating revenues from citations. Since parking violations are less likely to impose life-threatening risks to park visitors or motorists, the expected benefits are likely to be less dramatic. Moreover, some of the benefits accrue to those who are not NPS key stakeholders, such as motorists who benefit from the lower incidence of traffic congestion and local governments which receive citation revenue. The cost effectiveness of the current approach appears low since sworn USPP officers perform the function, in contrast to many local police departments which

use special staff⁴⁹. However, there are collateral benefits as law enforcement is performed alongside visitor and resource protection during the course of a normal motorcycle patrol or cruiser beat. However, local alternatives are available. If DC were to deploy its lower cost, parking enforcement staff at the National Mall, this expanded activity would improve compliance with parking requirements, increasing DC revenues and turnover in available parking spaces, thereby benefiting park visitors.

- Secretary of the Interior Protection

The USPP provides 24-hour protective services for the Secretary of the Interior, having done so at the Secretary's request since the 1970s. Currently, the detail totals almost five FTE USPP officers and approximately \$160,000 per year in overtime. Protecting the Secretary from attack and other threats is high priority for DOI and the federal government, and the expected benefits are substantial. However, this function does not address a unique NPS law enforcement need, and key NPS stakeholders are not the primary beneficiaries.

USPP may have enjoyed a comparative advantage over other DOI law enforcement officers when this activity first began, but increased training, experiences, and professionalism within the other six law enforcement bureaus appear to have reduced initial USPP dominance. Because this function is so specialized, there are few collateral benefits for other NPS law enforcement needs. Alternatives are available too, including other DOI officers, Office of the Inspector General's staff⁵⁰, staff from other federal agencies, or private contractors, which raises the reimbursement issue. As this example demonstrates, high expected benefits alone are not sufficient to ensure that a particular USPP law enforcement function is a high priority relative to other functions.

- Patrol of NPS Park Areas Adjacent to White House Complex

USSS, USPP and MPD all currently perform law enforcement activities on White House grounds and adjacent areas. The jurisdictional boundaries for these areas around are exceptionally complex. As NPS and USPP have noted, the White House and its grounds constitute a national park site, notwithstanding USSS' responsibility for virtually all law enforcement activities there, including the screening of White House visitors, to meet its presidential protection responsibilities. USPP has traditionally had responsibility for activities on the sidewalks beyond the White House fence and for the adjacent park land grounds (Lafayette Park across Pennsylvania Avenue, and the Ellipse area south of the White House). MPD has traditionally had jurisdiction and responsibilities for the streets surrounding the White House.

Under its preferred staffing plan, USPP would provide several patrols (beats) to cover these adjacent park areas. In addition, it provides crowd control and emergency responses for special events and demonstrations occurring in these areas. The benefits are substantial; key NPS stakeholders—visitors to the White House and surrounding national parks—are major beneficiaries. Given USSS' extensive role in screening visitors however, this function does not appear to meet unique NPS law enforcement needs. Moreover, given the extensive and visible

⁴⁹ For example, DC parking enforcement staff are members of the Department of Public Works, not MPD.

⁵⁰ Office of the Inspector General staff provide Secretarial protective services in other federal agencies, particularly those lacking other law enforcement officers.

presence of USSS officers, the marginal contribution that an additional USPP officer can give may be relatively small. In this instance, USSS may convey some collateral benefits to meet NPS law enforcement needs as it meets its own presidential protection and White House and other executive office building security requirements. Since NPS would still issue permits for use of the park areas around the White House, relying on USSS for law enforcement services would require additional interdepartmental coordination.

Conclusions and Recommendations—Priority Setting Criteria

The previous discussion has demonstrated how the Panel's six criteria can be used to help clarify USPP's mission and establish priorities for its current law enforcement functions and activities. The Panel believes that a formal process must be established to accomplish this effort, which involves DOI, NPS, and USPP senior officials.

The current task force, chaired by the DAS for Law Enforcement and Security and joined by NPS, DOI's Budget Office, and USPP, may provide an appropriate vehicle to undertake this process. The task force is reviewing USPP's mission and specific law enforcement activities in conjunction with NPS and USPP's budget development.

However, the Panel believes there are advantages to reviewing the mission and setting priorities outside the formal budget development process. Cost considerations will force difficult trade-off decisions among various activities, yet setting priorities beforehand would allow DOI, NPS, and USPP to concentrate first on using the recommended criteria to set priorities. Resource limits are critical in determining how many lower-priority functions USPP can continue to provide.

This process also should produce definitive decisions about priorities and the disposition of lower priority functions. These functions need to be explicitly removed, not simply ignored. These decisions also take time to implement. Transition issues will emerge, since decision makers cannot assume that removing or delegating a lower priority function will occur instantaneously.

The Panel also believes that it cannot substitute its judgment for DOI, NPS or USPP officials when setting USPP law enforcement priorities. Therefore, **the Panel recommends that:**

The Secretary of the Interior and the National Park Service Director, in conjunction with the Park Police Chief, should develop a rank order of current Park Police functions using the Panel's priority-setting criteria.

The Panel expects that some potential lower priority functions may emerge as low-priority functions through this process, but it is critically important for DOI, NPS and USPP to undertake this assessment and reach these decisions jointly. As the acting Gateway superintendent discovered during the process to establish Gateway law enforcement requirements, improved communication strengthens a common understanding of capabilities, requirements, and constraints, and increases the confidence among all participants when the results ultimately emerge.

ALTERNATIVES FOR LOWER PRIORITY FUNCTIONS: THE ROLE OF THE BUDGET PROCESS

Once priority ranking for USPP functions is established, the disposition of lower priority functions will depend in large measure upon the budget resources available. Three basic options are available for lower-priority functions:

- Eliminate or reduce the amount of the activity.
- Use non-USPP alternatives to provide the activity.
- Reduce current USPP costs by securing reimbursement or developing more efficient and/or less costly approaches to provide the service.

The option used will depend on the reasons for assigning a low priority for the activity, the severity of budget limitations, and the relative costs of alternative providers or approaches. Among the six low-priority functions discussed above, several appear amenable to reimbursements to reduce costs. For example, USPP could seek reimbursement from the principal beneficiaries of dignitary and secretarial protection when providing these activities. To continue parking enforcement activities, it could examine lower-cost alternatives, such as specialized staff or contract staff, or explore devolving this activity to MPD and other local jurisdictions that currently receive financial benefit from it.

Patrolling functions for neighborhood parks in DC and the Baltimore Washington and Suitland Parkways appear appropriate for alternatively provided service. NPS and USPP should negotiate agreements with state and local agencies to determine the reimbursement costs required. As discovered during the study, state and local police departments face budget limitations as well, even though they may not be as severe as those that USPP faces. The potential gain to NPS and USPP depends upon the relative costs involved in providing parkway and neighborhood park patrols.

Conclusion and Recommendations—the Role of the Budget Process

These difficult decisions concerning the disposition of lower-priority USPP law enforcement functions must be made in the budget development process. Again, the Panel believes that these decisions should not be made by USPP alone. It reaffirms its previous recommendation from the August 2001 report that:

Park Police components, in conjunction with the superintendents of the parks served should develop and submit their budgets to the Park Police Chief. In turn, the Chief should submit a unified budget proposal to the National Park Service Director.

The Panel believes that this joint budget development process would ensure that both the service provider and recipient can better understand and accept the disposition of lower-priority

functions, since they would be involved in evaluating alternatives and proposing the most effective one. The Panel recognizes that making choices among competing needs and functions will not be easy. Presenting them for stakeholder review will provide the opportunity to assess the benefits of providing a given level of service and the inherent risks of not doing so.

Table 3-2: USPP Functions and Application of Priority Assessment

High: The function assessed by a criterion has direct impact on NPS responsibilities or park users.

Medium: The function assessed by a criterion has some impact on NPS responsibilities or park users, but, it may have more value to others or could be performed by others (generally for reimbursement).

Low: The function assessed by a criterion has minimal or no impact on NPS responsibilities or park users.

Function	Expected Benefit	Uniqueness to NPS	Value to Primary Beneficiary	Cost Effectiveness	Impact on Other NPS Law Enforcement Needs	Unavailability of Other Providers
Potential High Priority Functions						
Icon protection	High. Loss of these national treasures to e.g., terrorist activity would be a national tragedy. Icons are a focal point for national and international visitors.	High. Icons are unique to NPS, which has sole responsibility for these properties.	High. Mall visitors and citizens view the Icons as symbols of their free nation. Mall visitors and future visitors are key NPS stakeholders.	Medium. Recent use of unarmed contract guards is a less expensive resource, and meets the approved protection plan. Some USPP staff question the effectiveness of the current plan.	High. Enhanced Icon protection also increases Icon visitor protection.	Medium. While any law enforcement entity can assist USPP when requested, USPP has specialized knowledge and primary jurisdiction.
Patrol of NPS Mall and adjacent parks	High. Visitor security is key to enjoyment of the Mall and adjacent NPS areas	High. This area is key to NPS.	High to all Mall visitors, many of whom are tourists. National park visitors are a key NPS stakeholder,	Medium. Cost analysis is needed.	High. Visitor protection by trained USPP officers can provide information/other visitor services.	Low. Guards and other law enforcement officers can provide similar services.

Function	Expected Benefit	Uniqueness to NPS	Value to Primary Beneficiary	Cost Effectiveness	Impact on Other NPS Law Enforcement Needs	Unavailability of Other Providers
Patrol of the George Washington Parkway	High. Motorist safety is enhanced, and the George Washington Parkway offers direct line-of-sight to Icons and is the entry point to several NPS parks.	High. Though used as a commuter route, the George Washington Parkway is directly connected to many NPS sites.	High to commuters and local traffic. High to CIA, whose main compound is located off the George Washington Parkway. High to key stakeholders –park visitors along the George Washington Parkway and to Mount Vernon, as well as Icon security.	Unknown. Another jurisdiction would not assume the function without reimbursement. It could use fewer FTE and cars or could insist on enforcing at a higher level.	High. USPP officers may be more trained to observe terrorist activity on or around the George Washington Parkway than others would be. However, officers may be pulled from the George Washington Parkway for higher-priority needs.	Low. Other jurisdictions could patrol with legislative or regulatory change to their authority, or a reimbursable MOU. USPP could maintain oversight and contract the patrol function.
Crowd control, major planned or special events	High. Visitor safety and preservation of demonstrator rights are major concerns.	First amendment demonstrations impose unique control requirements that USPP is essentially skilled at managing	High to those participating in events with NPS approved permits. Mall visitors and demonstrators are key stakeholders.	High. Use of horse mounted patrol and other law enforcement resources to supplement USPP are cost effective approaches.	High. Other NPS visitors, future visitors and NPS assets benefit from effective crowd control at large scale events.	Medium. USPP uses other local and federal officers to supplement USPP officers.
Canine bomb patrols	High. Detection of bombs at Icons (e.g. Statue of Liberty) protects Icons and visitors.	NPS Icons unique national treasures.	Protection of Icon physical assets and Icon visitors Both are key NPS stakeholders.	On-site availability of canine efficient protection against suspect screened materials	High Icon protection and visitor protection are joint products	Low. Other DC agencies and NYPD have bomb detect dogs that could provide reimbursable service.

Function	Expected Benefit	Uniqueness to NPS	Value to Primary Beneficiary	Cost Effectiveness	Impact on Other NPS Law Enforcement Needs	Unavailability of Other Providers
Potential Low Priority Functions						
Patrol of neighborhood parks in DC	Low. The number of users is small relative to the Mall.	High. DC parkland is NPS land.	High to local users and park neighbors. These groups are not key stakeholders.	Low. Non-contiguous areas means lost travel time.	Low. Neighborhood parks are isolated from other NPS parks.	Low. MPD patrols surrounding neighborhoods.
Patrol of Park areas adjacent to White House complex (includes Ellipse and Lafayette Park)	High. Security of White House tourists/visitors is critical to enjoyment of their visit. Security of First Amendment demonstrators also important	Medium. Land is NPS but there is substantial jurisdiction overlap.	High to White House tourists/visitors White house visitors are key NPS stakeholders.	Medium. Cost analysis is needed to verify this.	Medium. USPP can provide additional information/other visitor services.	Low. USSS Uniform Division and MPD officers already patrol neighboring areas.
Presidential and vice-presidential escort to events, Camp David, Andrews AFB, and VP residence	High. President has additional motorcycles in motorcade. Security sweeps at Andrews and Camp David.	Low. This is not a traditional NPS function. Law Enforcement forces throughout the nation assist the nation assist USSS; others less often than USPP.	High to Secret Service, which does not need to deploy as many of its own staff. Not a key NPS stakeholder	Low. Takes officers from the parks and icon protection, or requires use of overtime.	Low. Does not add value or additional protection to park users.	Low. Secret Service and DC MPD also provide escort services.
Dignitary protection	Medium. Vulnerable foreign dignitaries provide own security.	Low. Dignitary protection is not unique to NPS.	Medium. USPP at best supplements other protection resources. National park users receive little benefit.	Low. Diverts resources from activities that address needs of primary stakeholders.	Low. There is no obvious spillover benefit for other park law enforcement or protection needs.	Low. Secret Service, DC MPD, foreign nationals also available to provide escort protection

Function	Expected Benefit	Uniqueness to NPS	Value to Primary Beneficiary	Cost Effectiveness	Impact on Other NPS Law Enforcement Needs	Unavailability of Other Providers
Secretary of the Interior protection	High. Secretary's role is visible and she/he represents policies/programs that often are hotly debated.	Low.	High to DOI, which must ensure the safety of its Secretary. Low to park visitors, a key stakeholder.	Low. Secretary protection detail uses a large proportion of USPP over time and 5 FTE that could go to park protection.	Low. Relates to other USPP duties if the Secretary visits a park under USPP protection.	Low. There are law enforcement personnel in all DOI program bureaus.
Patrol of the Baltimore Washington Parkway	High. Motorist safety is enhanced.	Low. The Baltimore Washington Parkway is essentially a major north/south thoroughfare for the DC areas.	High to commuters and local traffic. Not key NPS stakeholders.	Unknown. Same as above.	Low. This is largely a traditional traffic enforcement role.	Low. Same as GWP.
Parking Enforcement	Medium/Low. Reduces traffic congestion, provides equitable access, and generates revenue (but not for USPP)	Low. Parking enforcement is a common activity for local governments.	Medium/Low. The is not a major crime Mixed for key stakeholders Park visitors may have more access to parking; may be considered "a hassle."	Low. USPP uses sworn officers while locals often use specialized staffs.	High. Parking enforcement is a part of normal patrol duties for some cruiser beats and motorcycle patrols.	Low. Other local police departments perform the same function. Also, benefit from any revenues collected from parks in own jurisdiction.
SWAT deployment for emergency incident	Medium/Low. While benefit is high for any incident, there have been few incidents.	Medium/Low. Entry issues for monuments is the only element unique to NPS.	High Hostages place great value on successful intervention Park visitors likely to be involved in emergency incidents on park land	Unknown. USPP SWAT costs relative to alternatives are still unclear.	Medium. Successful SWAT intervention may discourage repetition on park land.	Low. Numerous other SWAT forces are available in DC area.

Function	Expected Benefit	Uniqueness to NPS	Value to Primary Beneficiary	Cost Effectiveness	Impact on Other NPS Law Enforcement Needs	Unavailability of Other Providers
SWAT for High risk Warrants	Medium high benefit In reducing injury risk But limited high risk Warrants.	Low. These occur off park land.	High for USPP officers serving warrants.	Same as above.	Low. Little spillover effects.	Same as above.

CHAPTER 4

CREATING A CONSOLIDATED BUDGET AND FINANCIAL REPORTING SYSTEM

The 2001 Academy report focused heavily on budgetary issues. While there has been progress in some areas, the Panel was especially concerned with the limited progress in developing a unified, integrated, and comprehensive USPP budget that would be developed with input from key stakeholders and include funding from all sources.

Chapter 4 examines improvements to current budget practices and financial reporting systems that can assist NPS and USPP to adapt to rapidly changing security needs. In addition, it reviews recent overtime use and assesses the adequacy of current limits on NPS reimbursements to USPP for security for special events. The chapter does not revisit the issues addressed in earlier Academy reports, except to explore how improvements to budget practices, financial reporting systems, and the financial environment could assist NPS and USPP to adapt to rapid changes in their mission and priorities in a post-9/11 environment.

MISSION IN THE CONTEXT OF BUDGET

If done effectively, the budget process should determine what needs to be done. It allows managers to raise and resolve policy and program issues, determine the appropriate mix of programs and activities, and allocate resources to fund them. Properly managed, the budgetary process should help NPS and USPP recognize new priorities, apply them to new and existing activities, and identify or provide the resources to meet critical needs.

Compared to other federal agencies, USPP is a small organization with a small budget. However, the attention senior management, DOI, and Congress pay to its challenges suggests that its budget issues are more sensitive than can be explained by their relative size. The visibility of the USPP jurisdictions, their urban environment, the large numbers of visitors, and the importance of the national Icons all point to the need for agreement on mission and organizational focus.

Table 4-1 illustrates this point. USPP's FY 2005 budget is only one one-hundredth of a percent of the total federal budget; and budgeted personnel are only four one-hundredths of a percent of the federal total. Budgets like these usually get lost in rounding. The stakes have to be very high for USPP to merit the attention of appropriators and executive branch agencies.

And they are. The Statue of Liberty, Ellis Island, Washington Monument, Lincoln and Jefferson Memorials, and National Mall are protected by USPP, as well as visitors, demonstrators and protestors. The costs of success raise concerns, but the costs of failure are incalculable.

**Table 4-1:
Relative Size of USPP's Budget and Employment, FY 2005**

Agency	FY 2005 Discretionary Budget Authority in \$millions	Percent of Total	Civilian FTE	Percent of Total
U.S. Government	\$818,000	100.00	1,874,540	100.00
Non Defense	416,000	50.86	1,223,900	65.29
DOI	10,850	1.33	71,900	3.83
NPS	2,361	0.28	20,637	1.1
USPP	\$81	.01	753	.04

Source: Budget of the United States Government, Fiscal Year 2005.

EXPENDITURES FROM APPROPRIATIONS FOR OPERATIONS

Table 4-2 shows USPP spending from its annual operations appropriation⁵¹ during FY 2001-2003, and shows absolute growth in all categories except Supervision; total spending increased by 36 percent over the period. The middle column depicts the percentage change in expenditures from 2001 to 2003, while the last three columns show the share of total expenditures incurred by each organization for each year.

**Table 4-2
USPP Appropriated Fund Spending by Organization, FY 2001-2003**

	(\$ in Millions)			% Change	% of Year's Total		
	2001	2002	2003	2001-2003	2001	2002	2003
Washington, DC	48.15	55.43	62.54	29.89	84.55	79.99	80.68
Supervision	9.14	7.78	8.54	-6.56	16.05	11.23	11.02
Special Forces	9.27	7.85	10.96	18.23	16.28	11.33	14.14
Investigations	3.2	4.99	5.01	56.56	5.62	7.20	6.46
Patrol	14.16	19.74	16.99	19.99	24.86	28.48	21.92
Services	5.67	6.61	10.21	80.07	9.96	9.54	13.17
Administration	6.71	8.46	10.83	61.40	11.78	12.21	13.97
New York FO	5.09	9.82	10.85	113.16	8.94	14.17	14.00
San Francisco FO	3.71	4.05	4.13	11.32	6.51	5.84	5.33
Total	56.95	69.3	77.52	36.12	100.00	100.00	100.00

Source: U.S. Park Police, Status of Funds Reports, FY 2001 – 2003

⁵¹ Table 4-2 excludes the emergency supplemental for antiterrorist activity and spending financed by reimbursements or transfers.

As shown in Table 4-3, spending grew by \$20.57 million between FY 2001 and 2003. Most of this increase was concentrated in NYFO and in the DC area's Services and Administration costs. The increase in Services costs was primarily for technical services, training, and recruiting. The increase in administration costs was primarily for rent and leasing, supplies (including animal feed), vehicle repairs, and new contract guard costs at the White House Visitors Center and at the Washington Monument.

**Table 4-3
Appropriated Funds Spending Change, FY 2001-2003**

	\$ Millions	Percent
Washington, DC	14.39	69.96
Supervision	-0.6	-2.92
Special Forces	1.69	8.22
Investigations	1.81	8.80
Patrol	2.83	13.76
Services	4.54	22.07
Administration	4.12	20.03
New York FO	5.76	28.00
San Francisco FO	0.42	2.04
TOTAL	\$20.57	100.00

Source: U.S. Park Police, Status of Funds Reports, 2001-2003

Table 4-4 shows spending for NYFO, and reflects major changes in its priorities, including implementing new security plans for the Statue of Liberty, Ellis Island, and Battery Park ferry operations. Seventy-seven percent of the total increase was for additional patrols and their associated payroll costs.

**Table 4-4
Appropriated Funds Spending Change in the New York Field Office, FY 2001 and 2003**

Type of Expenditure	FY 2001	FY 2003	FY 2001-3 Change	Percent of Total Change
Drug Enforcement	\$268,687	\$323,215	\$54,528	0.95%
Equipment, Vehicles and Computers	68,176	176,874	108,698	1.89
Guard Force	56,571		(56,571)	-0.98
Canine, Marine and Specialized	51,557	204,824	153,267	2.66
Management and Administration	719,573	1,323,176	603,603	10.49
Other Expenses	331,461	757,978	426,517	7.41
Patrol Costs	3,580,696	8,017,664	4,436,968	77.08
Special Events and Details	16,909	46,582	29,674	0.52
Total	\$5,093,630	\$10,850,313	\$5,756,683	100.00%

Source: U.S. Park Police, Status of Funds Reports, 2001-2003

FTE use in NYFO increased by 11.6 percent (from 92.8 in FY 2001 to 103.6 in FY 2003), while total expenditures increased by 113 percent. However, this is misleading. When USPP began to receive separate appropriations in FY 2001, NPS appropriations language prohibited transfers to USPP in excess of \$10,000. However, there was an exception for NYFO for the first year, given the uncertain nature of its financing needs and the extent of its support from NPS parks. In FY 2001, \$2,314,800 was transferred from the Statue of Liberty Park to NYFO. In FY 2002, \$2,189,000 was permanently transferred, and both entities' budgetary bases were adjusted. When adjusting NYFO FY 2001 expenditures to reflect this transfer, the percentage change in spending between FY 2001 and FY 2003 becomes 49 percent, rather than 113 percent.

EXPENDITURES FROM ALL SOURCES OF FUNDS

USPP receives funding from several sources, with the annual operating appropriation its principal source. Others include reimbursements, supplementals, and other transfers, primarily DOI's Emergency Law and Order (ELO) transfers. Thus, the above NYFO example illustrates that the Status of Funds reports, on which the above tables are based, provide an incomplete and sometimes misleading picture of USPP spending trends. They do not include all sources of revenue and track spending only from regular operating appropriations. This report uses the Status of Funds reports despite their incompleteness, because they are the best data available, are regularly produced with existing information systems, and track information that is of concern to appropriators and DOI. Nonetheless, when discussing priorities and alternative activities and when tracking current and planned future operations, senior managers need information that better describes total resource availability and usage.

In recent years, alternative sources, such as the FY 2002 emergency antiterrorism supplemental, have provided substantial funding. Because the emergency supplemental signaled a stronger emphasis on security, identifying and readjusting to "normal" levels have been very difficult. The 2001 Academy report recommended that spending from all funding sources be aggregated into a comprehensive USPP budget that the USPP Chief, NPS, and Congress could monitor. Because this recommendation has not been implemented, USPP's actual total spending is not readily observable. NPS is hampered by similar data inadequacies, as its budget reports on USPP spending includes appropriations data (including the supplementals), but usually excludes reimbursements and ELO transfers.

The project team initially was told that certain types of information, such as historical summaries of overtime and benefits by individual for selected years could not be provided, due to limitations in report writing systems, although the data eventually were obtained. Ultimately, USPP budget staff compiled spending data from all types of revenue by budgetary object class. To do so, they used the AFS3.0 reporting system and DOI's Federal Financial System (FFS) financial data base, which ties directly to the General Ledger and probably provides the most accurate statement of total USPP expenditures. These data are summarized in Table 4-5, which shows spending by all sources of funds and object classes from FY 2001 to 2003. Even when

reports and data finally could be produced, they were not in electronic format (e.g., text files or Excel spreadsheets), limiting their usefulness for further analysis⁵².

Sources of funds include operating appropriations, a FY 2001 operating supplemental appropriation, the FY 2002 anti-terrorism emergency supplemental appropriation, ELO transfers from the NPS' operating appropriation, and special use permit and other reimbursements. It is important to note that these figures do not include spending on behalf of USPP by other entities, principally GNRA.

⁵² For example, to develop Figure 4-1, the project team had to input data into a spreadsheet from a report that was only available in PDF format.

**Table 4-5
Spending by all Funding Sources, FY 2001-2003**

By Funding Source and Object Class	2001	2002	2003	2001-2003 Change	Percent of Change Total
Spending by Source of Funds					
Operating Appropriations Expenditures	75,929,932	65,017,002	77,541,846	1,611,914	17.5
FY 2001 Antiterrorism Supplemental Appropriation	1,218,071	0	0	-1,218,071	-13.2
FY 2001 Operational Supplemental Appropriation	1,700,000	0	0	-1,700,000	-18.5
FY 2002 Counterterrorism Supplemental	0	18,681,997	6,660,954	6,660,954	72.5
Emergency Law and Order Expenditures	740,284	-5,786	945,111	204,827	2.2
Special Use Permit Reimbursable Expenditures	510,880	496,182	488,208	-22,672	-0.2
Reimbursable Activities	896,650	4,068,395	4,553,013	3,656,363	39.8
Total Spending	\$80,995,817	\$88,257,790	\$90,189,132	\$9,193,315	100.0
Object Class					
Total Personnel Compensation	72,187,369	70,823,153	73,375,447	1,188,078	12.9
Travel	547,501	774,313	1,025,686	478,185	5.2
Domestic Vehicle Rental	268,041	588,985	721,120	453,079	4.9
Transportation of things	42,229	77,319	72,937	30,708	0.3
Truck Transportation	132,280	182,989	341,704	209,424	2.3
Rent, Communications and Utilities	984,582	1,230,183	1,245,172	260,590	2.8
Printing and Reproduction	25,647	20,596	17,618	-8,029	-0.1
Other Contractual Services	3,655,104	6,219,561	5,665,894	2,010,790	21.9
Supplies and Materials	2,717,903	3,685,999	3,674,393	956,490	10.4
Equipment	417,389	4,366,826	3,890,092	3,472,703	37.8
Land and Structures	0	12,000	0	0	0.0
Tort Claims	17,772	275,866	159,069	141,297	1.5
TOTAL	\$80,995,817	\$88,257,790	\$90,189,132	\$9,193,315	100.0

Source: U.S. Park Police, AFS 3.0 Reports, March 4 and March 15, 2004.

Note: Does not include spending for USPP by Gateway National Recreation area from non USPP funds.

Several key observations are drawn from Table 4-5. Among them:

- Despite spending growth for Equipment and Other Contractual Services, the USPP budget remains personnel intensive. In FY 2003, personnel costs accounted for more than 81 percent of total spending.
- Spending on personnel compensation increased \$1.2 million, which corresponded with FTE growth.
- Total spending from all sources increased at a compounded annual average rate of 5.5 percent.
- Personnel costs were virtually flat. They increased at a compounded annual rate of 0.8 percent. Actual personnel growth also was relatively stagnant; it increased at a compounded annual rate of growth of 0.3 percent.

SPENDING GROWTH OVER THE PAST SIX YEARS

For the past several years, Congress and OMB have criticized USPP for the erratic nature of its spending and inability to identify and adjust to new priorities. These concerns sparked the Academy's 2001 report and have played a major role in this follow-up study. The Panel believes the process is less erratic than may appear from the layers of supplemental and non-recurring appropriations. Table 4-6 illustrates this by adding the spending for earlier years from all sources (from the Academy's 2001 USPP report) to the spending shown in Table 4-5. What emerges is a pattern of spending with moderate growth that can be largely explained by predictable factors: pay raises, higher benefit costs, and normal inflation.

As Table 4-6 illustrates, personnel costs increased by 15.5 percent from FY 1998 to 2003. Meanwhile, total expenditures increased by 27.3 percent, partly due to non-staffing outlays for counterterrorism activities. These increases are equivalent to compounded annual growth rates of 2.93 percent and 4.95 percent, respectively.

Table 4-6
Actual Spending from all Sources of Funding, by Fiscal Year
(\$ in Thousands)

TYPE OF EXPENSE	1998	1999	2000	2001	2002	2003
Compensation	\$45,422	\$46,461	\$50,267	N/A	N/A	N/A
Overtime	\$2,972	\$4,162	\$3,689	N/A	N/A	N/A
Pension	\$15,130	\$16,604	\$19,037	N/A	N/A	N/A
Subtotal Personnel	\$63,524	\$67,227	\$72,994	72,187	70,823	73,375
Travel	600	857	886	548	774	1,026
Vehicle Rent	386	412	423	443	849	1,136
Rent/ Utilities	892	902	868	985	1,230	1,245
Printing	31	31	28	26	21	18
Other Services	2,137	2,533	4,103	3,655	6,220	5,666
Supplies	1,786	1,654	2,226	2,718	3,686	3,674
New Acquisitions	1,164	1,102	879	417	4,379	3,890
Grants/ Claims	311	15	18	18	276	159
Subtotal Non-Personnel	\$7,308	\$7,504	\$9,431	\$8,808	\$17,435	\$16,814
TOTAL	\$70,831	\$74,731	\$82,424	\$80,996	\$88,258	\$90,189

OVERTIME SPENDING

Table 4-7 presents information on overtime spending from FY 1998 to 2003, based on data compiled by USPP and provided by the DOI Deputy Assistant Secretary for Law Enforcement and Security. It shows that overtime for ordinary operating expenditures remained relatively flat during the period, ranging from 5.4 percent to 7.6 percent. However, USPP has used supplemental and ELO funds to meet unusual overtime demands in FY 2000 for the World Bank/International Monetary Fund demonstrations, and in FY 2002 and FY 2003 for increased Icon security and unanticipated staff turnover. USPP has taken steps to reduce the demand for overtime in FY 2004, primarily by using contract guards to meet increased Icon security requirements. It also has rearranged working schedules, such as using 12-hour shifts, to minimize the need for scheduled overtime. However, schedule changes have reduced the ability of USPP to cover periods of high intensity traffic or park use with overlapping "power" shifts, which provide increased levels of law enforcement resources to meet peak needs.

**Table 4–7
Overtime Spending, FY 1998–2003**

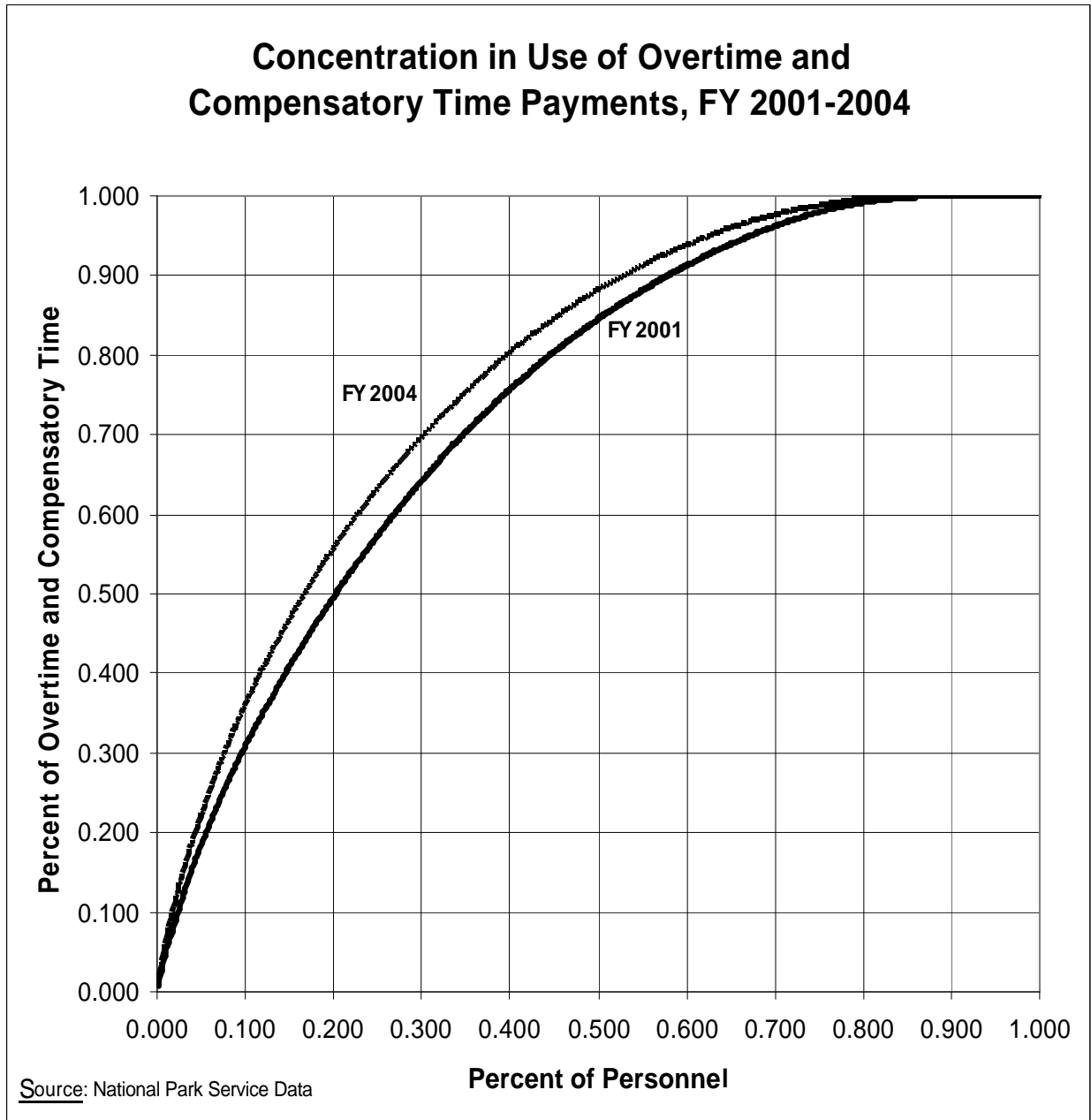
By Funding Source or Activity	1998	1999	2000	2001	2002	2003
Operating Expenditures	\$5,362,620	\$5,473,019	\$5,678,659	\$4,720,258	\$4,737,098	\$6,501,512
Supplemental Overtime	132,435	0	0	605,284	10,513,615	4,786,936
Emergency Law and Order Expenditures	211,314	1,158,438	10,388,760	420,441	0	820,290
Total	\$5,706,369	\$6,631,457	\$16,067,419	\$5,745,983	\$15,250,713	\$12,108,738
Total spending from all sources	70,831,300	74,731,000	82,424,000	80,995,817	88,257,790	90,189,132
Total overtime as a percent of total expenditures	8.06	8.87	19.49	7.09	17.28	13.43
Operating overtime as a percent of total expenditures	7.57	7.32	6.89	5.83	5.37	7.21

Source: Department of the Interior, Deputy Assistant Secretary for Law Enforcement and Security, and Table 3-6

Despite the FY 2002 increase, overtime spending does not appear to have significantly increased its share of total USPP spending in the long run. Table 4–7 shows a spike in FY 2000 and another in FY 2002 and 2003. These reflect emergency needs, discussed above, and funded by either ELO transfers (FY 2000) or the antiterrorism supplemental (FYs 2002 and 2003). To a large extent, the sharp increase in overtime spending in FY 2002 was in response to the unexpected loss of USPP officers and the consequent 5.2 percent decline in USPP FTEs from 746 in FY 2001 to 707 in FY 2002. Overtime spending in FY 2003 has declined from the FY 2002 peak, and USPP is carefully managing FY 2004 overtime spending.

Overtime use is not spread evenly throughout USPP’s operations. Figure 4-1, which illustrates the tendency toward concentration, reveals that during FY 2001, 10 percent of USPP employees receive 31 percent of the overtime and compensatory time, while top twenty percent earned almost 50 percent of the payments. Overtime/comp time concentration increased, post 9/11, as USPP has adjusted to changing priorities. During the first eight months of FY 2004, the top ten percent of employees receiving overtime and compensatory time payments accounted for 36 percent of the total (a 15 percent increase in concentration), while the top twenty percent received almost 56 percent (an 11 percent gain in concentration).

Figure 4-1



Essentially, patrol functions account for most overtime during the four-year period: DC's three districts combined (29.4%); New York (12.2%); and the Guard Force in DC (12%). SFB also used 12% of the total. This suggests that special events and Icon protection have placed severe burdens on staff. The 2001 Academy report noted that while judicious use of overtime enables USPP to meet peak demands, it is not efficient to consistently use overtime to offset staffing shortage. That finding remains true today.

REIMBURSEMENTS AND TRANSFERS

USPP receives reimbursements directly from permit activity sponsors, park transfers to cover unbudgeted overtime and travel to park-sponsored special events, and from NPS to cover ELO situations. NPS appropriations language act limits transfers from the NPS Operations appropriation to \$10,000 per special event. ELO transfers currently are administratively capped at \$250,000 per event, although special, separate \$250,000 caps were applied to the DC, New York and San Francisco Offices during the heightened national threat levels in FY 2002 and FY 2003.

Table 4-8 shows that during FY 2001-2003, reimbursable activities were a small but rapidly growing part of USPP operations, increasing in dollars by 178% and growing as a share of total expenditures by over 150%. USPP staff have said that if there were not the \$10,000 cap on transfers (which began when USPP transitioned to its own appropriation in FY 2001), individual parks would have requested and paid for additional security for special events. They also indicated that the \$10,000 cap was chosen as a number that seemed reasonable but had no analytical basis.

- In May, 2003 GGNRA requested an exception to the cap because USPP was already on site, and using enforcement rangers from another region would have been cost prohibitive. The request was accommodated after much discussion.
- In October 2003, USPP personnel were deployed to a border park, but subsequently had to be replaced by a ranger team, at additional cost, because of the cap.
- Most recently, the Northeast Region expressed a willingness to fund USPP activities during the Democratic National Convention in Boston. It is not being permitted to do so due to the cap, and this issue remains unresolved.
- USPP has rejected several preliminary requests to provide security for park events due to the cap on NPS reimbursements.

Table 4-8
Appropriated and Non-Appropriated Spending, FY 2001-2003

By Funding Source	2001	2002	2003
Total Appropriations, All Sources	\$78,848,003	\$83,698,999	\$84,202,800
ELO Expenditures	740,284	-5,786	945,111
Special Use Permit Reimbursable Expenditures	510,880	496,182	488,208
Reimbursable Activities	896,650	4,068,395	4,553,013
Total Spending from Non-Appropriated Sources	\$2,147,814	\$4,558,791	\$5,986,332
Total Spending	\$80,995,817	\$88,257,790	\$90,189,132
Non-Appropriated as a Percent of Total Spending	2.65%	5.17%	6.64%

Source: U.S. Park Police, AFS 3.0 Reports, March 4 and March 15, 2004.

CONCLUSION AND RECOMMENDATIONS

The current financial reporting systems are not designed to meet the needs of either NPS or USPP managers. Information on total available funds and total spending is not readily accessible and can only be pieced together with considerable effort. In addition, the NPS financial and personnel databases are separate systems and do not link. For most federal agencies, spending reports are not a problem, because obligations and outlays typically are tied to one or more appropriations, while transfers and reimbursements are not significant sources of funds. In USPP's case, however, current financial reporting (which includes only appropriated funds) can restrict the ability of its commanders and NPS officials to understand the kinds of changes that need to be made and the resources available to make them.

The dialogue that is needed among DOI, NPS, and USPP cannot effectively take place unless all financial data are integrated and available. No meaningful discussion of mission, law enforcement requirements, and priorities can take place without a common understanding of the resource implications. As many of the USPP duties are concerned with emergency management--whether a parade, demonstration, visiting dignitary, or Code Orange threat level--budget controls based solely on operating appropriations are inherently inadequate. Comprehensive budgetary information is essential to better resource management. The incomplete picture that appropriations-only information presents can also subject USPP to some undeserved criticism. **Therefore, the Panel strongly reaffirms the conclusion and recommendation in the 2001 report that:**

The lack of a unified, visible and total USPP operating budget complicates the ability to analyze U.S. Park Police spending trends and to compare planned and actual spending. The U.S. Park Police, in conjunction with the National Park Service and within its current appropriation account structure should develop a unified, integrated, and comprehensive U.S. Park Police budget. It should include estimates for all costs, operating and construction or rehabilitation, and funding from all sources.

The Panel notes that while senior USPP officials must have a sense of the resource implications of various functions and activities, the choices available to them, and the consequences of their decisions, they are not financial managers. Nor should they be expected to be.

USPP sought to hire a Chief Financial Officer, but last-minute problems hampered the selection process. The position has been re-advertised, and USPP has received applications. USPP clearly needs an individual who understands federal budgets and finance, the appropriations process, and how both can be translated for senior managers to use. The person should have a solid understanding of databases and reporting systems and how they can be used to track critical financial information. The position is necessarily hands-on, especially at an organization the size of USPP, and good data processing and management skills are critical. However, good communications skills also are critical, since the CFO must be able to communicate effectively with the NPS comptroller, regional directors and individual park superintendents, as well as with USPP commanders and external stakeholders. He or she must be able to make the USPP's case

for budgetary resources and demonstrate that they are and will be used effectively. **The Panel recommends that:**

The Park Police expeditiously complete its search for and hire a career chief financial officer with the requisite background and skills in the federal budgetary process.

The Panel is concerned that the current cap on reimbursements (in effect since USPP transitioned to a separate appropriation, beginning in FY 2001) may impede the implementation of the Panel's 2001 recommendation regarding the use of reimbursements for unplanned and unbudgeted events. Over time, any fixed cap will eventually become obsolete and an impediment, since it cannot keep pace with pay raises, benefit cost increases and other changes.

With limited budgetary resources, NPS park supervisors must make difficult tradeoffs between ongoing operational needs and law enforcement and security for special events. The Panel agrees that NPS or event sponsors should pay for all costs associated with these programs, including law enforcement and security costs. To facilitate good financial management and accountability, **the Panel recommends that:**

The Department of the Interior, National Park Service, Park Police, Office of Management and Budget, and appropriators should review the current ceilings or other restrictions on National Park Service transfers to U.S. Park Police for specific, unplanned security needs, and periodically revise them to reflect changing costs for personnel, overtime, and other special equipment

CHAPTER 5

REFLECTING USPP'S MISSION IN ITS WORKFORCE

Law enforcement agencies need a skilled workforce to fulfill their mission and provide strong leadership. Since more than 80 percent of USPP's annual budget is for personnel compensation, effective workforce utilization and development are essential to fulfill the USPP mission. Changes in the demand for law enforcement services or different approaches for providing them will require changes in staffing numbers as well as the mix or deployment of staff.

Since the Academy Panel's 2001 report, USPP has recruited almost 170 sworn officers, but staffing levels have stayed essentially the same because of turnover. Many sworn staff went to DHS in 2002 and 2003. As a result, some of the same issues discussed in 2001 are as relevant today.

Chapter 5 examines staffing trends and relates them, to the extent possible, to the numbers of staff who work in specific areas. It identifies ways to add flexibility to staffing patterns and develop USPP personnel throughout their careers. The chapter also discusses the work USPP does with other law enforcement organizations and how they deploy their staffs. Finally, it presents methods that NPS and USPP use to estimate human resources needs and recommends an approach to better match USPP resources with its mission.

CHANGES IN ALLOCATION OF OFFICERS

Since the 2001 report, USPP has experienced a net loss of 15 officers, and a gain of six civilians (as of March 15, 2004). Table 5-1 shows that staffing changes between 2001 and 2004 were not evenly distributed among USPP organizations. For example, New York grew by 21 staff, San Francisco lost four sworn officers, and DC Operations lost nine. Growth in New York corresponds directly to the Secretary-approved security plan for the Statue of Liberty and Ellis Island. There are more positions at those locations and USPP oversees screening areas in Battery Park that visitors go through prior to boarding ferries to go to the islands. Within DC Operations, the three patrol districts declined by 11 officers, while SFB grew by ten and CIB increased by three.

The decline in recruits shown on Table 5-1 reflects the lower number of USPP officers still in training in March 2004 relative to July 2001. Thus, fewer officers will feed into USPP organizations in 2004. In April 2004, USPP brought aboard a class of 24 recruits, who will be in training at FLETC until July before being deployed only in the DC area. (The July 2003 class went only to New York.) Because the recruits will not be on duty for some time, they are not included in Table 5-1.

To meet the Secretary-mandated increased staffing requirements for Icon protection, the USPP recently employed 34 contract guards at posts in Washington DC. They are not included on Table 5-1. USPP maintains sworn officer monument patrols in cruisers to provide mobile security, supplemented by occasional horse, motorcycle, or scooter patrols. Sworn officers also

supervise the fixed-post guards and are on site 24 hours per day, which has resulted in increased overall staffing at the DC monuments and memorials.

**Table 5-1
Civilian and Officer Staff: March 2001 and March 2004**

OFFICE	2001 Sworn	2004 Sworn	Sworn Chg	2001 Civilians	2004 Civilians	Civil Chg
Chief, Assistant Chief	2	3	+1	1	2	+1
NPS regions & WASA	11	7	-4	0	0	0
Office of Prof Responsibility	19	15	-4	7	11	+4
TOTAL Chiefs and OPR	32	25	-7	8	13	5
Operations Division						
Operations	54	49	-5	0	1	+1
Criminal Investigations Branch	30	33	+3	2	4	+2
Special Forces Branch	61	70	+9	2	2	0
Patrol Branch *	1	1	0	31	28	-3
Central District	80	78	-2	2	1	-1
East District	60	59	-1	2	2	0
West District	66	63	-3	4	1	-3
Recruits **	23	13	-10	0	0	0
TOTAL Operations	375	366	-9	43	39	-4
Services Division						
Service Division (deputy chief office)	0	0	0	1	1	0
Administrative Branch	8	4	-4	25	28	+3
Training Branch	24	18	-6	5	7	+2
Technical Services Branch	13	8	-5	37	37	0
TOTAL Services Division	45	30	-15	68	73	+5
Field Office Division						
Deputy Chief Office/Field Operations	3	2	-1	1	1	0
New York Field Office	50	90	+13	0	0	0
Fort Wadsworth	27	(in NYFO)	0	0	--	0
Statue of Liberty/Ellis Island	32	40	+8	0	0	0
San Francisco Field Office	38	62	+4	0	0	0
San Francisco Presidio	28	(in SFFO)	0	--	--	0
TOTAL Field Office Division	178	194	+16	1	1	0
Total Staff in Category	630	615	-15	120	126	+6

* The civilian guard force and staff who care for USPP horses are noted in the Patrol Branch. Table 5-1 does not include the approximately 34 contract guards who work at the DC monuments, supervised by Operations staff. However, the contract guards perform work USPP did not perform in 2001, so the 2001 and 2004 data on Table 5-1 are comparable.

** There are 24 additional recruits as of April 2004. They will be in training at FLETC until July 2004 and will be in on-the-job training for several months beyond that.

Sources: In 2001, Presidio (in SF) and Fort Wadsworth (in NY) information was drawn from payroll data, while all other data were from a March 2001 list of USPP personnel by organization. The 2004 data were drawn from the March 15, 2004 list of USPP personnel by organization.

In addition to the staff data on Table 5-1, several civilian administrative staff in New York and San Francisco are compensated by USPP, but organizationally placed with the NPS personnel

offices in those regions. Moreover, the park, not USPP, funds the contract guard force at the Statue of Liberty, even though a USPP officer oversees the contract.

Growth in Non-Patrol Forces

USPP maintains and emphasizes a full range of specially trained forces to provide law enforcement services. SFB has helicopter and motorcycle units, a SWAT team, and a small intelligence unit. Horse-mounted patrols also are included within Operations but are separate from the Patrol Branch. Staffing for these units in DC has generally been maintained or increased since 2001, while staffing within the DC patrol branches has declined slightly. The exception is horse-mounted patrol. While the number of officers assigned has not decreased greatly, they usually are on regular street patrol rather than mounted duty. SFB staff now also regularly have assigned patrol duties.

The helicopter unit continues to operate three helicopters, with at least one unit on call on a 24x7 basis. The unit currently has 16 staff, with a commander (a lieutenant), seven pilots (all sergeants) and seven medical technicians. It does little proactive patrolling (beyond special events), but instead responds to service requests channeled through a USPP control center. Major services include medevac, search and rescue, aerial surveillance for presidential escorts, and responses to crimes (such as high-speed auto chases).

In FY 2003, total flight hours were lower than in previous years. One reason is that since Washington Hospital Center began its commercial medevac service, USPP's helicopters are used much less frequently. The deputy chief for operations (now acting Chief) has set policies that require helicopters to be used primarily for law enforcement needs on NPS land, and only used for medevac on USPP property or if no other helicopter is available.

The SWAT unit, located in SFB, has a team of one lieutenant, one sergeant and 13 privates. Two sergeant positions are vacant, but one may be filled in the near future. USPP's current beat analysis indicates the need for two full teams, but one is unfilled. SWAT officers normally work the same shift, but the Special Forces commander indicated that, due to shortages, the officers sometimes are split up and spread out to provide less coverage at a specific time, but coverage over a longer period of time.

SWAT officers serve high-threat warrants on behalf of the Patrol Branch and CIB, provide escort assistance for USSS protectees, work on USPP's counterterrorism activities, and update target files on locations under USPP jurisdiction. More routinely, they serve at the thousands of permitted demonstrations and special events throughout the year. There have been some changes to SWAT training since 9/11, such as added training in hazard materials handling and evacuation.

Table 5-2 shows USPP Special Force capabilities in DC, New York, and San Francisco as well as those of several other federal, state, and local entities in the metropolitan DC area. Not included are marine capabilities, which are in New York only at this time. While there are a substantial number of SWAT organizations within the DC area, their availability for meeting NPS law enforcement needs is not certain.

**Table 5-2
Comparison of Specialized Units**

Department	SWAT	SWAT Organization	Motors	Horse Mounted	Canine	Helicop.	Bikes
USPP - DC	Yes	One stand-alone unit that also does warrants, escorts, special events. 1 Lt, 1 sgt, 13 officers. Usually same shift, but sometimes split to provide less coverage over longer periods. Authorized 2 teams, one not filled.	Yes	Yes. Used for patrol and crowd management. Have been used at other NPS sites to control demonstrations.	1 sgt, 7 officers, 5 cross trained in drugs. 1 sgt, 3 officers for bomb detection. When not w/ K-9 do patrol, demonstrations	Three	Yes
USPP - NY	Yes	2 SWAT officers	Yes	Yes	Yes	No	Yes
USPP - SF	No	Special Events Team can give temporary assistance under direction of a superintendent.	Yes	Yes	Yes	No	Yes
State/Local							
Arlington	Yes	20 trained staff plus unit commander and 3 assts. Part-time duty, officers assigned to other units.	Yes	No	Yes	No. Use USPP or Fairfax most.	Yes
DC MPD	Yes	Four teams	Yes	Created FY 2002. USPP helped train, MPD rebuilt part of USPP stables.	Yes	One	Yes
Fairfax	Yes	Permanent unit	Yes	No	Yes	Three. 30% for medevac 70% LE.	Yes
Metro Transit	No, but similar.	Special Response Unit serves warrants, works special events. Collateral.		No	Yes. 18; 11 bomb-trained	No.	
MNCPP/ PG County	No	No	Yes	Yes	No	No	Yes
VA State PD 7 th Division	Yes	Yes, but have other duties. 7 in each VSP division. Each member has full gear in their car so they can respond from any location.		No	Yes	No	
Federal							
Capitol Police	Yes	Yes	Yes	Beginning program, USPP training 10 officers & 2 sgts	Yes	No	Yes
Federal Protection Service	No	No		No	Yes	No	Yes
Secret Service	Yes	Yes	Yes	No	Yes	No	Yes

RECRUITING THWARTED BY TURNOVER

USPP recruits attend FLETC in Brunswick, Georgia for 13 weeks of classes comprised totally of USPP recruits. (This will soon change to 18 weeks as FLETC returns to a 5-day training week.) USPP believes that having its sworn recruits train as a group builds camaraderie and facilitates officer rotation among its units for on-the-job training that follows.

After FLETC training, USPP assigns new officers to rotational training duties and provides additional classroom training on the local laws of the jurisdictions in which they serve. Recruits become fully functioning officers approximately 10 months after being hired. In 2001, recruits did not know their permanent duty station when hired. To increase retention, USPP has since done more recruiting in DC, New York, and San Francisco and hires recruits for duty at one of these locations.

Table 5-3 shows recruit classes held in FYs 2002 and 2003.

Table 5-3
Recruit Classes in FYs 2002-2003

Class Date	Number Entered	Number Graduated
10/7/01	24	22
12/30/01	21	19
9/22/02	24	24
11/03/02	24	20
01/12/03	24	22
04/06/03	24	23
07/20/03	18	15
Totals	159	145

The September 2002 class, comprised of individuals with officer experience in other federal agencies, was taught at USPP rather than FLETC. Because of their accelerated training and prior experience, these recruits became functioning officers faster than other classes, but the instruction was more labor-intensive for USPP.

The costs associated with new recruits are more than those of the FLETC training; they include salaries, equipment, background checks, and medical and fitness physicals. The total FY cost of a class ranges from \$1.2 to \$1.8 million, depending on when in the FY the class begins and how much of their annual salaries need to be paid in that FY. About \$500,000 is for the FLETC training. USPP details staff to FLETC to serve as instructors (currently seven, down from twelve in 2001),⁵³ as do most other agencies that use FLETC. Tuition for USPP classes is reduced based on the number of detailed instructors.

⁵³ FLETC had reimbursed USPP for USPP instructors' salaries, but terminated that reimbursement in FY 2004, except for overtime and travel expenses. USPP reimbursements from FLETC thus declined after FY 2003, and totaled \$25,000 in FY 2004.

Training in Other Organizations

NPS protection rangers also attend FLETC, though their class is somewhat different from USPP's and is one week shorter. A class of rangers is comprised of individuals from many parks, some of whom are relatively new to NPS and some of whom have been with NPS for some time and decided to specialize in law enforcement. NPS' challenge has been getting sufficient numbers of protection rangers to attend a class, and one superintendent who does a segment of the program said that several classes have had to be canceled in the past year because there were too few participants. He believed the problem could be addressed by having protection rangers and USPP officers train together.

Arlington County, Virginia officers train with new recruits from other area law enforcement agencies at the Northern Virginia Criminal Justice Academy, which has five training modules followed by proficiency tests. From 1965 until 1985, Fairfax County, Virginia police officers did, too, but increased training needs of an expanding department led Fairfax to establish its own training facility. The Fairfax County Criminal Justice Academy also trains Fairfax County sheriff's deputies and officers for Vienna, and Herndon, Virginia.

Prior to assuming their patrol responsibilities, Fairfax officers undergo 22 weeks of comprehensive training at its academy. They learn proper use of firearms, emergency vehicle operation techniques, and basic self defense as well as the complexities of criminal law, proper police procedure, and departmental rules and regulations. Following graduation, recruits are assigned to ride with veteran officers until they are ready to handle things independently.

Maryland National Capital Park Police (Prince George's Division) train at the Prince George's County, Maryland Police Academy, after which they patrol with seasoned officers before doing so on their own. They also receive more than 20 hours of in-service training and firearms training annually.

Metro Transit Police (MTP) recruits train at the Northern Virginia Criminal Justice Academy. MTP staff train for 10 months, including on-the-job training. Like USPP, MTP recruits must learn laws of multiple jurisdictions.

Turnover Results In No Growth Among Sworn Officer Force

The size of the USPP officer force has not increased commensurate with the number of new graduates over the past two years. Although graduates totaled 145 officers, Table 5-4 shows that USPP lost 130 officers during the period; resignations accounted for 69 of the losses.

Appendix J provides attrition data by USPP organization for 2001-2003. In 2002 and 2003, the largest proportion of sworn officer losses were in New York (18 percent) and Washington (15 percent); San Francisco lost 9 percent.⁵⁴ Many went to other federal agencies, largely because of

⁵⁴ These proportions are calculated using the number of sworn officers for the prior year, as shown in Table 5-1 (which would have been the approximate on-board strength at the beginning of the following year), and the officer attrition in Appendix J.

hiring at DHS. Interviewees believe the overall slowdown in attrition since 2002 has been because the air marshal program has completed its initial hiring and some officers who joined the Transportation Security Administration (TSA) have reported that the higher salary does not offset the constant travel.

Table 5-4
Calendar Year Attrition Data for Sworn and Civilian Positions: 1998-2004

Reason for Leaving	1998	1999	2000	2001	2002	2003	2004*	Total
Retirements	20	33	32	9	27	22	10	144
Resignations	26	15	9	35	59	10	2	121
Disability	5	2	1	4	3	1	1	13
Removal	0	1	0	0	3	3	0	7
Death	0	2	2	1	1	1	0	7
Total Attrition	51	53	44	49	93	37	14	292
Total Positions	751	758	746	740	728	756	741	--
% of All Positions	7%	7%	5%	7%	13%	5%	N/A	--

* 2004 data are as of May 1. Cannot calculate the percent of all positions.

USPP resignations to DHS were part of a DC area trend in 2002. A recent GAO study⁵⁵ of 13 uniformed federal law enforcement entities in the DC area showed that turnover increased markedly at all federal law enforcement agencies there; it almost doubled between FY 2001 and 2002 (from 375 to 729).

Table 5-5 shows the size of the 13 uniformed police forces and their separations for FY 2002. Of the 729 officers who separated, 599 officers (82 percent) did so voluntarily through a method other than retirement. Of that number, 316 went to TSA, where 313 of them became Federal Air Marshals and earned higher salaries. Of the 599 officers, 65 percent had fewer than 5 years of service with their respective police forces.

GAO did not find any clear turnover patterns due to such factors as pay levels or type of retirement benefits. Although, USPP's 13 percent separation rate was low compared to some other law enforcement organizations, it was substantially higher than the 5 percent in 2000.

⁵⁵ U.S. General Accounting Office, *Selected Data on Pay, Recruitment, and Retention at 13 Police forces in the Washington, D.C., Metropolitan Area*, June 2003, GAO-03-658, pp. 15-15 and 17.

**Table 5-5
Separation Rates for 13 DC Area Uniformed Federal Police Departments**

Organization	Total Officers	Separation Rate	All Separations	Retirements	Disability Separations	Vol. Separations	Involuntary Separations
Library of Congress	129	11%	14	5	0	9	0
U.S. Capitol Police	1,278	13%	160	10	1	143	6
Park Police	439	13%	55	12	3	36	4
Pentagon FP Agency	259	13%	33	4	1	25	3
US Postal Service	109	14%	16	7	1	7	1
Supreme Court	122	16%	17	3	0	14	0
Govt Printing Office	52	16%	8	2	1	2	3
FBI Police	173	17%	32	1	0	30	1
Fedl Protective Svc	140	19%	29	7	0	21	1
Secret Service Unif	1,072	25%	277	39	3	234	1
Bureau of Eng & Print	120	27%	36	1	1	32	2
U.S. Mint	52	41%	22	0	0	21	1
Natl Inst Of Health	53	58%	30	0	0	25	5
	3,998		729	91	11	599	28

Conclusions and Recommendations: Recruiting Thwarted by Turnover

The Academy Panel believes that USPP made a good decision in focusing more recruiting in the three metro areas in which it serves and telling officers where they will work before they attend FLETC. Both steps have the potential to increase retention. The Panel understands the need to build camaraderie among USPP officers, and recognizes that it is relatively easy to fill a FLETC class when USPP is hiring in large numbers (as it did in 2002 and 2003). However, USPP may not always have the funds for a full class or, as staffing levels stabilize, may not need to bring on several classes of 24 per year. Thus, it may be better served by bringing on a few officers at a time rather than waiting for officer strength to fall to an unacceptable level. **The Panel recommends that USPP:**

Send some recruits to the Federal Law Enforcement Training Center with other organizations' recruit classes so that it can bring on smaller numbers of officers at one time rather than waiting for a full class.

Many police organizations send their new officers to training with officers from other police departments. Although an all-USPP class may build camaraderie, so would having several USPP recruits train with recruits from other federal organizations, including NPS protection rangers. USPP would want to consult with FLETC as to the most appropriate classes to which to send some officers. The Panel does not suggest that USPP recruits must train with land management organizations if another organization's curriculum is more similar to USPP needs.

CHANGES IN STAFF MIX SINCE 2001

Changes in staff mix have accommodated increased demands for Icon security. The clearest change is the use of unarmed, contract guards at the DC Icons and at visitor screening areas in Battery Park, which is the boarding area for ferries to Liberty and Ellis Islands. Guards are supervised by their own supervisors, with USPP staff overseeing activities at all times. There also are more USPP officers staffing fixed posts at the Icons in all locations since 9/11. It would not be appropriate to provide specific numbers of officers per Icon, as this would provide too much information on security methods.

There has also been a marked increase in canine support, especially in New York, given continued sweeps of the ferry boarding areas and statue grounds. The dogs perform a mix of functions and are continually retrained to maintain their particular expertise. Nearby jurisdictions have canine capabilities, and they are willing to provide assistance, though their own needs come first. In the case of the Statue of Liberty and Ellis Island, there are no adjoining jurisdictions.

Less Change in Ratio of Privates to Officers Above that Level

USPP has reduced its number of some higher-level positions, as shown in Table 5-6. It appears that the increase in privates hired did not lead to a corresponding increase in officers above private level. In fact, Table 5-6 shows that the number of sworn staff in most levels above private decreased from 2001 to 2004. Since retirees are more likely to be above the rank of private, the 49 retirements in 2002 and 2003 account for much of this reduction. However, Table 5-6 also indicates that privates accounted for most of the net USPP staff decline over this period. As noted in Table 5-4, there were 69 resignations during this period, and USPP indicated that many were recently hired privates who went to TSA.

Table 5-6
Comparison of Ranks: 2001 and 2004

Rank	2001	2004	Change
Chief	1	1	0
Asst/Deputy	1	3	+2
Major	12	7	-5
Captain	24	17	-7
Lieut.	38	40	+2
Sergeant	117	112	-5
Detectives	9	21	+12
Private	428	414	-14
Total	630	615	-15

As Appendix K shows, the overall ratio of privates to higher-level officers (not all of whom are supervisors) has remained essentially the same, at 2.1 privates for each officer above that level, with substantial variation by unit. In Washington, there are three districts—East, West, and Central. East has two substations (Anacostia and Greenbelt, which covers the Baltimore-Washington Parkway); West also has two (Rock Creek Park and the George Washington Parkway). Central, which covers downtown DC and areas along the Potomac River, has only one station. Central District has five privates for every officer above that rank, while East's ratio is 4.4:1, and West District is 3.2:1.

In specialized DC units, the ratios vary from those in Patrol. In 2001, it was 3.2:1 in SFB, but it was down to 1.5:1 in 2004. In 2001, the ratio was 2:1 for CIB, where the work generally requires experience above the level of a private, yet in 2004 it was down to .7:1 because there were fewer privates and more sergeants/detectives. However, detectives usually are not paid as much as sergeants (unless they are detective sergeants) and are not considered supervisory employees. Thus, if the CIB ratio counted detectives as privates, the ratio would have been 3.3:1 in 2001, and the same in 2004.

The Office of Professional Responsibility has functions such as the Secretary's Detail, planning, safety, public information, Freedom of Information Act compliance, and evaluation, so its staff all are above the private level. That office has reduced its sworn officers from 19 to 15 (and replaced several with civilians), while the Training Branch has reduced the number of sworn officers from 24 to 18.

The overall ratio of sworn staff above the private level to privates changes when guards are considered. In March 2004, there were 34 contract guards and 24 civilian guard employees, who are supervised by two lieutenants (as collateral duty assignments, not as separate positions) from the Operations Division. If these 58 contract and civilian guards conduct work that privates would otherwise do, the ratio in the Operations Division changes from 1.5 privates to higher-level officers to 4.0. The overall ratio grows from 2.1 privates for each officer above that level to 2.4.

The NYFO has two districts: one that serves Jamaica Bay and Staten Island, where the ratio is 6.4:1, and one that serves at the Statue of Liberty and Ellis Island, where the ratio is 5.7:1. In 2001, the Jamaica Bay/Staten Island unit (called NYFO in Appendix K), had an 8.4:1 ratio. Since then, this office has absorbed the Fort Wadsworth contingent, which had a low 2001 ratio. The U.S. Coast Guard reimburses USPP for many of these positions.

Comparison of Privates to Sergeants

The Panel would like to have compared supervisors to non-supervisory sworn staff, but data do not permit this. Not all officers above the level of private are supervisors. A number hold administrative positions in training (though fewer than in 2001), are in policy-making positions, or are in positions that require technical expertise but do not entail a supervisory role (such as the helicopter pilots). In some units, such as CIB, the major might supervise the captain and the captain the lieutenants. In Patrol, sergeants generally supervise privates. Other police

organizations have discussed “supervisory” ratios in terms of the number of privates per sergeant. Thus, the Panel decided to focus on the ratio of privates per sergeant.

Table 5-7 shows that the ratio of privates to sergeants has held steady at 3.7 privates per sergeant. Again, there are variations by unit and changes between 2001 and 2004. In some locations, the ratio increased, such as at the Statue of Liberty, where there were 4.8 privates to sergeants and now are 5.7. The ratio increased in the Central and East Districts, while it has decreased in the West. In other units, such as DC Operations, there has been a marked decrease—from 9.3 to 6.0, with one more sergeant and seven fewer privates. In SFB (which in 2004 includes the Aviation Unit), there are four more sergeants but only five more privates.

**Table 5-7
Ratio of Privates to Sergeants: 2001 and 2004**

Branch	2001			2004		
	Sgt	Priv	Prv:Sgt	Sgt	Priv	Prv:Sgt
Chief & Assistant						
OIS (OPR in 2003)	12		0.0	9		0.0
Dep Chf/FOD						
WASO & LE Spec.						
Operations Division	4	37	9.3	5	30	6.0
Special Forces	5	35	7.0	21	42	2.0
Aviation Program	12	2	0.2	With SF in 2004		
CIB	4	20	5.0	4	14	3.5
Patrol Branch						
East District	13	44	3.4	9	48	5.3
Central District	13	64	4.9	11	65	5.9
West District	12	52	4.3	13	48	3.7
Services Division						
Technical Services	4	6	1.5	2	3	1.5
Training	8	11	1.4	8		
Administration	5		0.0	3		0.0
Recruitment		23			13	
NY Field Office	5	42	8.4	11	70	6.4
Fort Wadsworth	5	19	3.8	With NYFO in 2004		
Statue of Liberty	5	24	4.8	6	34	5.7
SF Field Office	10	49	4.9	10	47	4.7
Total	117	428	3.7	112	414	3.7

The New York Field Office staff believed it had a shortage of sergeants, due in part to many newer private who needed more direct supervision. New York (the field office and Statue combined) has two more sergeants in 2004, and 19 more privates. In May 2004, it had

lieutenants acting in two vacant captain positions, which meant fewer lieutenants provided direct staff supervision of sergeants.

The ratio of privates to sergeants changes to 3.9:1 when the April 2004 recruit class is considered. However, these recruits are not “on the street” and will not be for months, so they are not included in Table 5-7. The recruits who are included are working in the field, albeit with more direct supervision than other officers.

To date, most other law enforcement organizations Academy staff contacted have not shared sufficiently detailed staffing information to permit comparison of their ratios. The exception is MPD, which has an overall ratio of privates (whom it calls officers) to sworn staff above that level of 2.4:1—similar to USPP. At the police service area (PSA) level (which is similar to a patrol beat), there is an average of 6.7 privates to officers above that level, and a ratio of 9.3 privates per each sergeant. However, their beats cover substantially smaller areas than USPP beats; they can often be measured in blocks rather than miles.

Conclusions and Recommendations: Changes to Staff Mix Since 2001

The security needs in a post-9/11 environment have led to Secretary-approved security plans and substantially more staff in New York. To a lesser extent, there have been changes to the mix of skills and ranks of sworn staff in individual offices. The Panel is still troubled by the relatively large number of officers above the rank of private to those at the rank of private, but acknowledges that had fewer sworn staff left in 2002 and 2003, this disparity would not be as notable. The Panel draws this conclusion because, for the most part, there has not been an increase in sergeants since 2001. The exception is in the Special Forces Branch (which rose by 4, as privates rose only by five). The Panel does not want to assert that this is inappropriate—it could be that the increase in canine work or preparation to react to hazardous materials justifies this. However, the overall balance of privates to those above that level remains different from other metropolitan police departments and should be examined. **The Panel recommends that:**

The Park Police reevaluate the number of higher-ranked officers. In some cases, intensive sergeant-to-private supervision levels may be needed. In others, there can be a broader span of control.

In conducting this reevaluation, the Panel believes that USPP should examine staffing patterns in other police forces and federal law enforcement organizations. USPP does not have an exact peer in the federal system. Some aspects of the work may be similar to a sheriff’s department, which covers large geographic areas within counties, others more like a city police department, and still others similar to the work of NPS rangers or the park police in the Maryland National Capital Park and Planning Commission. There is not likely to be a single ratio of privates to sergeants or to officers above the level of private, but there will be examples of similar work that could inform USPP ratio decisions.

ADDING FLEXIBILITY TO STAFFING PATTERNS

USPP has committed to assess all positions and has civilianized some of them. Eleven positions were converted as of January 9, 2004 and decisions were pending on the dispatchers and a captain positions, shown below:

<u>Former Position</u>	<u>Converted to civilian post as:</u>
Captain	Human Resources Officer
Major	Civilian Financial Officer (not yet filled)
Private	Applicant Background Investigator
Sergeant	Civilian Security Specialist
Sergeant	Freedom of Information Act Officer
Sergeant	Police Planner
Private (5)	Firearms or Physical Skills Instructors (5)
<u>Pending</u>	
Sworn dispatchers	Civilian Dispatchers
Captain	Facility Management

Because USPP now reports to the NPS director, it performs administrative work that was formerly NCR's responsibility. Because most of its prior human resources work was in training only, USPP has added six positions in this area: two applicant investigators, a staffing specialist, a staffing and classification specialist, a lead human resources specialist, an employee labor relations official, and a personnel assistant who also handles security. NPS did not transfer any positions to USPP for these functions.

Unlike NPS, which prohibits use of volunteers for paid duties otherwise performed by government employees, other jurisdictions can use volunteers as well as non-sworn staff for traffic control and special event duties. As stated previously, Arlington, Fairfax, and DC use meter readers to enforce parking regulations, and Arlington uses other county employees and auxiliary police personnel (including volunteers) to set up and maintain traffic barriers for community events.

The Prince George's unit of the Maryland National Capital Park Police sponsors a well-publicized program to train volunteers for bike patrol, fingerprinting, foot patrol, and event assistance. Training is 8 weeks, 1 night per week. There are now 25 volunteers, and their work is featured prominently in the unit's annual report and on a volunteer web page with a link from the department's pages (<http://www.ppva.net/>).

USPP previously had a summer intern program. However, USPP staff indicated they now do not have the staff to oversee one. In addition, funds for interns generally come from the same accounts that pay regular staff. USPP also had an auxiliary corps of paid civilians who would advise on such topics as traffic requirements or rules against rock climbing at Great Falls. However, they never directed that visitors take an action, which would imply that they had law enforcement responsibilities. If, for example, a visitor would not stop climbing on the rocks they called a USPP officer. As the USPP budget grew more constrained, these positions were phased

out rather than reduce the number of officers. When the World War II Memorial has been open for awhile, USPP plans to use an auxiliary staff person to advise citizens on traffic patterns and parking locations.

Because USPP does not now have auxiliary staff, it must use officers for some work that does not take full advantage of their skills. For example, officers must handle parking and security at the Wolf Trap Center for the Performing Arts in Fairfax County. The Center's Board determines the number of events, and the need for security varies with the types of performances and crowds. USPP is not reimbursed for this work.

Potential to Refocus Resources from Regional Captain Positions

The regional law enforcement specialists (RLESs) are USPP captains⁵⁶ who provide law enforcement advice and coordination within the NPS regional offices. They are overseen by a USPP major who serves in NPS' WASO.⁵⁷ Table 5-6 shows seven fewer USPP captains than in 2001, largely because five of the ten captain positions in NPS regions are vacant. NPS did not fill the positions as it considered policy changes. In late March 2004, the NPS Deputy Director announced that in regions in which USPP offices are located (NCR, the Northeast Region, and the Pacific West Region), a regional director can fill the RLES position with either a USPP captain or an NPS protection ranger. The new policy permits USPP captains in positions in other regions to remain there until transfer or retirement.

In regions in which USPP does not have offices, NPS will advertise the positions and fill them with the best-qualified candidate based on a developed but not yet classified GS-025 law enforcement specialist position description. The regional chief ranger, the top law enforcement position in the region, will supervise anyone in the RLES role.

Given this new policy, the NPS Comptroller is working with the Deputy Director to identify funding to support the positions. In the interim, the Comptroller's office will work with regions to adjust their FY 2004 regional funding to fill the positions as soon as possible. One option is to assess parks within a region to pay for the RLES position. NPS policy regarding USPP reimbursement for the captain positions is not yet known.

Conclusions and Recommendations: Adding Flexibility to Staffing Patterns

It is crucial that USPP make the best use of its staff and not lose experienced officers because they believe their talents are less valued than in the past. This is the perception that some officers have about extensive fixed-post assignments. **The Panel recommends that USPP:**

⁵⁶ Except in Alaska, where a protection ranger has served in this position.

⁵⁷ The major in WASO provides coordination between USPP and NPS and works on a range of NPS law enforcement policies, such as approving ELO funds, coordinating law enforcement needs for special events, and a number of other cross-cutting issues. This is USPP's primary link with the NPS Office of Deputy Assistant Director for Law Enforcement and Emergency Services.

- **Use a mix of staff, rather than all sworn officers, for particular services, such as parking enforcement and other functions that do not require sworn officer expertise.**
- **Reinstate the use of auxiliary staff for non-law enforcement duties, such as parking direction at the Wolf Trap entertainment venue, and use volunteers as appropriate.**
- **Use guards whenever possible for fixed posts, especially for monuments other than Icons, freeing officers for more mobile patrols.**
- **Redeploy remaining USPP captains in regional law enforcement specialist positions as soon as practical, and use them for the highest unmet priority needs.**

Given current USPP resource shortages, the Panel believes that funds for these remaining captain positions could be used to fund a number of patrol officers to fulfill other higher priority functions. This approach would not preclude USPP officers from applying for RLES positions, especially if USPP found that their broad exposure to NPS operations provided a useful career development opportunity. Nor would it prevent NPS from selecting a USPP applicant for the position and reimbursing USPP for the costs. However, the current limit on NPS reimbursements to USPP would need to change.

USPP can consider other areas as it examines staffing needs. For example, other law enforcement units often have overlapping shifts when the need for services is greatest. USPP senior staff are well aware of the effectiveness of overlapping shifts, but they report they cannot deploy officers in this fashion due to staffing shortages. Also, USPP's organization is such that staff assigned to a beat are not in one unit. For example, the DC Patrol Branch has primary responsibility for covering the beats, yet horse-mounted officers and most canine officers are in other units. The Academy Panel does not want to micromanage USPP deployment, but believes in coordinating the work of all officers on a beat.

Technology can replace or enhance some staffing requirements, but it has its own costs. For example, the 100 cameras USPP maintains in the monument areas must be constantly monitored. Also, USPP must examine whether it needs a full-time SWAT team, or whether properly trained officers could do this work as a collateral duty. Other potential options include retaining a small core SWAT team focused on those skills unique to NPS (e.g. Icon protection) and supplementing that core with other resources either from USPP or other law enforcement agencies with SWAT capabilities. One way to make this approach feasible is to assign cars to SWAT officers so they have their gear available at all times and do not have to go to USPP headquarters before responding to an incident. This entails ensuring that all gear and guns are protected at all times. The Panel does not recommend a specific option regarding SWAT resources. However, it believes that USPP must be open to alternatives to a full, stand-alone SWAT team if it is to retain some SWAT capabilities unique to NPS needs at currently expected resource levels.

DEVELOPING STAFF THROUGHOUT THEIR CAREERS

There have been changes in human resources management since the Academy's 2001 report. Most significant, USPP has had to develop its human resources capabilities since it is no longer part of NCR. Senior USPP staff participate on NPS committees, including workforce planning, and have tried to increase awareness of training resources by publicizing their availability to commanders. A number of courses, such as many available through the DOI University, are free to USPP employees, but may require Internet access. About 60 percent of USPP facilities have Internet capabilities, but fewer than 40 percent of staff have routine access. However, this is an improvement from 2001.

In early 2003, USPP did a comprehensive assessment of mandated training requirements (by federal or municipal code) and broad needs. Mandatory and nonmandatory training estimates covered firearms and fitness, supervisory training, management development, FLETC tuition for current employees (such as required courses for criminal investigation), recertifications (such as breathalyzers or radar), computer security, staff development opportunities through the International Association of Chiefs of Police (IACP), and much more. For each subject, USPP estimated the cost based on past experience or current tuition and described the number of potential attendees. In some cases, such as the mandatory supervisory training, USPP staff can attend tuition-free through NPS, but must pay approximately \$1,000 per attendee in travel and per diem.

A USPP assessment of training needs showed that spending could reach \$1.3 million annually, though the Training Branch projected that \$250,000 could cover most training requested, based on the discretionary funds used for the past two years. The FY 2004 Training Branch budget is \$88,380 for all 750 staff (sworn and civilian), not covering recruit class tuition. Due to staffing shortages, staff find it difficult to attend even free training. One USPP office has not been able to schedule required supervisory training even though it has had several new supervisors over the course of the past year.

The Training Branch has reviewed alternative training mediums, and USPP has cooperative agreements with the DC Metropolitan Area Council of Governments. As a participating law enforcement agency, USPP "shares" free training, which means it provides instructors as well as students. It also has purchased a limited number of on-line training licenses to review FLETC's e-Learning curricula and provides managers with free online training updates offered at OPM's Government E-Learning Center and the Federal Emergency Management Agency's Independent Study On-line Training Center. Other sources of free training are through the George Washington University Response to Emergencies and Disasters Institute (READI) and DHS.

Conclusions and Recommendations: Developing Staff Throughout Their Careers

The Panel notes that USPP is doing more to assess training needs and publicize available resources. It also recognizes that resource constraints can hinder meeting identified needs. In essence, staff development is another component of assessing priorities and matching needs to resources.

All organizations whose staff are trained in technical fields—whether scientists, law enforcement officers, or physicians—face special challenges when preparing their managers and leaders. Some, such as heads of human resources or finance, are brought to an organization because of their expertise, but mission leaders are generally culled from within the profession. These individuals may be expert in managing within their specialty, but frequently need additional training to acquire essential broad management and leadership skills. **The Academy Panel recommends that:**

Interior, NPS, and USPP align the training resources of the organization with the priorities determined through their joint decision-making.

USPP develop or contract for management development training for senior officers so that they are fully prepared to manage within the federal system.

All staff should receive the training necessary to do their jobs well, and it is encouraging that there are free resources available. However, staff development is not a free good. It is an area with many resources in the law enforcement and federal community. USPP should be able to match development needs with existing resources.

RELATIONSHIPS WITH AND RELIANCE ON OTHER LAW ENFORCEMENT AGENCIES

USPP has memoranda of understanding with all local police departments to provide assistance, a common practice that permits them to aid one another as needed without seeking special permission. In DC, all law enforcement departments work with USPP, though to varying degrees. Federal and local departments periodically supplement USPP to meet law enforcement needs, and USPP usually reimburses for all of these non-emergency services, such as extra coverage for the Fourth of July or the May 2004 opening of the World War II Memorial. Other organizations said that they would continue to provide emergency and short-term mutual aid.

Of the departments Academy staff interviewed, MPD and Arlington County's Police Department appear to have the most interaction. Since Arlington residents frequent several USPP-patrolled parks (Gravelly Point, Lady Bird Johnson Park), Arlington County officers routinely drive through them as well. However, they would call USPP if a visitor had a concern or request, since the parks are areas of federal jurisdiction. Arlington also has provided officers to help supplement USPP operations at planned special events, but its general policy is not to assist with planned events without reimbursement.

DC is unique in that many of its USPP-covered parks serve as community parks for residents; this was discussed in Chapter 2. Calls for assistance may come in through DC's 911 system, and if there is an urgent citizen need, MPD will respond. They may then turn the case over to USPP. Communication between MPD and USPP appears to be good in addressing special events. However, there has been some lack of coordination on general day-to-day operations. For example, MPD and USPP plan and operate their beats independently, though officers do communicate with one another as the need arises. There have been occasions when MPD does

not notify USPP of a crime in a park, but there have also been times when USPP does not inform MPD that USPP officers are about to exercise a warrant on city property. However, USPP and MPD began, in 2004, a bimonthly meeting to provide a regular setting to address coordination issues.

MPD and USPP have effectively cooperated in mounted patrols. USPP officers recently trained MPD and Capital Police when these departments acquired horses. The USPP and MPD share some facilities and related costs to stable the animals.

Liberty and Ellis Islands are exclusive federal jurisdiction and their relative isolation requires NPS to be as self-contained as possible for law enforcement assistance; it would take time for local jurisdictions to arrive. However, New Jersey and New York assist in areas such as emergency medical evacuation or hazardous materials control. NPS and USPP have worked with multiple state and local jurisdictions to plan for joint operations as needed.

When the Presidio converted from a military base to a national park site, San Francisco was concerned that it not use city resources for services that the Army previously provided. This does not mean the city of San Francisco would not assist in an emergency, but it wanted to avoid ongoing operational expenses. Thus, Presidio Trust Act language requires that USPP provide law enforcement, and the park has its own fire department.

How Police Departments Estimate and Deploy Officers

In DC, USPP shifts vary according to the needs of the area served.

- The Rock Creek and Anacostia stations operate on 8-hour shifts, with no overlap.
- Central District (which has no substation), and Greenbelt are 12 hours, again with no overlap.

The major who oversees Patrol in DC would prefer a mix of 8 and 10-hour shifts, with overlap for high-use periods, but said USPP lacks sufficient staff to do this. George Washington Parkway and the Central District all have one weekend day off while Anacostia and Rock Creek have varied days off throughout the week. In New York and San Francisco, nearly all officers work 12-hour shifts, again with no overlap.

Local police departments with whom Academy staff spoke use a beat structure to assign staff and believe they have a staff shortage. However, the intensity of the problem varied from needing more to accomplish more, to believing they needed additional beats to accommodate growing workload within the existing beats. Some thought their officers had to work too much overtime and thus were at times exhausted.

Local police departments also have employed different approaches to the length and timing of individual shifts. Fairfax County Police Department, which has 11.5 hour shifts with overlap for peak times, uses a staffing model based on IACP methodology and identified minimal staffing levels for police service areas. However, there are contingency plans to staff up to the maximum

levels. The acting chief characterized these staffing levels as largely intuitive and experienced-based.

In response to the Y2K challenge, Fairfax created an emergency staffing plan that has been in place through 9/11, but has not changed because of the latter. The plan remains as an emergency deployment plan for fully mobilizing the department. The department has not created separate deployment approaches for varied terror threat levels because the DHS warnings are too vague. Neither Fairfax or Arlington change their deployment as DHS codes change, but would if there were a specific threat in the county.

Arlington changed its shift deployment in May 2004, by moving from four nine-hour days with permanent days off to 12-hour shifts with 9 p.m.-1 a.m. overlap. Officers work five days on and four off, but every third cycle will be five on and five off, including a long weekend in the five days off. The department's chief said the change will reduce overtime and free four sergeants and 16 officers for community policing, which is popular with residents. The chief also indicated that officers generally like the change because of the long stretches of time off, though it has become difficult to staff special forces (which has a traditional five-day work week) because staff prefer the longer time-off periods.

Virginia State Police (Arlington Division #7) reported that all its officers have vehicles that always contain their personal equipment. This means that they can be called to duty directly, without going to a station to pick up a car or equipment.

Every two years, Maryland National Capital Park and Planning/Prince George's Police Division does a workload analysis, and this justifies police needs and provides a well-documented needs statement that decision-makers can review. The department has 10-hour shifts with overlap. Officers work the same shift for about one year at a time and have set days off, but these rotate monthly. They also do periodic "double days" when all officers are on duty, and these appear to be used mostly for training. The "double days" can be weekdays or weekends.

MPD generally uses 8-hour shifts, but can go to 12-hour shifts if the DHS alert level requires it. Like Arlington and Fairfax, they assess the situation rather than automatically make changes. MPD also uses 12-hour shifts for some special events, to avoid overtime. The 44 police service areas in DC each have a team headed by a lieutenant with a varied number of sergeants and officers.

ESTIMATING STAFFING NEEDS

Law enforcement entities must justify their resource needs to non-law enforcement stakeholders, whether they be a city or county council, internal budget review group, or the U.S. Congress. There are a variety of methods to match staffing levels (including contracted services) with mission.

How NPS and USPP Estimate Staffing Needs

NPS is a land management agency with competing demands for a limited pool of resources. Resource assignments for protection rangers and USPP must be weighed against such items as providing additional park services and protecting natural and cultural resources. Since 1996, NPS has used the VRAP, a computerized system into which each park submits standardized profile information and data elements, including historical usage data. Individual park profiles are then converted to a series of staffing tables that model how many staff are needed to address a particular ranger function. (Appendix M describes VRAP in greater detail.)

VRAP is geared to rural areas and is largely used by western parks. The jurisdictions in which USPP operates have very different characteristics. In addition to the obvious differences between such landmarks as the Grand Canyon and the National Mall, even such items as numbers of trailheads are not comparable. For example, USPP patrols the C&O Canal from Georgetown in DC to Seneca, Maryland, yet this area is considered one trailhead.

VRAP is proprietary software, and NPS could alter it to include urban policing factors or convert it to a standard Excel-based spreadsheet for ease of use. However, this would be a major undertaking, and NPS and USPP would only do so if they would use the results. There would have to be NPS agreement on the weight for such factors as proximity to subways, crime rates in surrounding neighborhoods, density of use, and availability of local backup and support.

USPP Beat Analyses

USPP continues to use a beat analysis to estimate the number of officer positions needed, and does separate analyses for DC, New York, and San Francisco. The analyses divide USPP's jurisdiction into patrol beats—whether covered by car, foot, horse, motorcycle or scooter—and estimate coverage needed per shift based on a range of factors. These include:

- amount of land to cover
- landmarks or specific locations within a beat
- incidents (criminal or traffic) within a beat
- response time to a call
- anticipated call rate, based on past incidents
- political sensitivity and level of citizen involvement

The beat analysis specifies the time a beat is covered (24/7, day shift only, etc.) and estimates the FTE needed to provide coverage. It includes patrol beats and all other sworn officer posts, including those in specialized units and administrative positions, such as training. Of the total 2,080 hours in an FTE staff year, some time is spent on such things as training, sick leave, and

annual leave. USPP calculated that each officer is available for work 1,656 of the 2,080 total hours.⁵⁸ As such, 5.3 FTEs are needed for one unit of 24-hour coverage.

The project team compared the beat analyses for 1986, 1993, 2001, and 2004 for DC's Central District (shown in Appendix L). This analysis revealed changes in territories covered by beats (there were fewer beats and some were larger) and the extent to which they are staffed. However, though the beat analysis may indicate a beat is staffed, this does not guarantee that a beat always will be covered.

In 2004, the Patrol Branch summarized beat coverage and areas that were not fully covered because of resource shifts since 9/11. It found that primary beats have basic patrol coverage, with more sporadic coverage of many outlying reservations. The 2004 summary said that tactical deployment for discretionary, proactive crime prevention in all DC districts is "severely hampered at this time."

In 2004, NYFO did a staffing analysis that listed each position covered, not covered, and the impact of not covering a beat. USPP had reallocated staff to meet Icon protection needs and the 2004 staffing analysis consistently indicated fewer staff vacancies in the Liberty District than the Gateway District, which covers Staten Island and Jamaica Bay. The Gateway District has a great deal of marsh and other natural habitats, trails, and beachfront. Some of its parks are also near densely populated areas or public housing projects and several of the beachfront sites have overnight summer rentals; these areas generate varying levels of requests for law enforcement services. As in DC, the New York horse-mounted patrol officers now largely cover cruiser beats.

One superintendent said he had no background to assess whether USPP has enough people, but he did have a fundamental concern about the adequacy of its staffing. He believed that NPS and USPP should establish a standard to allow NPS and USPP management to know what USPP needs to do in the park—there needs to be "rational management applied to issues of our threats."

Other Options to Estimate Required Officer Strength

There are many approaches to estimate resource needs; a number of police-related and other consulting organizations perform this work. As an IACP official told the project team, there is no "cookie cutter approach" to determining law enforcement staffing needs. A number of years ago, IACP used a mathematical staffing model based primarily on service calls and population, but it no longer does so. In addition to service calls and response time, appropriate staff levels and deployment depend on community desires, hazard factors, geography, population composition (primarily age), climate, and a great many community factors.

When asked to conduct a patrol staffing and deployment study, IACP now undertakes a five-phased project designed to help an organization develop a plan to deploy the number of officers

⁵⁸ This assumes that an officer works 41.4 weeks during the year. Given court time, federal holidays (2 weeks), annual leave (4 weeks for those with more than three years of service), and sick leave (2.6 weeks), this assumption also provides 2 weeks of training for each officer.

and supervisors most cost-effectively (by shift and patrol area) in response to temporal and geographic incidence of crime, demands for non-crime services, and the department's policing approach. In addition to detection and proactive crime prevention tasks, IACP also considers administrative requirements, court appearance, training, report writing and other "off-the-street" tasks. It has been conducting such a study for Interior's U.S. Fish and Wildlife Bureau.

In past Academy studies, panels have worked with agencies to conduct workload analyses,⁵⁹ which have related the type, volume, and varied complexity of work to staffing needs. In 2001, Academy staff worked with USPP's CIB to demonstrate this approach. This information illustrated the range of factors to consider when assessing alternative staffing estimation methodologies. Any methodology must address not only these traditional policing considerations, but also the USPP officer's role in helping visitors enjoy the parks and preserving natural and cultural resources for future generations.

Conclusions and Recommendations: Estimating Staffing Needs

Discussions among DOI, NPS, and USPP leaders will lead to more clearly defined priorities, but not to immediate knowledge of the number or mix of resources to meet them. **The Panel recommends that:**

USPP undertake a thorough staffing needs assessment based on a clarified U.S. Park Police mission, and jointly established priorities for USPP functions. It should examine the balance among patrol activities, specialized units, and administrative assignments.

Staffing resource needs assessments are complex, and there is no obvious preferred approach among the of available methodologies. USPP leaders understand how to organize police beats, but this is not sufficient to examine the complete mix of staffing and other resource alternatives a needs assessment must address. For example, expanded technology use, such as remote cameras, could reduce the number of on-site prevention patrols, but increase the number of calls if crimes that were previously not observed are now recorded. There could be varied options for using sworn officers, guards, and civilians in conjunction with additional technology.

As noted previously, Appendix M, describes the VRAP methodology that NPS could modify to develop an urban VRAP (VRAP-U), and Appendix N offers additional factors that NPS would have to apply to use that approach. It would take a great deal of effort to develop a VRAP-U, but the approach could provide a consistent standard for evaluating, if not establishing, USPP staffing requirements. This approach could be used in NPS environments beyond USPP, such as the St. Louis Arch or Independence Hall. A VRAP-U would enable urban parks to communicate law enforcement resource needs in a transparent and commonly understood way that would facilitate comparisons with other NPS entities.

⁵⁹ National Academy of Public Administration, *Aligning Resources and Priorities at HUD: Designing a Resource Management System*, October 1999; and *Implementation Plan: Resource Estimation and Allocation Process*, March 2000.

However, building a VRAP-U model would require broad-based participation by USPP and other urban park officials as well as non-NPS jurisdictions to identify standards that would support the factors. There would be no point in developing this model unless it would be applied to adjust staffing resources.

No staffing methodology is perfect, and NPS and USPP should fully understand and agree to a selected approach. As with the existing VRAP, the key element is having standards that are agreed upon in a neutral environment. If budget constraints do not permit full funding of these standards, applying a consistent set of standards should produce a better assessment of the risks associated with decreased law enforcement service levels.

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CRIME TRENDS AND ENFORCEMENT PATTERNS

The pattern of violent crimes taking place within Park Police jurisdictions generally mirrors the downward trend experienced throughout the United States. Nationwide, violent crimes against persons have fallen consistently over the last 11 years.⁶⁰ Similarly, the number of serious property crimes has decreased nationwide over the same years; however, for UPP jurisdictions, these crimes increased slightly from 2002-2003. Table D-1 depicts indexed violent and property crimes during selected years for USPP operations in the Washington area. These serve as an input to national uniform crime reporting. The table also includes non-index crimes and other incidents that USPP units handle.

⁶⁰ Department of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, May 2004.

Table D-1
Summary of USPP Incidents (Includes Attempts): CY 1986-2003 (Selected Years)
Washington Area

	1986	1989	1992	1996	1997	1998	1999	2000	2001	2002	2003
Violent Crimes, Total	504	499	540	385	300	311	299	265	231	189	140
Homicide	4	4	10	5	3	1	1	1	3	1	3
Rape/ Sodomy	39	37	16	6	6	7	6	5	3	2	1
Robbery	195	142	154	107	92	73	89	57	48	30	36
Assault	266	316	360	267	199	230	203	202	177	156	130
Property Crimes, Total	898	913	795	777	661	536	416	409	308	275	297
Burglary	80	102	53	37	38	38	25	27	19	20	17
Larceny/ Theft	690	766	711	694	590	470	358	356	250	239	251
Vehicle Theft	125	41	30	40	29	22	25	18	32	12	14
Arson	3	4	1	6	4	6	8	8	7	4	15
Non-Index Crimes Total	N/A	5,915	8,323	10,336	9,913	9,642	8,382	8,089	8,069	7,610	7,128
Vandalism	402	328	157	192	166	282	184	134	178	171	125
Weapon Offense	277	306	232	236	170	136	132	123	124	158	160
Drug Offense	1,604	1,917	1,614	1,847	1,589	1,852	1,960	1,582	1,450	1,371	1,283
Disorderly Conduct	729	912	622	585	477	384	325	344	397	378	353
Traffic/Other Total	N/A	N/A	40,856	36,203	35,745	31,441	32,388	30,684	34,655	32,129	31,550
Traffic Incidents	N/A	N/A	5,110	4,876	5,711	4,763	4,512	4,813	4,678	4,919	3,917
Vehicle Accidents	3,543	4,164	3,753	3,422	3,337	3,096	3,214	3,197	3,313	3,413	3,379
Service Incidents	N/A	N/A	31,993	27,905	26,697	23,582	24,662	22,734	26,664	23,797	24,254
Total CY Incidents	N/A	N/A	50,514	47,701	46,619	41,930	41,485	39,447	43,273	40,203	39,115

Source: U. S. Park Police Annual Reports

Table D-1 shows a steady reduction in both violent and non-index crimes since 1992 and an overall decline in property crimes for those same years with the exception of a slight increase between CY's 2002-2003. The single largest non-index crime is drug offense, which has remained reasonably constant over many years.

Table D-2 provides similar data for San Francisco and New York City during selected years. Establishing major trends for the offices is somewhat difficult because consistent data are not available for prior years. However, there are a few comparable differences worth mentioning between CY's 2000-2003, particularly as jurisdictional changes have taken place in both areas, as SFFO began policing of the Presidio, and NYFO assumed responsibilities for the Statue of Liberty. For SFFO, violent crimes have increased significantly as a result of the rising number of reported assaults, while violent crimes have decreased in NYFO almost 50 percent. Similarly, property crimes have remained about the same in SFFO, while these same crimes have decreased about 37 percent for NYFO. Non-indexed crimes have decreased for both SFFO and NYFO (34 percent and 21 percent, respectively); the biggest drop is attributable to the 33 percent reduction in drug offenses in SFFO.

Table D-2
Summary of Incidents (Includes Attempts), CY 1996-2003 (Selected Years)
San Francisco and New York City

	SAN FRANCISCO				NEW YORK CITY			
	1996	1998	2000	2003	1996	1998	2000	2003
Violent Crimes, Total	12	47	48	82	26	52	38	19
Homicide	1	0	1	0	3	1	2	0
Rape/ Sodomy	4	5	6	6	0	5	3	0
Robbery	4	8	6	4	1	2	6	2
Assault	3	34	35	72	22	44	27	17
Property Crimes, Total	332	243	269	262	178	154	126	89
Burglary	34	16	15	17	31	9	20	3
Larceny/ Theft	277	223	246	234	139	140	96	81
Vehicle Theft	11	3	8	11	6	3	4	4
Arson	0	1	0	0	2	2	6	1
Non-Index Crimes Total	2,440	5,719	4,474	2,974	2,144	1,629	1,709	1,356
Vandalism	366	279	238	132	196	198	131	73
Weapon Offense	84	31	36	22	111	224	256	261
Drug Offense	1,013	562	722	487	222	346	246	165
Disorderly Conduct	199	219	349	313	63	100	105	79
Traffic/ Other Total	4,620	3,920	5,423	5,447	5,327	7,694	7,199	7,857
Traffic Incidents	1,090	462	1,317	1,433	1,694	1,736	2,075	2,274
Vehicle Accidents	68	101	149	123	50	57	79	56
Service Incidents	3,462	3,357	3,957	3,891	3,583	5,901	5,045	5,527
Total CY Incidents	7,404	9,929	10,214	12,083	7,675	9,529	9,072	9,321

Source: U. S. Park Police Annual Reports

These data show the relatively heavy emphasis on traffic and parking enforcement and motor vehicle accidents, which are anticipated in urban areas. Washington area data indicate that the Park Police issued more than 24,000 moving violations and 21,000 parking citations in CY 2003. It also reported on more than 3,000 traffic accidents that year, a statistic slightly below the 1986 level. The Washington, New York City, and San Francisco areas have reported large numbers of other incidents and public contacts, such as lost and found reports, warning and courtesy citations, and disabled vehicle assistance.

These crime patterns differ from those reported by commissioned NPS rangers. Larceny and theft aside, USPP handles a larger number of index crimes in its jurisdictions, predominantly in the Washington area, than in all other NPS parks. In contrast to other index crimes, the park rangers reported handling almost seven times the number of larcenies and thefts. Meanwhile, more than half of the non-index offenses reported by rangers concern resource violations: hunting, fishing, fire, dumping, and vandalism. For the Park Police, these compose less than 7 percent of its less serious crimes. Both rangers and USPP reported significant levels of drug offenses, though the former were more concerned with illegal cultivation and smuggling activities, rather than use and distribution.

Some park superintendents and others in USPP-serviced areas complained about USPP's reluctance to become involved with resource protection activities. They cited vandalism, illegal dumping, poaching, land encroachment, and fishing violations as areas deserving greater USPP involvement. Park and Park Police officials do meet regularly to exchange information on mutual concerns. There also are standing requirements for law enforcement needs assessments and joint management plans, these are often neglected.

Table D-3
Closure Rates in Percent on Investigative-Type Crimes, CY 1986-2003

	1986	1989	1992	1996	1997	1998	1999	2000	2003
WASHINGTON									
Violent Crimes	23	26	44	54	41	69	68	81	97
Property Crimes	14	6	18	35	50	45	52	72	55
Non- Index Crimes	55	43	86	54	59	93	97	99	99
Drug Offenses	N/A	N/A	79	66	92	94	98	99	96
NEW YORK CITY									
Violent Crimes	N/A	N/A	14	69	72	60	79	71	89
Property Crimes	N/A	N/A	5	96	41	18	20	20	15
Non- Index Crimes	N/A	N/A	25	98	96	85	84	82	82
Drug Offenses	N/A	N/A	45	98	96	98	99.6	97	97
SAN FRANCISCO									
Violent Crimes	N/A	N/A	69	50	37	62	45	35	57
Property Crimes	N/A	N/A	9	7	6	19	12	1	8
Non- Index Crimes	N/A	N/A	64	19	31	17	69	57	92
Drug Offenses	N/A	N/A	91	7	38	23	99.6	100	100

Source: U. S. Park Police

Table D-3 provides data on closure rates for USPP's three jurisdictions, particularly for crimes that likely require extensive criminal investigative activity. Washington and New York City closure rates have increased significantly over the time period for which data are available. Some inconsistencies are apparent, particularly for property and non-index crimes where counting case closures can take varying approaches. Washington area units, for example, reported that they are increasingly closing cases when there is little likelihood that the perpetrator will be identified and arrested. Active undercover operations notwithstanding, closing cases by exception is most frequent with break-ins, and thefts. The overall closure rate on violent crimes and drug offenses however is very high and speaks well to the Park Police's investigative capabilities and success. San Francisco's closure rates have been erratic, possibly the result of increased activity associated with new tenants and businesses in the Presidio Trust.

Table D-4 summarizes Park Police data for incidents in which it was involved that fell outside NPS jurisdiction from CY 1996 to 2003. Some incidents undoubtedly reflect criminal activities that individual officers encountered outside normal duty hours or beyond park boundaries, yet a more detailed breakdown is not available. Most significant is the 33 percent decrease in the number of activities officers encountered outside of NPS jurisdiction between CY's 1999-2003, with the same percentage (10) returning back to the 1986 level.

Table D-4
Percentage of Total Incidents Outside NPS Jurisdiction,
Total and by Type, CY 1996-2003

	1996	1997	1998	1999	2003
TOTAL	10	11	13	15	10
Violent Crimes	13	14	17	14	5
Property Crimes	4	4	4	4	3
Non-Indexed Crimes**	12	15	14	17	12
Traffic/ Other	10	11	12	14	10

* Numbers may not add due to rounding

** The crimes above are included in national crime indices; all other crimes are so-called non-indexed crimes.

Source: U. S. Park Police

EVOLUTION OF USPP RESPONSIBILITIES

Year	Territory or Responsibility Added or Removed	Precipitating Legislation or Event	Resources
1849	Placed under the Department of the Interior.		
1867	Placed under the Army Corps of Engineers.		
1882	Provided the same powers as the Metropolitan Police.	Congress	
1885	President Chester Arthur formally dedicated the Washington Monument.		
Pre-1886	Served as gardeners and watchmen for areas around the Smithsonian, U.S. Capitol, Lafayette Park, Farragut Square, Washington/Logan/Scott Circles, Franklin and Lincoln Squares, Mount Vernon Place, Judiciary Square.		About 12 watchmen
1886	Park Police deemed to have the same powers and duties as the Metropolitan Police, thus giving them enforcement powers outside the parks. They had badges, batons, and police whistles.	Attorney General Opinion in July 1886. After this, watchmen appeared in court after making arrests, just as MPD officers did. Noted in Title 4, Section 201, DC Code.	
1890	Also covered McPherson/Stanton/Seaton Parks, Dupont Circle, Garfield Park, the Ellipse. Watchmen have largely enforcement duties.	Positions were added by congressional Appropriations Committees.	By 1890 there were 23 men
1898	Parks of DC placed under the exclusive control of the Chief of Engineers, United States Army, in recognition of their national character.	On July 1, 1898 (30 Stat. 570), Congress	
1900	First Park Watchman uniform.		Four more night watchmen added, plus a sergeant for the force.
1903	Request to change the name to park policemen.	Request of the Chief Engineer in his 1903 report.	
1908	End to the practice of Appropriations Committee specifying the posts of the watchmen.	Request of the Chief Engineer, granted by Congress.	
1914	Proposed bill in Congress (favored by Army Chief of Engineer's Public Buildings and Grounds) to have Park Police take over the 28 MPD positions at the White House buildings and grounds. Opposed by President Wilson's secretary, and not passed.		
1915	Park Police posted at White House Easter Egg roll and annual review of High School Cadets (formerly covered by MPD).		By 1917, there were 2 sergeants, 43 privates (2 of whom were acting sgts with no extra pay). Supervised by an Army Officer detailed to Public Buildings and Grounds.

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Year	Territory or Responsibility Added or Removed	Precipitating Legislation or Event	Resources
1919	<p>Rock Creek Park transferred from its own board of control to Public Buildings and Grounds. Formerly patrolled by MPD.</p> <p>Formally designated as the U.S. Park Police.</p>	<p>Transfer appears to have been administrative.</p> <p>Name change through congressional action on December 5, 1919.</p>	<p>Mid-1921, had one lieutenant, 3 sergeants, 53 privates. 9 motorcycles. 1,829 arrests in 1920, largest number for traffic violations.</p>
1922	<p>President Harding dedicated the Lincoln Memorial.</p>		
1925		<p>Congress abolished Public Buildings and Grounds within the Army Chief of Engineers and assigned functions to a new Office of Public Buildings and Public Parks of the National Capital, an independent agency reporting to the President.</p>	<p>In 1926, there were 61 privates and 20 motorcycles. The first automobile came in 1929, and by 1933, there were six cars.</p>
1930	<p>Congress enacted the Capper-Crampton Act, which established the George Washington Memorial Parkway and gave advance land purchase and landing powers to the National Capital Park and Planning Commission (now part of NPS).</p>	<p>Congress</p>	
1931	<p>Plain-clothes men were added to cope with thefts from parked autos and of golf balls from public courses, and indecent exposure. This reduced complaints.</p>		
1932	<p>First role outside metro DC – Mount Vernon Memorial Highway on the VA shore of the Potomac.</p>		<p>12 officers assigned to patrol from Memorial Bridge to Mount Vernon.</p>
1933	<p>Corps of Engineers' Office of Public Buildings and Public Parks of the National Capital abolished and its functions assigned to the National Park Service. NPS was assigned the historic battlefields and fortifications that the War Department previously managed as national parks and monuments, and national monuments and national forests under USDA. Examples include the Lee Mansion in Arlington National Cemetery and the many Civil War Forts throughout Washington, such as the 376-acre Fort Dupont Park in Southeast Washington.</p> <p>A unit called the National Capital Parks was created in NPS, and the Park Police were placed there.</p>	<p>Executive Order signed by President Franklin Roosevelt on June 10, 1933.</p>	<p>NPS had no other police force, so it is assumed that USPP picked up the NPS sites within the District of Columbia.</p>
Mid-1930s	<p>Park Police given mimeographed information on Washington's points of interest and taught to be more helpful to visitors.</p>		

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Year	Territory or Responsibility Added or Removed	Precipitating Legislation or Event	Resources
1938	Chesapeake and Ohio Canal, consisting of 5,253 acres and stretching 184.5 miles from DC to Cumberland, MD. USPP covers from DC to Seneca, MD, then LE rangers assume protection responsibilities.	NPS acquired September 23, 1938.	
1939	President Franklin Roosevelt laid the cornerstone for the Jefferson Memorial, at East Basin Drive on the Tidal Basin. (Statue not in place until 1943.)		
1941	Prince William Forest Park, 35 miles south of Washington, consisting of 14,000 acres. 37 miles of hiking and 21 miles of bike-accessible trails.	Designated as Prince William Forest Park on June 22, 1948; became the Chopawamsic Recreational Demonstration Area in November 1936.	
1940/50	Cara Barton Parkway deemed to NPS in 1940. Opened during the 1940s or 1950s.		
1945	Catoctin Park, at Thurmont, Maryland, consisting of 10,000 acres. Begun as WPA and CCC projects, now includes Camp David.	Became part of National Capital Park system on December 4, 1945.	
1946	Fort Washington, now a 341-acre park used for fishing and picnics, transferred to NPS.		
1948	USPP receives general police authority on all lands over which the U.S. has exclusive or concurrent criminal jurisdiction in Montgomery, Prince George's and Anne Arundel Counties in Maryland and Arlington and Fairfax Counties and the city of Alexandria in Virginia. (This did not cover making arrests on military jurisdictions.)	P.L. 80-447, March 17, 1948	In January 1949, an assistant superintendent of Nat'l Capital Parks asked the House Subcommittee on Interior Appropriations for \$150,000 to hire 40 more officers to increase patrols, and Congress complied.
1949	Patrol of 6 miles of the Suitland Parkway, the portion within MD. USPP is the only LE unit for all 610 acres in MD. (Parkway opened in 1944.)	Interdepartmental agreement with the War Department. August 17, 1949 legislation providing that the Maryland portion be "an extension of the park system of the District of Columbia and its environs..." (which meant under Interior/NPS).	
1950	Greenbelt Park, 1,148 acres adjacent to the Baltimore Washington Parkway and town of Greenbelt, transferred from the Public Housing Administration to NPS. Includes a 172-site NPS campground.		
1950	Carter Barron Amphitheater (off Rock Creek Park)		
1953	NPS accepted jurisdiction for the Baltimore Washington Parkway which opened in 1954. USPP patrols from DC to Fort Meade, MD.		USPP opened the Greenbelt substation, with 11 officers.

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Year	Territory or Responsibility Added or Removed	Precipitating Legislation or Event	Resources
1957	Canine unit established, making USPP the first Washington Area PD to use service dogs.		
1959	President Eisenhower dedicated the U.S. Marine Corps War Memorial – the Iwo Jima memorial – in Arlington, VA.		
1966	NPS acquired the Great Falls land in VA and started operations of Great Falls Park as a unit of the George Washington Memorial Parkway.		
1967	Theodore Roosevelt Island Memorial, off the GW Parkway in Arlington, is dedicated. The TR Memorial Association purchased the property in 1932.	Congress appropriated funds for the memorial in 1960.	
1968	Wolf Trap Performing Arts Center in Fairfax County	NPS decision when the center became part of NPS.	
1970	Extension of USPP jurisdiction to federal lands in Loudon, Prince William, Stafford, Charles Counties.	P.L. 91-383, August 18, 1970	
1971	NPS had acquired the former amusement park on the Potomac River, Glen Echo Park, and began offering year-round activities in dance, theater, and the arts for the surrounding communities and for visitors from across the country. Park is 2 miles NW of DC.		
1970/71	USPP opens substations in Anacostia, Rock Creek Park, and George Washington Memorial Parkway.		29 officers to RCP Substation. 36 officers in Anacostia. 39 officers to GWMP. 99 officers in the Central Substation (monuments and core of DC)
1971		Appropriations legislation put all USPP funds under Interior.	
1971	LE Division established in NPS's Washington Office (WASO), headed by a USPP inspector, with USPP captains assigned to each NPS region to coordinate LE in the parks.	Administrative decision within NPS.	In the 1970s, NPS began reimbursing USPP for six positions in the amount of \$11-12,000 each, and this was added to USPP base at some point.
1971/72	USPP "strike force" of 125 privates established to reach NPS trouble spots within 12 hours. USPP officers went to Lake Mead, Grand Canyon, Yosemite, Blue Ridge and other locations in early 1970s.	Administrative decision within NPS.	417 officers in 1971.
1972	Assist with presidential security at Camp David in the form of tactical response teams, motorcycle patrol, or K-9 when the president is in residence.	Request of the U.S. Secret Service.	

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Year	Territory or Responsibility Added or Removed	Precipitating Legislation or Event	Resources
1970s	Kenilworth Park (part of Anacostia Park). The former landfill of 180 acres was converted into a multi-purpose recreation area with 9 ball fields, a picnic shelter, and a comfort station.		
1970s	Security detail established for the Secretary of Interior to gather intelligence on potential threats and provide security for the Secretary as necessary.	Department of Interior request.	
1973	Aviation Unit established.	Congressional approval to purchase the helicopter?	One helicopter with three pilots and three rescue technicians – all officers.
1974	USPP acquires responsibility for Gateway National Recreation Area in NYC and Golden Gate National Recreational Area (GGNRA) in San Francisco.	<p>—Congress assigned these parks to NPS in 1972. Administrative decision within NPS to assign USPP to these areas.</p> <p>—The 26,000 acres in Gateway are a combination of open grassland near water, beaches, and traditional community parks. USPP has an extensive marine unit to protect the shoreline and areas around the Statue of Liberty and Ellis Island.</p> <p>—The 75,398 acres of land and water comprising GGNRA have 28 miles of coastline. It is nearly 2.5 times the size of San Francisco. Portions patrolled by USPP, others by NPS LE rangers. (P.L. 92-589)</p>	<p>—45 officers and 10 guards assigned to Gateway in 1975.</p> <p>—29 officers in San Francisco in 1975, growing to 44 in 1977.</p>
1976	Constitution Gardens on the Mall opened, in conjunction with the Bicentennial.		
1982	Vietnam Veterans Memorial dedicated.		
1982	USPP obtains concurrent jurisdiction in all areas of DC equal to that of MPD.	Act of Congress on August 5, 1982	
1987	Fitzgerald Tennis Stadium (formerly a small venue, this new facility hosts professional events).		
1988	Frederick Douglas Home became a National Historic site, on 9 acres in SE Washington, DC.		
1989	<p>—USPP “on the front line in the Nation’s Capital battle to control drug activity.”</p> <p>—USPP takes leading role in the Drug Abuse Resistance Education (DARE) Program in DC schools.</p> <p>Law Enforcement Memorial in DC</p>	<p>—News release (3/27/89) from the secretary of Interior, noting NPS managing 300 parks, monuments and historic sites in the DC Metro area.</p>	633 sworn
1991			

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Year	Territory or Responsibility Added or Removed	Precipitating Legislation or Event	Resources
1991	Capital Crescent Trail (DC portion of bike trail)		
1992	Participation in the USDOJ “Weed and Seed” drug program, in the Langston-Carver Terrace area of DC.	Notification to USPP from the US Attorney for DC to participate “at the operational level” in operating the DC program. MOA covering all jurisdictions apparently prepared by U.S. Bureau of Justice Assistance; covered more than LE.	—USPP routine patrols and investigation in Langston-Carver Terrace, 1 half-time officer to assist in apprehending criminals. Work in DARE at local elementary school. —628 sworn, 86 civilians, 39 civilian guards
1993	Support to DC Anti-Crime and Violence Task Force, as part of assistance provided by many federal LE agencies. Based on request from DC Mayor to the President. Follow-up letter from MPD chief outlined specific requests, based on a request from the U.S. attorney that the chief send such a letter. USPP also implemented a plan to provide (until 10/94) expanded beat coverage in some MPD areas, to free MPD officers for drug interdiction activities.	December 7, 1993 “go ahead” contingent on proper funding. Approval apparently came from Secretary of Interior, who had received requests to support DC. Activities undertaken with full support of NPS’ NCR director.	—50 officers served during an 8-month period, primarily in DC Fifth District. Done through OT, work hour adjustments. Cost of about \$4.4 million, with NPS funds. (Proposal for ELO funds supported by Interior Solicitor.) USPP ultimately performed the work for \$2.6 million.
1993	Vietnam Women’s Memorial dedicated, in the same area as the Wall.		652 sworn, 105 civilian, 39 civilian guards
1994	Statue of Liberty	NPS transferred law enforcement duties from park rangers to USPP.	
1994	Presidio in San Francisco	As a result of the Base Closure Commission, NPS acquired this former Army base and designated USPP for law enforcement. In P.L. 104-333 of 1996, Congress created the Presidio Trust, and mandated that USPP provide law enforcement on that portion of the former base that the Trust controls (about 1,200 of the 1,525 land acres).	
1995	White House Visitor Center		
1995	President Clinton dedicated the Korean War Veterans Memorial, which is SW of the Lincoln Memorial in an area known as Ash Woods.		612 sworn (141 field), 99 civilian, 40 civilian guards
1995	Francis Scott Key Park, in DC.		
1995	Fort Wadsworth in NY became part of the National Park System and USPP began to assume coverage for various portions of it.		

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Year	Territory or Responsibility Added or Removed	Precipitating Legislation or Event	Resources
1996	Pennsylvania Avenue sidewalks and parks from the Capitol to Freedom Plaza (15 th St. NW).		
1997	President Clinton dedicated the Franklin D. Roosevelt Memorial, which is a series of outdoor rooms on 7.5 acres, on West Basin Drive, near the Tidal Basin.		630 sworn, 93 civilian, 31 civilian guards
1999			638 sworn (165 field), 71 civilian, 49 civilian guards
2000	USPP invited to “formally cooperate” with MPD and thus receive the same immunity from lawsuit when making arrests for nonfederal offices in DC.	Act of DC City Council.	630 sworn (154 field), 91 civilian, 25 civilian guards
2001	Patrol of Arlington National Cemetery to enforce speed limits	Authority through CFR 32, Part 553.	630 sworn (178 field), 96 civilians , 24 civilian guards
2002	Georgetown Waterfront (retail /entertainment/park)		
2003	Argonaut Hotel (on NPS property in San Francisco, near Marine Museum)	Request of the GGNRA superintendent. USPP supplements/oversees security guards.	
2004	President George Walker Bush dedicated the World War II Memorial on the Mall, between the Washington and Lincoln Monuments.		615 sworn (194 field), 103 civilians, 23 civilian guards, 34 contract guards in DC.
Pending	African American Civil War Memorial in DC		

Sources:

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Mackintosh, Barry, *The United States Park Police: a History*, History Division, NPS, Department of the Interior, Washington, DC 1989

Murphy, Caryle, “Sitting Chiefs Memorialized, Too: Presidents Who Dedicate Monuments Often Get Names Engraved,” *Washington Post*, May 7, 2004, Page B 1.

NPS web pages on individual parks

USPP internal document, “Laws Pertaining to the United States Park Police”

USPP *Annual Reports*

LAW ENFORCEMENT NEEDS ASSESSMENT
Anywhere National Historical Park

Prepared: John Doe, Chief Ranger, Anywhere National Historical Park
Jane Doe, Chief Ranger, Big Sky Region

Approved: _____ Date: _____
Superintendent

INTRODUCTION

The Introduction section is basic boilerplate, summarizing RM-9 and NPS Policy.

The Director's Order/Reference Manual 9, *National Park Service Law Enforcement Policies*, requires the Superintendent to prepare a Law Enforcement Needs Assessment (LENA). The LENA helps the park meet the mission of the National Park Service (NPS) and the objectives of the park's visitor and resource protection program by:

- Identifying and evaluating the many factors which create the law enforcement workload in the park
- Identifying staffing and organizational needs
- Providing guidance for position management planning
- Providing a framework for budget and project requests

The starting point for the Law Enforcement Needs Assessment is the Visitor Management-Resource Protection Assessment Program (VRAP). VRAP is a computerized model, designed to consider all the elements necessary in making an assessment and determination of personnel requirements for the protection program in a park. The model uses commonly available statistics and known characteristics of a park. The VRAP model provides some evaluative consistency on a regional or service-wide basis.

The LENA provides an opportunity to confirm and validate VRAP versus real time, on-site circumstances of the park. The components of the LENA, identified in RM-9, include:

1. Servicewide and Park Specific Statutory and Program Direction
2. Elements of the Needs Assessment

Visitation Patterns and Trends
Public Use
Access and Circulation Patterns
Community Expectations
Cooperative Assistance
Protection of People, Resources and Property
Type of Jurisdiction
Criminal Activity
Special Needs

Servicewide Program Direction (NPS Policies)

The law enforcement program is an important tool in carrying out the NPS mission. The objectives of the program are:

1. The prevention of criminal activities through resource education, public safety efforts and deterrence.
2. The detection and investigation of criminal activity and the apprehension and successful prosecution of criminal violators.

Law enforcement is characterized by high risks, inherent dangers, and high public expectations and will be performed in a professional manner. The program will be managed in accordance with all applicable laws and regulations, DM 446 and DO/RM-9.

Park law enforcement activities will be managed by the superintendent as part of a comprehensive, interdisciplinary effort to protect resources, manage public use, and promote public safety and appropriate enjoyment. Congress has authorized the designation of certain employees as law enforcement officers, with the responsibility to "...maintain law and order and protect persons and property within areas of the National Park System." The duties of commissioned employees will not be limited to just law enforcement.

The NPS is authorized to deputize another agency's personnel only for the purpose of obtaining supplemental law enforcement assistance during emergencies or special events, and not to delegate NPS law enforcement responsibilities.

PARK PROGRAM DIRECTION

Park Description

The citations from RM-9 (Chapter 1-1, 3. Law Enforcement Needs Assessment) are provided for your convenience for each section.

RM-9: "The laws governing the administration of the National Park System, as well as a park's enabling legislation, provide program direction. Documents such as the general management plan, regional management plan, RM-9, and statement for management provide additional program direction."

This section should be a concise summary of the park. The park's enabling legislation, the GMP or resource management plans and even the park's brochure, are all excellent sources for this section. Suggested items to cover include:

- The park's purpose (enabling legislation language) and subsequent relevant legislation
- Date of the park's establishment
- Size of the park
- Description of the resources
- Unique resources and/or resources of concern
- Significant management issues, including regulations/Superintendent's Compendium items
- Other pertinent information needed to provide a good, descriptive summary of the park

Visitation Patterns and Trends

RM-9: "The numbers of visitors, visitor demographics, average length of stay, length of season, seasonal variations, and visitation trends all greatly affect the amount and type of law enforcement services required."

This section summarizes visitation patterns and trends that would be expected to impact the law enforcement workload.

Suggested topics:

- Annual visitation figures, including how those figures are obtained
- Description of the primary visitation season, including shoulder seasons if relevant
- Description of how visitors arrive – by vehicle, foot, bus, cruise ship, etc.
- Geographic origin of visitors – local, within state, surrounding states, foreign
- Primary destination – is the park a primary destination or one of many destinations
- Visitation distribution throughout the week – does visitation tend to peak on certain days
- Group visitation – are visits by bus, school groups, etc important

Public Use

RM-9: "The variety and impact of public use and special events are major influences on the scope of the park's law enforcement program."

This section generally describes the types of public use in a park.

- Describe the types of user groups that visit the park. Examples might include local, non-local, day users, campers/backcountry users, visitors that go to only one area or engage in one activity

Access and Circulation Patterns

RM-9: "Access and circulation patterns and transportation methods all have significant impact on a park's law enforcement program."

This section describes the possible ways visitors may enter a park and how they may travel within the park.

Suggested topics:

- Describe the ways the park can be accessed and note routes and other issues that impact the work load
- Are certain areas choke points with congested traffic
- Does the park have controlled access, monitored access or through roadways
- Accessible by boat, aircraft, foot traffic, etc
- 365/24/7 access

Community Expectations

RM-9: "Political, sociological, geographical, and environmental factors influence the scope and profile of the law enforcement program."

This is a brief summary of the park's relationship with the local communities and how this may affect the law enforcement program.

- Describe the relationship with the local communities (in some areas this may extend to the state government)
- What are the major areas of concern by the local communities

Cooperative Assistance

RM-9: "Qualified law enforcement assistance may be used to supplement, but not replace, capabilities in a park. Conversely, mutual aid commitments outside the park may place increased demands on a park's law enforcement program."

This section describes cooperative assistance with other agencies.

- Describe any existing MOU's
- Describe any Cooperative Agreements with local law enforcement - for example dispatch operations
- Describe the involvement of local law enforcement inside the park – routine patrols, intrusion alarm responses, backup or emergency response including time frames involved
- Describe the involvement of NPS law enforcement outside the park

Protection of People

RM-9: "Threats to visitors and residents will be identified and maximum efforts and attention should be devoted to mitigating these threats."

This section describes threats to visitors and park employees.

- Do you feel crimes are not being detected or reported
- Does the park adequately protect NPS employees - is the law enforcement staff on duty while other NPS employees are working – maintenance on early shifts or interpretation on late shifts
- Where do most crimes against people occur within the park
- Describe any positive deterrent effect of non-law enforcement uniformed employees – entrance stations, visible Interpretation or Maintenance employees

Protection of Resources

RM-9: "Resources should be inventoried and priorities assigned to their protection based on an assessment of their vulnerability."

This section describes threats to resources within the park.

- Describe the natural and cultural resources of importance and/or at risk
- Describe the threats to the resources – poaching, off-trail use/abuse, thefts, disturbance of cultural resources and/or wildlife, vandalism
- Describe any internal threats to resources – for example, the theft of collection items
- Where do most crimes against resources occur within the park
- Describe the relationship (communications) of Interpretation, RM, Maintenance and LE personnel in protection of park resources

Protection of Property

RM-9: "The protection of property may be accomplished in a variety of ways, some of which involve a significant commitment of personnel services."

This section describes threats to property, including visitor and park property.

- Describe the park facilities including intrusion and fire/smoke alarms
- Describe park property, including fee receipts, that are subject to theft
- Describe the extent of vandalism to property
- Do thefts occur from visitors – car clouts, thefts from campgrounds, pick pockets
- Where do most crimes against property occur within the park

Jurisdiction

RM-9: "The type of jurisdiction exercised by the NPS has a direct bearing on the scope of a park's law enforcement program..."

A brief summary of the park's jurisdiction is needed; it is not necessary to restate the entire Jurisdictional Compendium.

- Briefly summarize the park's jurisdiction
- Reference the park's Jurisdictional Compendium

Criminal Activity

RM-9: "The frequency, severity, and complexity of criminal activity and other law enforcement incidents and the duration of individual incidents are significant elements to be considered in determining a park's law enforcement workload. Decisions as to the level of deterrence and response desired will significantly impact overall program costs."

This section is intended as an overall summary, coming after the Protection of People, Resources and Property sections. It provides an opportunity to highlight areas of highest concern and other pertinent information that perhaps has not been addressed.

- Describe the overall crime activity – low, medium or high

Low –

Medium –

High -

- List the number of Part I and Part II crimes per year (using last year's figures or an average of the last several years for an accurate picture)
- Identify the closure rate of Part I and Part II crimes

Part I – 20% closure rate is considered adequate

Part II – 50% closure rate is considered adequate

A closure rate less than adequate would be a cause to increase staffing

- Is the physical layout of the park conducive to criminal activity – for example, a single point for entry and exit tends to deter criminal activity
- List the most common types of violations
- List the most serious type of violations and/or areas of highest management concern
- Are criminal activities involving drug, undocumented aliens, or ARPA violations occurring
- Does the park have Homeland Security concerns

Special Needs

RM-9: "One-time or infrequent events and incidents that occur within or adjacent to the park may require selectively increasing law enforcement efforts."

This section describes infrequent events that occur in or near the park that may require extra law enforcement presence.

1. Describe special events that may require a Special Event Team or an Incident Management Team and/or would impact the park's law enforcement workload.

Current Staffing and Support

This section should summarize the current staffing and support and assess basic effectiveness.

- List the current staffing and position management arrangement
- Does required occupancy of housing exist
- Is the current staffing effective
- Does the current staffing address law enforcement safety concerns
- Are non-law enforcement, but visible uniformed employees, contributing to the deterrence of criminal activity
- Does the staff have adequate dispatch services including the means to contact other agencies for law enforcement help
- What is the current support level – vehicles, standard equipment, travel, training, etc

Recommendations

This section describes the recommendations based on the analysis of the Needs Assessment:

- Describe the needs for law enforcement coverage – year-round, number of days per week, number of hours or shifts per day, peak seasons during the year
- Discuss the depth needed for basic coverage, back up needs and for lieu days, leave, training and participation in Servicewide commitments such as SET and IMT.
- Have there been any new developments since the current staffing/position management was put into place - new additions to the park, increased visitation, increase in crime rates, new management concerns or resources at risk, assistance from other agencies
- Does the park's level of activity contribute to skill erosion, necessitating details to other parks, especially for new employees
- Has cooperation with other agencies been explored in enough detail to maximize the effectiveness of the law enforcement program
- List the VRAP recommendation for staffing
- List your recommendations for staffing and support based on this analysis

OFS/PMIS

The OFS/PMIS narrative is not a component of the LENA, but should be a logical output of the Assessment.

If out-of-park resources are part of the LENA process, their input into an OFS/PMIS narrative submission should be obtained. Otherwise, the park should input the OFS submission directly.

**PARK PROTECTION AND RESPONSE PLAN
FOR
GATEWAY NATIONAL RECREATION AREA
JAMAICA BAY AND STATEN ISLAND UNITS**

I. Purpose and Overview

The Park Protection and Response Plan (PP& R Plan) outlines the need for law enforcement within Gateway National Recreation Area's Jamaica Bay and Staten Island Units, identifies operational responses to those needs, and lays out an action plan to implement the program and address deficiencies.

The plan is a joint effort between the United States Park Police New York Field Office (USPP) and managers of Gateway National Recreation Area (Gateway NRA).

The plan contributes to the following objectives:

- Helps park staff and park police officers better understand and appreciate their respective roles and responsibilities.
- Provides a point of reference for law enforcement within the context of the park's mission, resource base and management framework.
- Improves the efficiency and effectiveness of law enforcement within the park and expands support for the park's law enforcement program.

As senior line managers, the Superintendents of the Jamaica Bay and Staten Island Units have overall responsibility for protection of park resources, visitor enjoyment of the park, and the safety of park staff and visitors. The Unit Superintendents are expected to accomplish these agency-wide goals in an efficient, effective and accountable manner. The Unit Superintendents are also expected to manage the park within the larger context of park partners and agencies with common goals or responsibilities. The Unit Superintendents provide direction for all aspects of park operations in the form of specific goals and strategies—some of which relate to law enforcement—and make final decisions regarding allocation of park funds, assignment of facilities and use of staff time in support of park goals.

The Unit Superintendents are accountable to the General Superintendent of Gateway NRA for execution of theft responsibilities. The General Superintendent is responsible to the Regional Director, Northeast Region, for the quality, efficiency and effectiveness of the law enforcement and protection program throughout the park.

The USPP is fully responsible for development and implementation of a law enforcement program in support of the goals and objectives identified by the Unit Superintendents. This program will be comprehensive in scope, addressing all serious and likely threats to park visitors and staff, all park resources—both natural and cultural, the park infrastructure, and other government property. Furthermore, the USPP will coordinate and manage all law enforcement activity within the park through a unified command system.

This document recognizes that the USPP officers assigned to work in the Jamaica Bay and Staten Island Units of Gateway NRA must be prepared to respond to law enforcement situations outside of their respective areas—most especially for other National Park System sites in New York City. This acknowledgment extends to recognition of the USPP as a separate organization within the National Park Service (NPS). As such, the officers who provide support for Gateway NRA are understood to be part of a separate command structure and a broader federal law enforcement program within the NPS and the Department of Interior.

II. Background

A. Administrative Context

Gateway NRA is the largest park of any type in the New York metropolitan area. The park is organized into the following administrative units, each managed by a unit superintendent with line authority: (a) the Jamaica Bay Unit in southern Brooklyn and, Queens, (b) the Staten Island Unit, and (c) the Sandy Hook Unit in Monmouth County, New Jersey.

The USPP provide law enforcement to Gateway NRA's New York units. Commissioned law enforcement rangers, under the management of the Sandy Hook Unit's Chief Ranger, provide law enforcement the Sandy Hook Unit.

Headquarters for Gateway NRA and the Staten Island Unit are situated at Fort Wadsworth on Staten Island. Headquarters for the Jamaica Bay Unit is located on Floyd Bennett Field in Brooklyn.

The Jamaica Bay Unit is divided into three districts: (a) the Refuge District, (b) the North Shore District, and (c) the Breezy Point District. The Refuge District encompasses all of the lands and waters of Jamaica Bay up to low tide lines on surrounding parklands or park boundaries on the southern and eastern sides of the bay. The North Shore District takes in all aspects of the park that are inside Brooklyn, except for that portion that is part of Jamaica Bay proper. The Breezy Point District takes in all aspects of the park that are inside Queens, with the exception of that portion that is part of the Refuge District.

District Rangers—who report to the Assistant Superintendent for Operations—manage each of the three districts.

The Staten Island Unit, Gateway NRA’s second largest unit, is divided into three non-contiguous sites: (a) Fort Wadsworth, (b) Miller Field, and (c) Great Kills Park. All three sites are located along the southeastern shore of Staten Island—facing the outer harbor of New York Harbor and the Atlantic Ocean. Site Rangers, reporting to the Staten Island Unit’s Assistant Superintendent, manage each site as an independent area. Additionally, the Staten Island Unit includes Hoffman and Swinburne Islands, two small islands located in the waters south of Fort Wadsworth and northeast of Miller Field. Both islands are managed primarily for their natural resource value and are closed to the public.

B. Description of the Park

The Jamaica Bay Unit

The Jamaica Bay Unit is located in southern Brooklyn and Queens, two boroughs of New York City. In broad terms, the unit encompasses:

- All the open space south of the Belt Parkway between Knapp Street and Cross Bay Boulevard;
- All the waters and islands of Jamaica Bay; Floyd Bennett Field and its adjacent lands;
- Jamaica Bay Inlet east of Sheepshead Bay;
- The western end of Rockaway Peninsula from 142nd Street to Breezy Point Tip—excluding the Breezy Point Co-op and Roxbury; and
- Waters adjacent to park lands around the Rockaway Peninsula.

The Atlantic Ocean bounds the park on the south. In total, the Jamaica Bay Unit contains more than 18,000 acres of land and water of which approximately two-thirds are aquatic in nature.

Noteworthy political and administrative jurisdictions that overlap the Jamaica Bay Unit include two Congressional Districts, 6 NYPD precincts, and 3 Community Boards.

Four major roadways provide access to land areas within the Jamaica Bay Unit. They are: the Belt Parkway on the north, Cross Bay Boulevard on the east, Beach Channel Drive on the south, and Flatbush Avenue on the west. All are within the jurisdiction of the City of New York.

Primary sites within the Jamaica Bay Unit include:

North Shore District (Brooklyn):

Floyd Bennett Field, Plumb Beach, Dead Horse Bay and the Gateway Marina, Bergen Beach and the Riding Academy, Canarsie Pier and Canarsie Beach, Pennsylvania and Fountain Landfill sites. (Note: The federal government holds title to the two landfill sites. The landfills are in the process of being capped and landscaped by the City of New York. (Once this work is completed (c. 2007) operational control of the sites will be transferred to the NPS for public use.)

Breezy Point District (Queens):

Jacob Riis Park, Fort Tilden and the Back Fort, Station Rockaway and Riis Landing, Breezy Point Tip, the Surf Club, the Silver Gull Beach Club, Frank Charles Park, Hamilton Beach Park, and Spring Creek.

The Refuge District (Jamaica Bay/Brooklyn & Queens):

Jamaica Bay Wildlife Refuge including the East and West Ponds, the south end of North Channel Bridge, and the waters and uninhabited islands of Jamaica Bay.

The Staten Island Unit

In broad terms, the Staten Island Unit encompasses the open space encompassed by Fort Wadsworth, Miller Field and Great Kills Park, the adjoining New York Harbor & Raritan Bay waters, as well as streams and a storm water control swale at Great Kills Park. The Staten Island Unit encompasses land areas in excess of 1,269 total acres of which 179 acres are within Fort Wadsworth, 187 acres are at Miller Field, and approximately 902 acres are at Great Kills Park.

Noteworthy political and administrative jurisdictions that overlap the Staten Island Unit include: one Congressional District, two NYPD precincts, three Community Boards, two State Assembly districts, two State Senate districts, two City Council districts.

Major roadways providing access to the park are the Staten Island Expressway and Bay Street on the north, Hylan Boulevard on the southwest, and New Dorp Lane on the south. All are within jurisdiction of the City of New York.

Primary sites within the Staten Island Unit include:

Fort Wadsworth:

Historic Mont Sec Avenue, Fort Tompkins, Battery Weed, Torpedo Building and dock facility, as well as numerous historic anti-aircraft batteries.

Miller Field:

Extensive athletic fields, picnic facilities, historic aircraft hangar complex, Swamp White Oak Forest, children's playground, and senior citizen's recreation complex (under development).

Great Kills Park:

Model Airplane Field, Blue Dot Hiking Trail, pedestrian walkway, jogging & bicycle path, children's playgrounds, picnic facilities, public boat ramp, public fishing area, harbor promenade, swimming beach & visitor services complex, marina concession, and Crookes Point Natural Area.

C. Physical and Social Context:

The Jamaica Bay Unit

With two notable exceptions, the Jamaica Bay Unit is surrounded by residential neighborhoods. Housing types range from single-family detached homes to two-story duplexes and high-rise complexes. Income levels in neighborhoods around the park are equally variable and extend to both ends of the economic spectrum. In addition, most communities adjacent to the park have a predominant ethnic or cultural character. Noteworthy groups include: Irish, Italian, Jewish, African-American, African-Caribbean, Russian, Mexican or Central American, and Asian. Some of these groups consist mainly of recent immigrants; others are second or third generation Americans.

Intermixed with the neighborhoods are relatively small pockets of commercial and industrial activity. Businesses tend to be concentrated along major streets such as Cross Bay Boulevard, 116th St, and Flatbush Avenue. Industrial activity consists largely of boatyards and marinas located on the northern edge of Jamaica Bay or, to the west, in Gerritsen Inlet or Sheepshead Bay. Four City-operated water treatment plants are spaced around the perimeter of Jamaica Bay and discharge into park waters.

The primary exceptions to residential development around the park are Kennedy International Airport (JFK) and the Gateway Center. The airport is located on the eastern side of Jamaica Bay and extends nearly the entire width of the park in that vicinity. The vast majority of flights to and from JFK occur in airspace over the park. The Gateway Center is a regional shopping center located on the north side of the Belt Parkway immediately north of Jamaica Bay.

The Staten Island Unit

The Staten Island Unit is surrounded by residential neighborhoods that are similar in development, income levels, and socio-cultural character as the residential areas around the Jamaica Bay Unit.

Industrial activities are generally absent from the adjoining neighborhoods, and commercial establishments are concentrated along the major streets such as Hylan Boulevard, New Dorp Lane, and Bay Street. Several Marinas are located within the Great Kills Harbor basin. One City-operated water treatment plant is located in close proximity to Great Kills Park and discharges into the waters north of the Great Kills bathing beaches.

There are no primary or contiguous exceptions to residential development in the immediate vicinity of the park. However, City-operated parklands at Clove Lakes, the Green Belt, and Wolfs Pond Park, as well as a State-operated Nature Preserve at Mount Loretto are within short travel distances of the Staten Island Unit.

D. Visitation, Resources and Programs:

The Jamaica Bay Unit is visited an estimated 2.5 million times each year. Repeat visits are common. Jacob Riis Park is the most visited location (1 million per year), followed by Floyd Bennett Field (750,000 per year), Canarsie Pier (400,000 per year) and the Wildlife Refuge (100,000 per year). Visitation to the Staten Island Unit is estimated to be approximately 3.12 million visits annually. Visitation to both units is ethnically and culturally diverse.

All activity by park staff and all visitor opportunities can be assigned to one of three primary park programs. These programs are:

- Stewardship of natural and cultural resources—primarily through volunteer activities of various types and frequency
- Education and interpretation focused on park resources

- Recreation—especially activities that support “life-long” health or outdoor activities associated with “the National Park Service experience” such as camping, hiking and sailing.

The NPS is responsible for protection of all natural and cultural features within the park. This mandate is based on federal law that applies to all agencies as well as the enabling legislation of the park. It follows that all aspects of the park must be managed to (a) protect the broader ecosystem and (b) respect cultural values associated with recognized historical resources.

Within this broad framework, a few park resources are of primary concern and must be afforded special attention:

Natural Resources:

- Jamaica Bay (including all lands, waters and submerged lands within the park boundary as well as associated plant and animal life)
- All threatened or endangered species or species of special concern found within the park boundary (piping plover, sea beach amaranth, horseshoe crabs, diamond-back terrapin)
- The Grassland Management Program area (GRAMP) on Floyd Bennett Field.
- Crooks Point and associated natural areas within Great Kills park

Cultural Resources:

- Fort Tompkins and Battery Weed at Fort Wadsworth (including associated anti-aircraft batteries and Historic Mont Sec Avenue)
- Floyd Bennett Field (including Historic Hangar Row the Ryan Center, runways and all physical features associated with the field through WWII)
- Jacob Riis Park (all 220-acres including the Bathhouse, boardwalk, Mall area, beach, hack-beach, parking lot and golf course)
- The aircraft collection in Hangar B on Floyd Bennett Field
- Historic Hangar Row at Miller Field
- All archeological resources

Other noteworthy park resources include:

- Roadways, fences, sidewalks and bicycle paths
- Utilities—such as water, waste water, electrical and phone systems
- External lighting systems
- Non-historic structures used to support park programs
- Sign systems
- Recreational facilities—including those developed by park partners, and
- Facilities developed or used by concessionaires

E. Park Management Goals

The Management Framework for Gateway NRA identifies five primary goals for special attention in the period from FY-04 through FY-07. Each goal is, in turn, defined by a number of specific objectives. All five goals and a number of their respective objectives are relevant to this plan either directly or indirectly. They are:

Reverse deterioration of primary park resources

- Improve the condition and appearance of Jacob Riis Park.
- Improve the condition and appearance of Miller Field.
- Rehabilitate Hangar Row, including the Ryan Visitor Center.
- Stop the loss of wetlands in Jamaica Bay and restore lost acreage.
- Aggressively pursue “greening” of the park.

Provide basic conditions necessary for enjoyable park visits

- Ensure visitors have clean bathrooms, timely information about park programs and activities, and clear directions to park venues.
- Improve access to and within the park.
- Reduce hazards, improve security and maintain emergency aid.
- Improve access to information – how to get here and what to do.
- Ensure that visitors have a core of “high-quality” opportunities in the areas of both “outdoor adventure” and urban recreation.
- Reduce “quality of life” crimes.

Update and revitalize educational and interpretive programs.

- Complete the Long Range Interpretive Plan consistent with NPNH “storylines” and address links with the NPS Education Center, Environmental Studies Center, Jamaica Bay Institute and other educational partners.
- Review and update site specific educational programs.
- Develop interpretive plans for all new visitor contact facilities.
- Provide a minimum of one program for each of the S NPNH “storylines.”

Expand our capacity to improve resource protection & visitor opportunities

- Ensure accountability in all programs; improve use of time and funds.
- Create a good work environment; focus on safety, diversity and employee “buy-in” in work plans, methods and initiatives.
- Expand effective use of volunteers, partnerships, and concessions.
- Increase revenue streams.
- Reduce losses from theft, vandalism, or abuse.

Improve our image and our identity as part of the National Park System

- Keep the park neat, clean and well protected.
- Improve appropriate use of the arrowhead, uniforms, and graphics.
- Reinforce the distinctive park landscapes based on historical character, natural quiet, night darkness, and native habitats.
- Actively participate in and support all initiatives of the National Parks of New York Harbor.

III. Law Enforcement

A. The Need for Law Enforcement

Law enforcement within Gateway NRA is directly related to the mission of the NPS, the specific characteristics and qualities that distinguish the park, and the conditions associated with the park's immediate social context. These factors can be used to define a comprehensive set of potential threats to park visitors and staff, park resources and federal property.

Of all potential threats, those that would potentially result in harm to visitors or staff or could result in loss of life must be given highest priority in terms of planning and resource allocation. However, in order to meet a fundamental responsibility in support of NPS’ mission, the law enforcement program must—as a whole—address the full range of threats and potential criminal activity that is likely to occur within the park.

The following list outlines a number of threats and criminal acts that are likely to occur within the Jamaica Bay and Staten Island Units that will be given priority in the law enforcement

program during FY-04.

Crimes Against People

- Murder
- Rape and Sexual Assault
- Sale and Distribution of Controlled Substances
- Assault and Battery
- Carrying Concealed Weapons
- Theft of Personal Property

Resource Protection

- Pollution of Jamaica Bay from boats, storm drains, or dumping
- Protection of threatened and endangered species such as piping plover, least terns and sea beach amaranth
- Illegal fishing or taking of natural resources such as horseshoe crabs
- Vandalism, trespassing, burglary, and arson in historic structures
- Looting of archeological sites
- Enforcement of regulations regarding personal water craft (PWC)

Property Protection

- Vandalism, illegal entry, and arson in non-historic structures
- Misuse or abuse of government property by employees
- Damage to government property by park visitors
- Theft of government property

Public Safety & Quality of Life Issues

- Enforcement of unit-specific regulations and closures with special emphasis on Jacob Riis Park, Great Kills Park, Fort Wadsworth, Fort Tilden, and Miller Field
- Enforcement of “quality of life” crimes including instances of disorderly conduct, lewd and lascivious behavior, liquor-law violations, and the use and possession of controlled substances
- Traffic control, reckless driving, speeding, and driving while intoxicated
- Boating while intoxicated and violations of boating regulations

- Noise such as fireworks and unauthorized sound systems
- Trash and litter
- Swimming in waters designated as closed
- Suicides
- Public protection in large crowds and public activities

National Security and Emergency Preparedness

- Anti-terrorism initiatives including security for NYPD and AFRC operations on Floyd Bennett Field and the USCG, DCMA, AFRC operations at Fort Wadsworth
- Protection of critical transportation infrastructure within the Jamaica Bay and Staten Island Units including bridges, roads and air operations
- Emergency response including search & rescue, and disasters of all types
- Support icon parks

B. Primary Strategy and Techniques

This plan assumes: that law enforcement should be approached in a comprehensive manner; that allocated resources should be used to maximum advantage; and that additional support should be utilized where prudent and appropriate. Additional support ranges from a more vigilant public and improved park signage, to joint operations with other law enforcement agencies. The plan also recognizes that threats and criminal activity vary significantly in terms of need for immediate response, effectiveness of deterrence, and degree to which individuals other than USPP officers might be involved.

Law enforcement within the Jamaica Bay and Staten Island Units will consist of five primary operational activities, as follows:

- Patrols of park property including navigable waters within park boundaries
- Response to crimes in progress or immediate follow-up on major crimes
- Detection, investigation and prosecution of crimes committed in the park
- Special enforcement initiatives
- Response to terrorist threats or national emergencies

Patrols of parklands and waters are fundamental to an effective law enforcement program. The patrols act as a deterrent to crime, offer opportunities for officers to build support for law enforcement with visitors and stakeholders, and places officers where they are most likely to encounter criminal activity and make arrests.

Scheduling of patrols—including the number and extent of beats—will be determined on a daily basis according to such variables as available staff, threat assessments, special park conditions (e.g. special events, hot weather or nesting season for piping plover), and equipment requirements. Routine patrols may be interrupted in response to specific conditions encountered in the park. Incident response will take precedence over general patrols. Priorities will be set based on the degree of severity of the condition and availability of resources.

Detection and investigation will be used to uncover illegal activity within the park and to support prosecution of criminal arrests, as needed. High priority will be given to crimes against people, major environmental violations, and crimes significantly effecting government property.

Each threat or potential criminal activity identified in the needs assessment (Section III.A, above) will be given special emphasis at some point during the course of the year. Specific measures, staffing and scheduling for any given enforcement initiative will be determined on a case-by-case basis. Enforcement initiatives may be developed as a multi-year effort and, where appropriate, may be combined to address more than one threat or type of crime.

Implementation plans for enforcement initiatives will consider the full range of law enforcement tools—from education and deterrence to special patrols and stepped up levels of investigation. Educational efforts may include such activities as attendance at public meetings, improved signage and use of mass media.

Response to threats of terrorism or national emergencies will be governed by an Emergency Preparedness Plan prepared by the USPP in conjunction with park staff and management and in compliance with national guidelines. The USPP will serve as liaison with the New York City Department of Emergency Management and will assist in any negotiations with New York City regarding use of parklands or park facilities for emergency preparedness.

C. Measures of Success

During FY-04, park managers and senior USPP officers will develop a system to measure the effectiveness of the law enforcement program within the Jamaica Bay and Staten Island Units, The measurement system will be comprehensive in scope and address the full range of threats, targeted criminal activity, and park goals. Regular status reports will be provided to the Unit Superintendents regarding results achieved through the law enforcement program.

Examples of potential measures include:

- Statistics indicative of trends in the occurrence of identified offences or categories of criminal activity
- Statistics indicative of trends in vandalism or theft of government property
- Summary of efforts made to improve visitor experience, reduce safety hazards, and protect primary park resources

D. Staffing & Facilities

The New York Field Office of the USPP provides law enforcement support for a number of NPS sites in and around New York City. The New York Field Office is organized into two districts: The Liberty District, composed largely of officers assigned to protection and law enforcement at the Statue of Liberty, Ellis Island, and Castle Clinton; and, the Gateway District that provides support for Gateway NRA's Jamaica Bay and Staten Island Units. A USPP Major oversees the Field Office as a whole and a USPP Captain manages each district.

The Gateway District is currently staffed by approximately 65 individuals (officers and civilians) out of an authorized level of 135 positions.

The headquarters staff consists of a marine unit, an investigative unit, administrative personnel, dispatchers, and guards.

Facilities used by the USPP within the Jamaica Bay and Staten Island Units include:

- NYFO Headquarters (Bldg 275 on Floyd Bennett Field & Bldg 210 at Fort Wadsworth)
- Pistol Range in the space *between* Hangars 3 & 4 (South), Floyd Bennett Field
- Motor vehicle bay and storage facility for the ID Tech (Bldg 258), Floyd Bennett Field
- Stables and paddocks at Fort Tilden, Fort Wadsworth & Great Kills
- Boat slips, offices and equipment storage for the Marine Unit at Station Rockaway (former Coast Guard facility north of Fort Tilden)
- Riis Park summer sub-station
- Jamaica Bay Wildlife Refuge, Visitor Contact Station sub-station (to be constructed in FY04).

E. Park/USPP Coordination & Support

Coordination and support are essential to development and implementation of a comprehensive law enforcement program for the Jamaica Bay and Staten Island Units. During FY-04 three particular forms of coordination and support will be emphasized. They are:

- Facility Development, Repair and Maintenance
- Training and Orientation
- Assignment of a USPP Liaison Officer

Existing facilities will be repaired and maintained by the park to the highest degree possible given available funds and staffing. Where possible and appropriate, the USPP may provide supplemental funds for repair projects or additional maintenance services. The Unit Superintendent of the area where a given USPP facility is located must approve in writing all repairs or rehabilitation work. Maintenance and repairs will use sustainable practices to the maximum extent that is practical and feasible.

The park will also assist the USPP New York Field Office in securing funds for development of a new headquarters facility and in the improvement of all facilities needed to support the work of the New York Field Office.

All park employees and USPP officers will be provided with an overview of the Park Protection and Response Plan and a review of their respective roles in implementation of the plan. In addition, park employees will receive specific training in visitor contact relative to law enforcement issues and USPP officers will be provided with an orientation to primary park resources and programs. Specific training will be conducted as needed for special enforcement initiatives.

A USPP officer will be designated as the Gateway USPP Liaison Officer. This position will report directly to the General Superintendent. In broad terms, the officer filling this position will coordinate implementation of the law enforcement program with all appropriate park managers—most especially the superintendents of the Jamaica Bay and Staten Island Units. Specific responsibilities include:

- Development and coordination of special enforcement initiatives
- Training of USPP and park employees in accordance with this plan
- Regular updates for Unit Superintendents regarding USPP activity
- Media coordination regarding law enforcement activity
- Special events planning relative to security and protection issues
- Coordination of emergency response planning

- Liaison with other law enforcement agencies regarding use of park facilities (Note: this last function does not include enforcement of agreements with tenant organizations, coordination of joint law enforcement efforts, or resolution of conflicts with other law enforcement agencies.)

F. Ratification & Modification of this Plan

This document is intended primarily as a way to enhance communication between the senior park managers of Gateway NRA and the senior officers of the USPP assigned to the New York Field Office. The plan may be modified at any time by joint agreement of both parties. In principle, the plan will be reviewed, updated as needed and ratified by November 15th of each fiscal year. Endorsement of the plan requires signatures from the Superintendents of the Staten Island and Jamaica Bay Units, the General Superintendent of Gateway NRA, the commander of the New York Field Office, and the lead officer for the Gateway District.

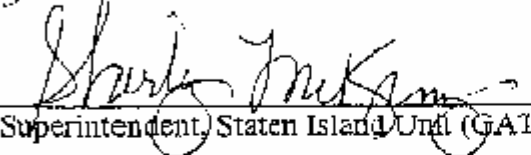
APPENDIX G

We, the undersigned, have reviewed the preceding document and agree to support its principles and objectives in the interest of the visitors and resources of Gateway NRA.




Superintendent, Jamaica Bay Unit (GATE)

02/12/04
Date



Superintendent, Staten Island Unit (GATE)

2/12/04
Date



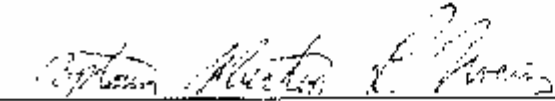
General Superintendent, Gateway NRA

02/12/04
Date

40 

Captain, Gateway District, New York Field Office
United States Park Police

2/17/04
Date

20 

Major, New York Field Office,
United States Park Police

2/27/04
Date

-END-

BGG:PPRP GATE 02
12/15/03

PAIRWISE COMPARISON OF PRIORITY RANKING CRITERIA

To establish priorities for the activities of the Park Police, the Panel first chose explicit criteria that it would use in its analysis. These criteria were selected on the basis of their sensibility and plausibility, as well as how each addressed a separate and significant quality of the service or activity. The Panel attempted to minimize overlap among them and include all of the aspects it believed were important for ranking Park Police activities. The criteria are necessarily judgmental, and the USPP, the NPS and others can modify them or substitute other explicit criteria in their place.

Recapping from Chapter 3, the selected criteria are:

1. **Expected benefits from the function or service**—the risks or threats being deterred; the significance assigned by NPS, Interior, or others in the federal government to the individuals, resources, assets being protected; the frequency of the demand for the service; and the magnitude of the demand for the service.
2. **Uniqueness of the function or service to NPS**—the distinction between law enforcement functions and services that are unique to NPS (e.g. crowd control for Mall activities, Icon protection, visitor service in conjunction with visitor protection) and those that are more common urban policing activities (e.g. traffic control, parking enforcement, drug enforcement).
3. **Principal beneficiaries and importance of the function or service to key stakeholders**—the distribution of the benefits to specific groups, such as the benefits to:
 - commuters or local area residents from traffic control and drunk driving interdictions on the parkways;
 - to protectees and other government agencies from dignitary or presidential protection;
 - park visitors from crowd control, national icon protection, and patrols of NPS areas; and
 - community residents living adjacent to Park Police jurisdictions.

Key NPS stakeholders, if any, among the principal beneficiaries must also be identified.

4. **The inability of alternative public or private entities to provide the service (lack of close substitutes.)**—the advantage that USPP has in supplying the particular service relative to potential alternative suppliers..
5. **Externalities and joint product**—whether externalities exist, e.g., whether the provision of Icon security also positively affects visitor and other resource protection; how important they are; whether they are inherent to the service or can be varied; and whether they will be affected by who provides the primary service, e.g., stationary contract security guards. Also whether USPP functions or activities are inherently inseparable (true joint products). USPP patrol activities may provide multiple services—visitor protection, traffic enforcement, crime prevention, etc. If these can not be separated they should be evaluated as a single, combined service.

6. Cost effectiveness of providing the service or function—the relative efficiency of current USPP service delivery techniques and whether specific law enforcement services can be provided more efficiently, e.g., whether changes in the delivery of such current services as using guards for static Icon security will affect USPP efficiency and its comparative advantage relative to other potential service providers.

Using the Pairwise Comparison Methodology to Rank Criteria

Since the Panel has proposed only six ranking criteria, it could have assumed that each is equally important in prioritizing Park Police activities. However, some appear to be more important than others, and the Panel chose to recognize their relative importance in applying them to the Park Police activities. This required a method for ranking the criteria themselves.

One commonly accepted method for ranking and weighting a small number of criteria is to simply compare each criterion to every other, one at a time. These pairwise comparisons are illustrated in Table H-1, below. Each criterion is placed in both the rows and columns of a table, and the table is used to track how each compares to all of the others, one at a time. For each comparison, the number associated with the more important criterion is placed in the appropriate cell of the table. The “winners” of each comparison are then summarized and ranked.

The table shows the results of the Panel’s ranking of individual criteria against one another. For example, the Panel always ranked expected benefits higher than the other criteria. However, when the Panel considered beneficiaries/stakeholders against cost effectiveness, the latter was felt to be more important.

Once the ranking is established, the next step is to determine the relative weights to assign each criterion. This provides a sense of how important each criterion is relative to the others. It provides more information than the simple rank ordering can do.

There are a number of techniques for assigning weights, but the ranking process itself provides the most direct method. The number of times each criterion is selected as the winner of a comparison is used to establish the relative weights. Table H-1 shows that under this approach, the top rated ranking criterion—expected benefits—is 5 times as important as the lowest rated criterion—externalities

This ranking and weighting scheme, although well-known, is somewhat arbitrary, since it assumes that each pairwise comparison is as important as every other. However, any method to assign a numerical weight to what are essentially value judgments will be equally arbitrary. The important thing is to be very clear and explicit about the kinds of choices being made and the methods being used. The ultimate measure of success is the agreement of the stakeholder.

Table H-1

Pairwise Comparison of Park Police Activity Assessment Criteria

Criterion #	1	2	3	4	5	6
1 Expected benefits		1	1	1	1	1
2 Uniqueness of function			2	2	2	2
3 Beneficiaries/stakeholders				3	3	6
4 Lack of close substitutes					4 and 5	4 and 6
5 Externality/joint product						6
6 Cost effectiveness						
Ranking and Score	Number	Weight				
1 Expected benefits	5	0.294118				
2 Uniqueness of function	4	0.235294				
6 Cost effectiveness	3	0.176471				
3 Beneficiaries/stakeholders	2	0.117647				
4 Lack of close substitutes	2	0.117647				
5 Externality/joint product	1	0.058824				
Total number of comparisons*:	17					

* A tie counts each criteria separately in the total, since each "won" the comparison

US PARK POLICE APPROPRIATIONS, FY 1997–FY 2003

The table below, prepared by the National Park Service Budget Division, shows a history of U.S. Park Police funding from FY 1997-FY 2003, in standard bridge table format. It includes for each year major cost drivers, such as pay raises, special events, including Inaugural Day, one time purchases such as the upgrading of the Anacostia operations facility and the acquisition of a helicopter, and special needs, such as the Antiterrorism supplemental. It shows permanent increases to the base in each year as well, deductions for explicit one-time expenditures, and cuts that the USPP had to absorb as part of government-wide across the board budget reductions.

The table is very useful, because it permits the reader to see the key factors responsible for budgetary growth. However, it does not provide any information on spending—how those funds are used. For example, there is a need to know how the funds provided by Antiterrorism supplemental was spent, and in particular, since the supplemental was only a temporary measure, what the downstream implications of that spending will be.

US PARK POLICE APPROPRIATIONS

FY 1997–FY 2003

	Operating	Non- Recurring	Pension	Construction Appropriation	Total
FY 1997 Enacted	\$46,735	\$600	\$13,825		\$61,160
Pay Increase	950				950
Inaugural Day		(600)			(600)
Base Increase	987		300		1,287
D.C. Appropriation		12,000			12,000
		1/			
FY 1998 Enacted	48,672	12,000	14,125		74,797
Pay Increase	797				797
Base Increase	1,150		2,479		3,629
Antiterrorism Supplemental				3,680	3,680
D.C. Appropriation		(3,500)			(3,500)
		2/			
FY 1999 Enacted	50,619	8,500	16,604	3,680	79,403
Pay Increase	1,126				1,126
Training Reprogramming	(5)				(5)
Base Increase	2,661		1,100		3,761
Antiterrorism Supplemental				(3,680)	(3,680)
D.C. Appropriation		(8,500)			(8,500)
FY 2000 Enacted	54,401	0	17,704		72,105
Pay Increase	1,062				1,062
Inaugural Day		800			800
Base Increase	1,474		1,000		2,474
Security Enhancements		1,607			1,607
0,22% Reduction	(125)	(6)	(41)		(172)
Supplemental-Terrorism		1,700			1,700
Supplemental-Terrorism		1,400			1,400
FY 2001 Enacted	56,812	5,501	18,663		80,976
Pay Increase	4,526				4,526
Base Change		(3,100)	3,337		237
Inaugural Day		(798)			(798)
Security Enhancements		(1,603)			(1,603)
Transfer from Gateway and Statue of Liberty ONPS	4,281				4,281
Counter Terrorism		25,295			25,295
Streamlining	(359)				(359)
Rescission	(75)				(75)

		Operating	Non- Recurring	Pension	Construction Appropriation	Total
				3/		
FY 2002 Enacted		65,185	25,295	22,000		112,480
	Rescission payback	75				75
	Pay Increase	671				671
	Base Increase			3,305		3,305
	Counter Terrorism	12,600	(25,295)			(12,695)
	Travel Reduction	(100)				(100)
	0.65% Across the board Reduction	(510)				(510)
FY 2003 Enacted		77,921	0	25,305		103,226

1/ \$12 million provided in FY 98 for Anacostia Building and operations

2/ \$8.5 million provided in FY 99 for Helicopter and Aviation unit.

3/ Beginning in FY 02, Park Police pension funded from a Permanent Appropriation.

Source: National Park Service Budget Division

**USPP CALENDAR YEAR ATTRITION DATA FOR 2002–2004
BY OFFICE LOCATION**

	Sworn ⁽¹⁾	2001		2002			2003			2004 ⁽²⁾			Total
		Civilian	Total	Sworn	Civilian	Total	Sworn	Civilian	Total	Sworn	Civilian	Total	Years
DC retirements	8	0	8	19	1	20	14	4	18	3	4	7	45
DC resignations	13	11	24	40	1	41	4	2	6	0	2	2	49
DC disability	4	0	4	1	2	3	0	1	1	1	0	1	5
DC removal	0	0	0	1	1	2	2	1	3	1	0	1	6
DC death	1	0	1	1	0	1	0	1	1	0	0	0	2
DC Subtotal	26	11	37	62	5	67	20	9	29	5	6	11	144
NY retirements	0	0	0	3	0	3	3	0	3	2	0	2	8
NY resignations	5	0	5	16	0	16	3	0	3	0	0	0	19
NY disability	0	0	0	0	0	0	0	0	0	0	0	0	0
NY removal	0	0	0	1	0	1	0	0	0	0	0	0	1
NY death	0	0	0	0	0	0	0	0	0	0	0	0	0
NY Subtotal	5	0	5	20	0	20	6	0	6	2	0	2	33
SF retirements	1	0	1	4	0	4	1	0	1	1	0	1	6
SF resignations	6	0	6	2	0	2	1	0	1	0	0	0	3
SF disability	0	0	0	0	0	0	0	0	0	0	0	0	0
SF removal	0	0	0	0	0	0	0	0	0	0	0	0	0
SF death	0	0	0	0	0	0	0	0	0	0	0	0	0
SF Subtotal	7	0	7	6	0	6	2	0	2	1	0	1	9
Grand Total	38	11	49	88	5	93	28	9	37	8	6	14	193

(1) In 2001, there were 3 retirements and 4 resignations from the sworn staff the USPP loaned to FLETC in GA. They are with DC information.

(2) 2004 data are as of May 1

USPP RATIOS OF NUMBER OF PRIVATES FOR EACH SWORN OFFICER ABOVE THAT LEVEL

Branch	2001											2004												
	Chf	Asst	Maj	Capt	Lt	Sgt	Det	Priv	Total	> Priv	Ratio*	Priv:Sgt	C/A/D	Maj	Capt	Lt	Sgt	Det	Priv	Total	> Pr	Ratio*	Priv:Sgt	
Chief & Assistant	1	1							2	2	0.0	0.0	2		1					3				
OIS (OPR in 2003)			1	2	4	12		19	19	19	0.0	0.0		2	4	9				15	15	0.0		
Dep Chf(1) FOD/03		3						3	3	3	0.0	0.0	1		1					2	2	0.0		
WASO & LE Spec.		1	10					11	11	11	0.0	0.0		1	6					7	7	0.0		
Operations Division			1	9	4	3	37	54	17	2.2	9.3		1	1	12	5		30	49	19	1.6	6.0		
Special Forces			1	1	3	5	1	35	46	11	3.2	7.0		1	1	4	21	1	42	70	28	1.5	2.0	
Aviation Program				1	12		2	15	13	0.2	0.2									0	0			
CIB		1		2	4	3	20	30	10	2.0	5.0		1	1	2	4	11	14	33	19	0.7	3.5		
Patrol Branch		1						1	1	0.0	0.0									1	1	0.0		
East District			1	2	13		44	60	16	2.8	3.4			2	9		48	59	11	4.4	5.3			
Central District			1	2	13		64	80	16	4.0	4.9			2	11		65	78	13	5.0	5.9			
West District				2	12		52	66	14	3.7	4.3			2	13		48	63	15	3.2	3.7			
Services Division									0	0										0	0			
Technical Services			1	1	1	4	6	13	7	0.9	1.5		1	1	1	2		3	8	5	0.6	1.5		
Training			2	3	8		11	24	13	0.8	1.4		1	2	3	8	4		18	18	0.0			
Administration			1	1	1	5		8	8	0.0	0.0			1	3				4	4	0.0			
Recruitment							23	23	0	0									13	13	0			
NY Field Office			1	1	3	5	42	52	10	4.2	8.4			2	4	11	3	70	90	20	3.5	6.4		
Statue of Liberty				1	5		24	30	6	4.0	4.8				6		34	40	6	5.7	5.7			
Fort Wadsworth			1	1	5		19	26	7	2.7	3.8								0	0				
SF Field Office			1	2	3	10	2	49	67	18	2.7	4.9		1	1	1	10	2	47	62	15	3.1	4.7	
Total	1	1	12	24	38	117	9	428	630	202	2.1	3.7	4.0	7	17	40	112	21	414	615	198	2.1	3.7	

2001 Fort Wadsworth ranks from payroll data for 1998. Little change from 2001 Financial Plan.
 2001 NYFO data are from Financial Plan, taking out Wadsworth people.
 All other 2001 data are from a list of positions dated 6/25/01.
 All 2004 data are from a list of positions dated 3/15/04.

SUMMARY OF CHANGES IN USPP BEAT ANALYSES 1984-2004

The USPP Central District beats cover areas such as the National Mall, Ellipse, White House sidewalk, and Lafayette Park. The beats also extend to the North and cover such areas as Dupont Circle, Logan Circle, East to Benning Road, N.E. and West to areas such as P Street Beach.

In 1986, there were approximately 42 beats in the Central District. The beat analysis shows 110 FTE were required to service these beats and USPP was approximately 27.0 FTE understaffed. In addition, many of the beats were large, and many of the areas covered within one beat overlapped areas covered in several other beats. The FTE required to service those beats tended to be on the low end, meaning there was a small number of FTE to service several beats. For example, the Ellipse was included in approximately six large beats, and the approximate number of FTE needed was 3.8.

By contrast, in 2004, there are approximately 28 beats in the Central District. The draft beat analysis shows that approximately 126.7 FTE are required to service these beats; however, USPP is approximately 54.7 FTE understaffed to cover them, almost double the deficiency in 1984. It also shows that beats tend to range in size from small to medium to large, and almost none of the areas covered within one beat overlap areas in other beats. For example, the Ellipse is included in one large beat and the number of FTE required is 5.3.

DELETED BEATS

Approximately 14 beats in the Central District were eliminated by 2004. Examples include:

Beat 120: Area of patrol included the Ellipse, Pershing Park and Western Plaza.

- The Ellipse was included in approximately six large beats in 1986 and average FTE was 3.8. Coverage ranged from 8 to 16 hours per day to 24-7-365. In 2004, the Ellipse was included in one mid-sized beat; FTE is 5.3 and coverage is 24-7-365.
- In 1986, Pershing Park and Western Plaza were included in three beats, which ranged in size. Approximate FTE was 2.8 and coverage ranged from 8-7-365 to 24-7-365 to “as needed.” In 2004, Pershing Park and Western Plaza is not noted in the draft beat analysis.⁶¹

Beat 127: Includes the Jefferson Memorial and East Potomac Park South of Independence Ave. and the Tidal Basin area.

- In 1986, the Jefferson Memorial was included in four beats, which ranged in size. Coverage ranged from 8-5-260 (8 hours per day, 5 days per week, and 260 days per year) to 8-7-365 to 24-7-365 and average FTE was 2.8. In 2004, the Jefferson Memorial was included in one relatively small beat; FTE is 5.3, coverage is 24-7-365.

⁶¹ In July 2004, staff learned “Pershing Park and Western Plaza have been incorporated in the plan under Pennsylvania Ave.”

- In 1986, East Potomac Park was included in approximately four beats, which ranged in size. Average FTE was 3.2. Coverage ranged from 8-5-260 to 24-7-365. In 2004, East Potomac Park was included in one large beat; FTE is 5.3, coverage is 24-7.
- In 1986, the Tidal Basin area was included in one small beat. FTE was 1.8 and coverage was 8-7-365. In 2004, the Tidal Basin area is absorbed in Beat 144 (Franklin Delano Roosevelt Memorial).

Beat 132: Includes the area known as Franklin Park. Area is bounded on the South by I street, N.W. on the West by 14th street, on the North by K street and on the East by 13th street.

- In 1986, the Franklin Park area was included in two beats—one was large and one was mid-size. Approximate FTE was 4.4 and coverage ranged from 16 to 24-7-365. In 2004, Franklin Park is included in 1 large beat; coverage is 24-7-365 and FTE is 5.3.

Beat 129: Includes Lincoln Station, Marion and Folger Parks, and Seward Square.

- In 1986, Lincoln Station and Seward Square were included in one beat and coverage was “as needed.” In 2004, Lincoln Station and Seward Square were not included in the draft beat analysis; thus, these areas are potentially not covered anymore.
- In 1986, Marion and Folger Parks were included in three beats, which ranged in size; coverage ranged from “as needed” to 24-7-365. FTE in one beat was 5.3. In 2004, Marion and Folger Parks were not included in the draft beat analysis; thus, these areas are potentially not covered anymore.

149: Includes the area known as Farragut Square located at 17th Street, N.W. between I and K Streets.

- In 1986, Farragut Square was included in two beats—one small and the other large. The large beat was serviced by 5.3 FTE and coverage was 24-7-365. The small beat was covered “as needed.” In 2004, Farragut Square is covered within beat 112 (which is a large beat covering all parks from North Capitol Street on the East to the Potomac River on the West, and Constitution Avenue on the South and Florida Avenue, NW on the North).

136: Lincoln Park. The area of patrol is on East Capital Street between 11th and 13 Streets, N.E. (as needed).

- In 1986, Lincoln Park was included in two beats—one small and the other large. The large beat was serviced with 5.3 FTE and coverage was 24-7-365. The small beat was covered “as needed.” In 2004, Lincoln Park was not included in the draft beat analysis.

As indicated by the general trend, some parks had distinct beats in 1986 and have been absorbed in larger beats by 2004. In 1986, FTE required to service those areas tended to be on the low end

and coverage varied. Also, most areas within those beats tended to overlap those areas in other beats.

ADDED BEATS OR AREAS OF COVERAGE

When new monuments or memorials are added, USPP generally absorbs them within existing beats. Since 1986, the following monuments or memorials have been added:

1993: Vietnam Veterans Memorial dedicated and included within beat 140, which is to cover the VVM and Korean War Memorial. However, the beat is not staffed, so there is a deficiency of 5.3 FTE. Coverage is with beat 141, which has the areas around the Lincoln Memorial.

1995: Korean War Memorial dedicated. Same as Vietnam Memorial.

2004: World War II Memorial dedicated., Franklin Delano Roosevelt, White House Visitors Center, and Pennsylvania Avenue.

HOW NPS ESTIMATES LAW ENFORCEMENT STAFFING NEEDS

The National Park Services developed, in the mid-1990s, the Visitor Management–Resource Protection Assessment Program (VRAP), a system that estimates enforcement needs on a park-by-park basis. In 2003, the statistical data compiled through VRAP was supplemented with Law Enforcement Needs Assessments (LENAs), which provide a discussion of law enforcement needs in the context of a park’s broad environment.

VISITOR MANAGEMENT—RESOURCE PROTECTION ASSESSMENT PROGRAM

With input from about 100 employees, NPS developed VRAP in 1996. Each estimate is based on a standardized park profile that is then tailored to each park. The system is a table-based model intended for national coverage, but primarily used by a number of Western parks. It is housed and run from Boulder, Colorado where it was developed, and VRAP is used to frame budget requests for law enforcement resources by focusing on cost drivers.

The VRAP profile covers the following broad areas:

1. Geographic features
2. Visitor and use patterns
3. Protection operations
4. Visitor activities
5. Emergency services
6. Natural resource protection
7. Cultural resource protection

The key point is that VRAP presents a set of factors (such as miles of road or visitation) and agreed-upon FTE per each factor. For example, VRAP suggests 10 FTE for more than 9,000 visitors per day.

Each park submits information on a standard VRAP profile form (at the back of this appendix) that describes such things as the number of trailheads, beach area patrolled, and more. When this information is compiled, the resulting staffing needs tables are grouped into four categories

1. Law enforcement, including patrol, investigations, detention, security, and visitor density management
2. Resource protection, including backcountry permitting, poaching, hunting, fishing, and trapping enforcement, cultural resource protection, and alpine and rock climbing management
3. Visitor management, including emergency medical services, search and rescue, swimming, and special use monitoring, and
4. Other protection, including aviation, communications, clerical support and supervision.

VRAP was developed to estimate the need for park rangers. The jurisdictions in which USPP operates have very different characteristics compared to the large parks typical of the West. In addition to the obvious differences between the Grand Canyon and the Mall, even such things as numbers of trailheads are not comparable. For example, the xx miles of the C&O Canal that USPP patrols comprise one trailhead.

In particular, VRAP says nothing about Icon protection, presidential, vice-presidential, and foreign dignitary protection. While VRAP does deal with crowd density to a limited extent (such as for campgrounds and major tourist areas), it does not deal with the sustained extreme density situations to be found on the Mall, with high density traffic due to commuting on major parkways, or with the need to provide public safety and order during first amendment events.

After the VRAP profile at the end of this appendix, there is a list of the VRAP factors and then a note as to whether each one would apply to USPP and, if so, the kinds of issues to consider. One concern about the use of a VRAP approach is that the current VRAP methodology applied in rural areas often produces estimates of law enforcement staffing requirements that exceed the staffing resources historically used and likely to be available. In addition, it can create expectations that the VRAP-generated estimates should be met or the park is understaffed. This may or may not be the case. Partly in response to this concern, NPS has developed a more flexible approach for describing and estimating law enforcement needs – the LENA.

LAW ENFORCEMENT NEEDS ASSESSMENT

In 2003, the NPS Associate Director for Resource and Visitor Protection required that park superintendents provide LENAs, using a standard template, which is shown as Appendix Y to this report. The LENA is supposed to help each park meet the mission of the NPS and the objectives of the park's visitor and resource protection program by:

- Identifying and evaluating the factors which create the law enforcement work load in the park
- Identifying staffing and organizational needs
- Providing guidance for position management planning
- Providing a framework for budget and project requests

The starting point for a LENA is the individual park's VRAP, but the LENA offered the opportunity to put law enforcement needs in the context of broader issues. A key goal was to have standardized information with recommendations that could directly support budget requests into NPS's internal systems, OFS and PMIS.

GGNRA prepared a LENA, which discusses USPP resources as well as those of park rangers. However, it was not prepared with or shown to USPP staff in San Francisco until Academy staff asked about it. In early 2004, the Gateway superintendent, working with USPP, prepared a document that is similar to a LENA. (It is at Tab C in the overall Appendices to the draft report.) Parks in the National Capital Region did not prepare LENAs, although NPS' associate director

for visitor and resource protection told USPP that she expected them to do so (per email records provided by USPP). The Chief asked the three regional directors if she could review their LENAs, but it is not clear whether they responded to her request. When the Academy staff asked NCR, a senior staff member said that parks in the USPP areas could not prepare them because USPP provided law enforcement in NCR parks. Thus, there appear to have been varied NPS expectations, perhaps overridden by a long history of USPP preeminence in law enforcement issues in NCR. Because the Academy Panel is not able to talk to Chief Chambers, it has not explored this further.

NPS PARK PROFILE FOR VRAP

Alpha Code:

Visitor Management - Resource Protection Assessment Program (VRAP) Park Profile			
Park Name			
Division Code	Cluster Code	Alpha Code	Org. Code
1. Total occupancy (users)		05	
2. Subtotal occupancy (users) (VRAP)		05	
3. Number of visitor parking stalls for trails longer than 4 miles		05	
4. Trail (miles)		05	
5. Aquifers (miles)		05	
6. River/pond (miles)		05	
7. International boundary (miles)		05	
8. Open water (acres) (lakes, reservoirs, ponds)		05	
9. Harbored areas (miles)		05	
10. Neighborhood population within 25 miles		105	
11. High pressure fuel lines		010	
12. Violation Cost Spread			
	Total Violation	Conversion Logging	Contingency Overlap
Jan	(1.00)	(1.00)	(1.00)
Feb	(1.00)	(1.00)	(1.00)
March	(1.00)	(1.00)	(1.00)
April	(1.00)	(1.00)	(1.00)
May	(1.00)	(1.00)	(1.00)
June	(1.00)	(1.00)	(1.00)
July	(1.00)	(1.00)	(1.00)
August	(1.00)	(1.00)	(1.00)
September	(1.00)	(1.00)	(1.00)
October	(1.00)	(1.00)	(1.00)
November	(1.00)	(1.00)	(1.00)
December	(1.00)	(1.00)	(1.00)
13. Special Use and other permits issued (Subtotal)			
05			
14. Protection Operations			
15. Access systems (No.) (all types)		05	
16. Signposts (No.)		05	
17. Security checks (No.)		05	
18. Security checks (No.)		05	
19. Security checks (No.)		05	
20. Security checks (No.)		05	
21. Security checks (No.)		05	
22. Security checks (No.)		05	
23. Security checks (No.)		05	
24. Security checks (No.)		05	
25. Security checks (No.)		05	

VRAP Factors as They Apply to the U.S. Park Police, With Additional Factors Suggested

Activity	Current NPS Standard	Apply to USPP?	Factors	NPS Agreed-Upon FTE per Factor	Shifts	Comments
Law Enforcement						
1 Road patrol						
Primary roads	24/7 coverage when there is visitation.	Yes	Miles of road and average annual visitation	1.8 FTE per 8 hour shift for each 50 miles of road where visitation exceeds 2,000,000 visitors/year.	3	USPP factor would need to consider commuter traffic & overall volume.
Secondary roads	24/7 coverage when there is visitation.	Yes	Miles of road and average annual visitation	1.8 FTE per 8 hour shift for each 50 miles of road where visitation exceeds 2,000,000 visitors per year.	3	Different factors needed because of commuter traffic & overall volume.
2 Backcountry patrol	Patrol regularly to provide visitor services and resource protection.	No	Average number of visitor overnights (last 3 years) , miles of trails patrolled.	N/A for USPP		
3 Patrol of high use areas	Developed areas require patrols in addition to road patrols.	Yes	Average annual visitation during previous three years, number of sites with special attention facilities	7 FTE for eleven sites, where average visitation exceeds 9,000,000 per year.	3	FTE standard could be revised for high density visitation and potential threats to Icons.
4 Frontcountry trail patrol	Regular patrols to protect visitors and resources	Yes	Average annual visitation and number of trail heads	1.4 FTE for up to 10 trailheads and visitation greater than 3,000,000 per year. 2.5 FTE for 50 or more trailheads		Adjust for length between trailheads. For example, C&O Canal is one trailhead.
5 Open water boat patrol	Two persons per watercraft	Yes	Average annual visitation and acres of water	6.5 FTE for more than 3,000,000 visitors and 76,000-150,000 acres. 8.0 FTE if acreage exceeds 200,000.		NYC only for USPP. Need to consider if factor is accurate for Icon protection.
6 River patrol	Two persons per watercraft	Yes	Average annual visitation and miles of river	2 FTE for 10-20 miles of river and visitation greater than 3,000,000 per year.		USPP patrols on land to keep swimmers out of DC rivers. Helicopter rescues.

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Activity	Current NPS Standard	Apply to USPP?	Factors	NPS Agreed-Upon FTE per Factor	Shifts	Comments
7 Beach patrol	Dedicated patrol above road patrol	Yes	Average annual visitation and miles of patrolled beach	2 FTE for 1-2 million visitors per year and 5 - 20 miles of beach		NY only. Rangers do beaches at the Presidio in San Francisco.
8 Criminal investigations	Timely and effective investigations of serious crimes	Yes	Number of Class A and Class B offenses per year	2 FTE for 100-200 class A offenses per year, 1 FTE for 301-700 Class B offenses per year.		Does not include patrol FTE; USPP patrol officers may take first report/assist. Need to factor in urban crime rates.
9 Drug/alien interdictions	Sufficient staff dedicated to function to be safe and effective.	No	Miles of boundary, average number of offenses.	N/A for USPP, as this is for international borders.		
10 Overnight detention facility/jail		No				USPP uses local jails.
11 Museum security	Objects with value > \$1,000 or vulnerable to theft require resources for protection.	Some	Number of controlled objects on display, with emphasis on highest-value items.	Ranges from .3 FTE for one location with 250-1,000 objects to 3 FTE with four locations and more than 5,000 objects on display.		DC museums have own internal security. Some external security covered by USPP. NY and SF have museum collections.
12 Physical Security	Pro-active patrol and timely response, when buildings not occupied.	Yes	Number of alarm systems, number of structures	1.4 FTE for 51-100 structures and more than 26 alarm systems.	2	Respond to alarms and check doors. Over and above patrol duties. Big role in SF at Presidio, some in DC & NY. Consider if factor adequate for urban environment.
13 Visitor Density Management	Maintain public order; and avoid "mob rule."	Yes	Average visitors per day.	10 FTE for more than 9,000 visitors per day.	1-2	Minimum of more than 25,000 visits per acre per year. ????
Resource Protection						
14 Backcountry permitting		No				

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Activity	Current NPS Standard	Apply to USPP?	Factors	NPS Agreed-Upon FTE per Factor	Shifts	Comments
15	Natural resource protection	Prevent resource theft, removal or destruction.	Yes	Miles of park boundary & number of resources subject to removal or damage. Use a multiplier of average annual case incidents.	From .3 FTE for 1-100 miles of boundary and 1 or 2 resources subject to damage to 3.5 FTE for > 401 miles and more than 9 resources.	Factor needs to consider proximity to larger population.
16	Hunting and trapping enforcement	Ensure hunting & trapping managed.	Yes	Average animals taken (when authorized) and # of species.	.6 for 250 animals taken & 1-5 species to 2.4 FTE for >5,000 & >25 species.	No hunting in USPP areas, but there is poaching.
17	Fishing enforcement		Yes			Major fishing in NY. Becomes a larger issue with influx of immigrants who fish to eat.
18	Cultural resource protection	Staffing levels to deter damage and theft	Yes	Number of structures and number of case incidents per year.	1 FTE per 51-100 structures. Multiplied by 1.1 for 6-10 incidents per year, by 1.3 for more than 16 incidents per year.	Consider if FTE estimates valid given proximity to larger population.
19	Alpine climbing management	Staffing level to check equipment, issue permits, train & monitor climbers.	No	Climbing visitors per day and altitude.	N/A/ for USPP	
20	Rock climbing	Staffing levels to protect visitors & resources.	No	Climbing routes and number of visitors.	N/A for USPP	
Visitor Management						
21	Emergency medical services					
	Basic life support incidents	Full service emergency medical care and transport. In accordance with DO-43	Yes	Annual average number of basic life support incidents, Average annual park visitation	0.9 FTE for more than 400 annual basic life support incidents and more than 3,000,000 visitors annually.	Basic life support is basic first aid documented by a case incident record.

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Activity	Current NPS Standard	Apply to USPP?	Factors	NPS Agreed-Upon FTE per Factor	Shifts	Comments
Advanced life support	Full service emergency medical care and transport. In accordance with DO-43	Yes	Number of EMS incidents, number of ambulance sites	7.4 FTE if more than 5 ambulance sites and more than 200 EMS incidents per year.		USPP has access to hospitals and EMT services, so does less than staff in remote areas.
22 Search and rescue (SAR)	Adequate to allow staff to respond to incidents, maintain SAR cache, and conduct regular training.	Yes	Number of SAR incidents, Average annual SAR hours.	4.1 FTE if more than 150 incidents and more than 10,000 NPS hours.		USPP may use more for criminal activity (such as helicopter search for carjacker) than for activities such as looking for lost hikers or children. Consider historical USPP use.
23 Swimming areas		No	Numbers of lifeguard stations x 1.6.	To determine # of lifeguards, not LE personnel.		USPP in DC does patrol to keep swimmers out. Major swimming areas in NY.
24 Special use monitoring	Monitor events to protect resources & provide visitor services.	Yes	Special use permits issued	1FTE for 101-250 permits, 2 FTE for more than 500 permits		Monitoring all activity that requires a special use permit, incidental business permits, rights of ways, & scenic & conservation easements
Other Protection						
25 Aviation	Compliance with DM 350-354 and DO 60.	Yes	Number of NPS aircraft hours, number of contract hours	1 FTE for more than 1000 hours of NPS aircraft time.		Would need to include pilot hours or # of uses for USPP. Consider historical USPP use.
26 Communications center	Heavily visited areas need point of contact calls for assistance or emergencies	Yes	Based on VRAP determinations for patrol activities 1-7	6 FTE if VRAP allocates 51-60 FTE for patrol functions.		SF is a 9-1-1-call center with NPS staff that USPP oversees. Other locations have dispatch centers.

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Activity	Current NPS Standard	Apply to USPP?	Factors	NPS Agreed-Upon FTE per Factor	Shifts	Comments
27 Clerical support	Ratio of 1:14	Yes	All non clerical FTE	1/14 of total VRAP determined FTE for other functions, including supervision		
28 Protection Supervision	Ratio of 1:8	Yes	All non supervisory FTE	1/8 of total VRAP determined FTE for other functions, including clerical.		Different factor probably needed for urban use.

Types of USPP Activities To Include in VRAP-U						
	Possible standards		Possible factors	NPS Agreed-Upon FTE per factor	Shifts	Comments
Icon protection	Maximum protection through fixed-post and varied patrols. Support to Secret Service as needed.	Yes	# of shifts and # of officers/guards NPS requires per shift.	To be determined.	3	
Presidential escort		Yes	# of escorts and average time used by motorcycles and helicopter.	To be determined.		Historical use and policy determinations.
Vice Presidential escort	Support to Secret Service as needed.	Yes	# of escorts and average time used by motorcycles and helicopter.	To be determined.		Historical use and policy determinations.
Dignitary escort	Support to Department of State as needed.	Yes	# of escorts and average time expended per escort.	To be determined.		Historical use and policy determinations.
First amendment demonstrations	Historical use, but will vary with political climate.	Yes	Number and size of incidents; history of violence associated with them.	To be determined.		Historical use and policy determinations.
Crowd control	Historical use.	Yes	Number and size of incidents; history of violence associated with them.	To be determined.		Historical use and extent to which NPS will use USPP in non-USPP locations.
Criminal investigation	Historical use, local crime rates.	Yes	# of incidents with weighted time estimates for level of difficulty.	To be determined.		

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Types of USPP Activities To Include in VRAP-U						
	Possible standards		Possible factors	NPS Agreed-Upon FTE per factor	Shifts	Comments
Secretary of Interior detail	Historical use and secretary preferences.	Yes	Historical use.	To be determined.		
Special Unit Training (HMP SWAT, Canine, Aviation)	IACP or other criteria or advice. Special circumstances because of Icons.	Yes		To be determined.		Will vary as Icon security needs change.
Drug enforcement and interdiction	Extent of drug crimes in the parks.	Yes		To be determined.		USPP is only FT NPS drug interdiction unit