

A Staff Study of the Law Enforcement and
Public Safety Resources

in the

NATIONAL PARK SERVICE

October 1970

Field Operations Division

International Association of Chiefs of Police

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A STAFF STUDY
OF THE LAW ENFORCEMENT AND
PUBLIC SAFETY RESOURCES
IN THE
NATIONAL PARK SERVICE

by the

FIELD OPERATIONS DIVISION
INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

October 1970



Law Enforcement Code of Ethics

As a Law Enforcement Officer, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.

I will keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I will never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession . . . law enforcement.

FOREWORD

This report is the result of a staff study conducted for the National Park Service pursuant to an agreement signed on September 10, 1970, by Quinn Tamm, Executive Director of the International Association of Chiefs of Police and Donald J. Preaux, Chief, Division of Property Management and General Services, National Park Service, Department of the Interior.

The fieldwork for this staff study was conducted from September 14 through September 27, 1970, by Ralph E. Anderson, Police Management Consultant, IACP Field Operations Division. Other members of the division's professional staff participated in the analysis of the data and the development of the recommendations. The project was under the direct supervision of Charles G. VanDerbosch, Assistant Director of the Field Operations Division. Roy E. Hollady, Assistant Director, Field Operations Division reviewed the study.

The IACP consultant participated with representatives of the National Park Service in a field study of the law enforcement problems in selective areas of the National Park System. The National Park Service representatives and the superintendents of the various national parks and their staffs gave their full support and cooperation to the association during the data collection phase of the study. We wish to extend our sincere appreciation to Mr. Lyle McDowell, Environmental Management Coordinator for the National Park Service, who acted as liaison officer and provided invaluable assistance during the fieldwork in connection with this study.

The study disclosed some serious and complex problems relating to public safety and law enforcement in the National Park Service. Some of the social unrest and anti-social behavior experienced in our larger urban centers has now appeared in many of our national parks. Increased public use of the national parks, accompanied by a trend on the part of some groups to disregard park regulations and the rights of others, has placed an increased law enforcement burden on park rangers, who are entrusted with the responsibility of safeguarding the public and protecting its interest while using and enjoying these resources.

Throughout the years, park rangers have earned a well-deserved reputation for providing a high level of professional public service. The typical park ranger is well-educated, highly motivated, dedicated to the preservation and beautification of our national parks, and to the National Park Service. We feel confident that they, who have provided such a high level of professional public service in the past, can successfully meet the challenge of our changing society and provide the appropriate level of law enforcement and public safety that will be required in the future to insure that the American public can continue to enjoy the many natural scenic beauties of national park system. This will not be easily accomplished and will require an eased commitment to progressive contemporary law enforcement programs and policies.

Professional law enforcement that is designed to provide the appropriate level of public safety to the park visitor is not only consistent with the concept and practice of true public service, it is also an integral and vital part of the total management process and is the inherent responsibility of each park superintendent. Public law enforcement and public safety, although not synonymous, are complementary. In the next decade, in the National Park Service, they may even prove to be inseparable.

The findings, conclusions, and recommendations of the IACP are presented in the report. The study will serve a dual purpose as a point of departure for the continuing improvement of the administration and operation of the service and a comprehensive plan for long-range development.


Roy C. McLaren
Director
Field Operations Division

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Section 1 - Scope of the Problem

Concept and Philosophy of the Staff Study

The National Park Service was created and placed under the jurisdiction of the Department of the Interior by congressional act of August 25, 1916, amended (16 U.S.C. Section 1-4). This study has adopted the philosophy that public safety programs and law enforcement programs and policies within the National Park Service should be designed to facilitate the accomplishment of the primary purpose of the park service, which, as defined in the Act, is :

"To conserve the scenery and the natural and historic objects and wildlife therein 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."

Professionally organized and directed law enforcement programs that are consistent with the overall purpose of the National Park Service can contribute substantially to the accomplishment of this goal. To this end, it should be clearly recognized that law enforcement and public safety must be the serious concern of national, regional, and park management, and the specific responsibility of a well-educated, well-trained, professional law enforcement and public safety staff of park rangers.

Problem Statement

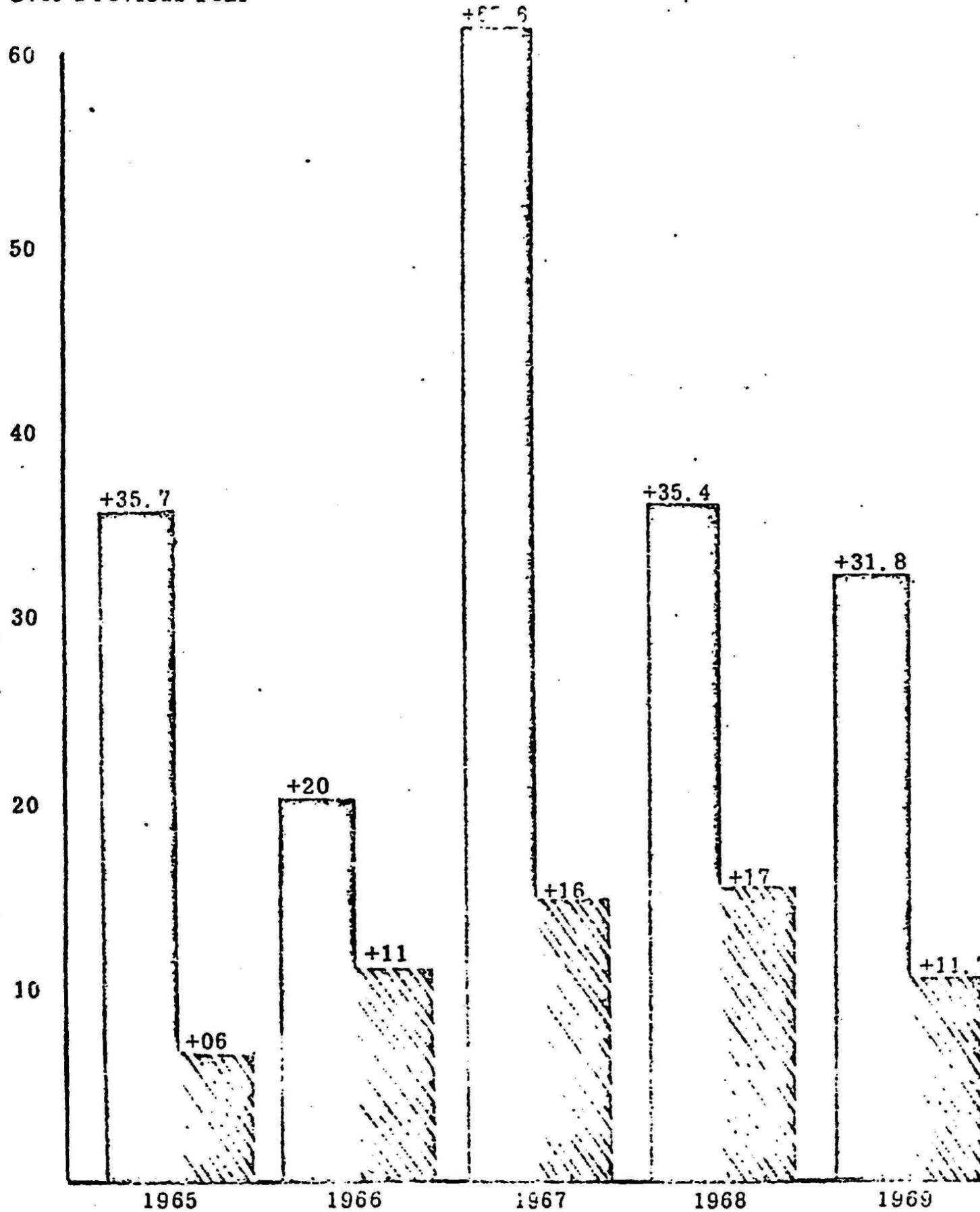
Although the law enforcement and public safety problems in the National Park System may be identified and described in many different ways, the basic problem can be best defined in terms of the following question:

What law enforcement organization, policies, programs, and procedures are required in each of the national parks, based on individual park needs, to insure the appropriate professional level of public safety, to permit the visiting public to enjoy the parks in relative peace and safety, and to preserve the scenery and the natural and historic objects and the wildlife living in the environment?

GRAPH 1

PART I OFFENSES
 FIVE YEAR COMPARATIVE ANALYSIS OF SERIOUS CRIME
 NATIONAL PARK SERVICE VS. NATIONWIDE AVERAGE

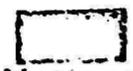
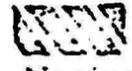
Percent Increase
 Over Previous Year



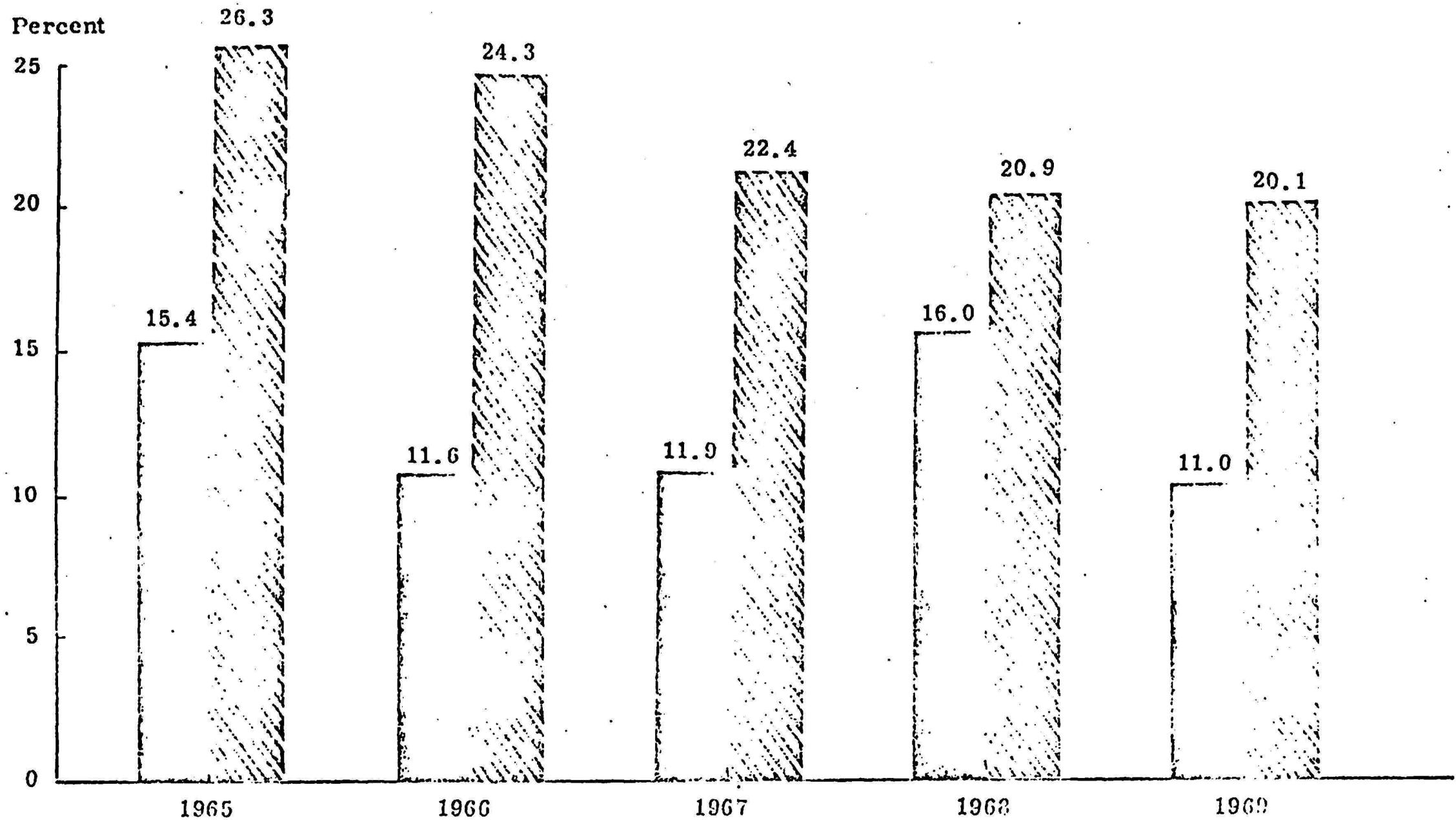
Part I Offenses

1. Murder
2. Forcible Rape
3. Robbery
4. Aggravated Assault
5. Burglary
6. Larceny \$50+
7. Auto Theft

*Does not include the National Capital region.
 Source: National Park Service
 FBI Uniform Crime Reports

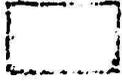
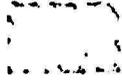
 National Park Service
 Nationwide

FIVE YEAR COMPARISON OF THE
 PERCENTAGE OF INDEX CRIMES CLEARED
 NATIONAL PARK SERVICE* VS. NATIONWIDE AVERAGE



*Does not include the National Capital region.

Source: National Park Service and FBI Uniform Crime Reports.

 National Park Service
 Nation-wide

4

Contemporary police organizational and administrative principles stipulate that law enforcement programs and the deployment of law enforcement personnel be determined primarily on the basis of demonstrated community needs. The data generated during the fieldwork for this study clearly indicate that the law enforcement and public safety needs of the individual national park are certainly not the same, although some similarities exist, and thus, that each park must be considered and studied as a separate community in order to determine the proper law enforcement needs and public safety requirements of each. A few of the parks present particular law enforcement "hazards" that make them more sensitive and critical than others. This study will suggest a conceptual framework and criteria that can be used to identify scientifically and empirically those national parks which require an increased level of law enforcement, public safety programs, and professional law enforcement competence.

The Need for Professional Law Enforcement and Public Safety Programs

We could document, at great length, the various factors and conditions that have generated a valid need for professional law enforcement and increased public safety programs in the National Park Service. We feel, however, that most of these conditions are well known to the National Park Service and therefore do not warrant elaboration in this report. We have thus limited our discussion to those major conditions and problems that clearly indicate the need for a greatly improved law enforcement effort and more intensive public safety programs within the National Park Service. These are as follows:

1. Public attendance in the national parks has increased steadily throughout the years. In 1941, there were 21,000,000 visits to the national parks; in 1955, there were 55,000,000; in 1962, there were 97,000,000; and in 1969, there were 164,000,000. During the last decade, the attendance rate has increased by approximately eight percent per annum. Neither the training, nor the actual number of park rangers assigned to law enforcement and public safety duties has been sufficient to cope with the increases in attendance and crime within the parks.
2. Serious crime (Part I offenses) has increased significantly each year since 1965. These increases are depicted in Graph 1. Although the graph depicts the increases in all Part I offenses combined, the crimes of larceny and burglary are the most common within the National Park System. The increase in total Part I offenses in the national parks has exceeded the nationwide average each year since 1965.
3. The percentage of index crimes cleared, as depicted in Graph 2, is substantially below the nationwide crime clearances for serious crimes.

- 4. Motor vehicle fatalities, injuries, and accidents have all increased since 1965, as illustrated in Graph 3.
- 5. The consensus of opinion among the many park service administrators interviewed is that narcotics, drug abuse, and alcohol constitute a serious problem in some of the national parks.
- 6. In order to document further the critical need for increased professional law enforcement personnel in the National Park Service, we feel it appropriate to cite the following excerpt from a manual for patrol rangers that is currently in use in some of the national parks: "A word about hitchhikers. You are directed to pick up those hitchhikers that do not appeal to you and bring them to the district office for photographing and fingerprinting." We do not mean to imply that this quotation is characteristic of the current policies or level of law enforcement training in the national parks; however, the mere fact that it does exist, in 1970, is significant in itself and should be a matter of serious concern to the National Park Service.

Factors Bearing Upon the Problem

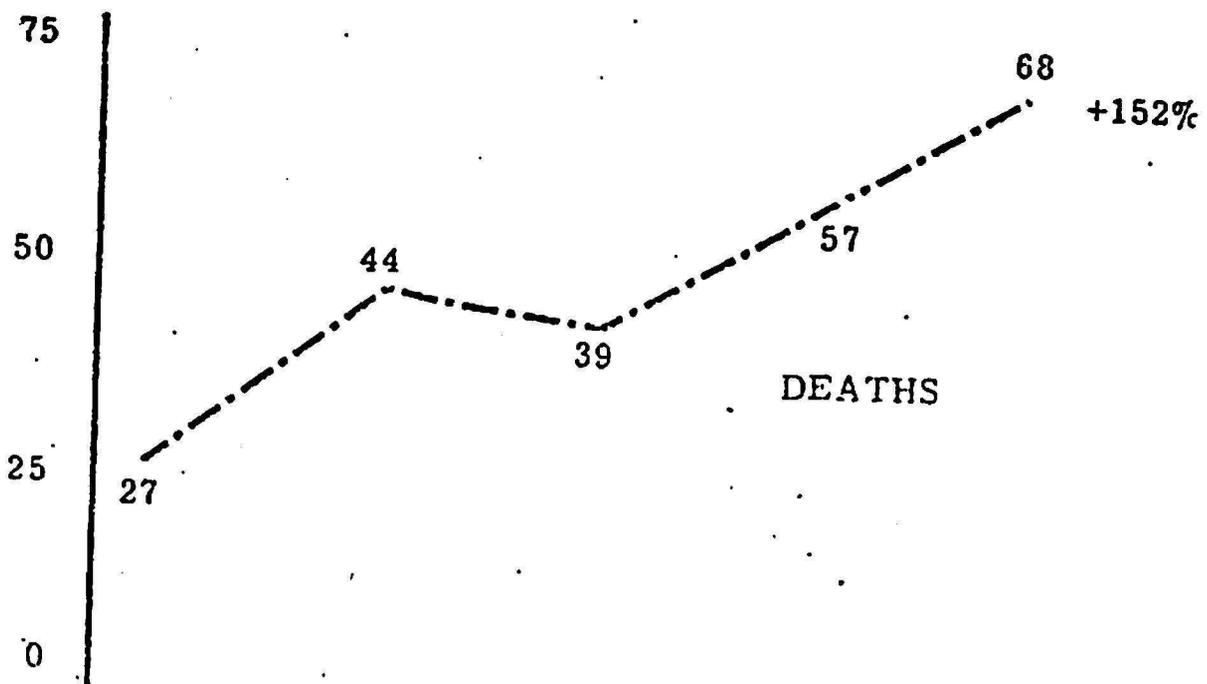
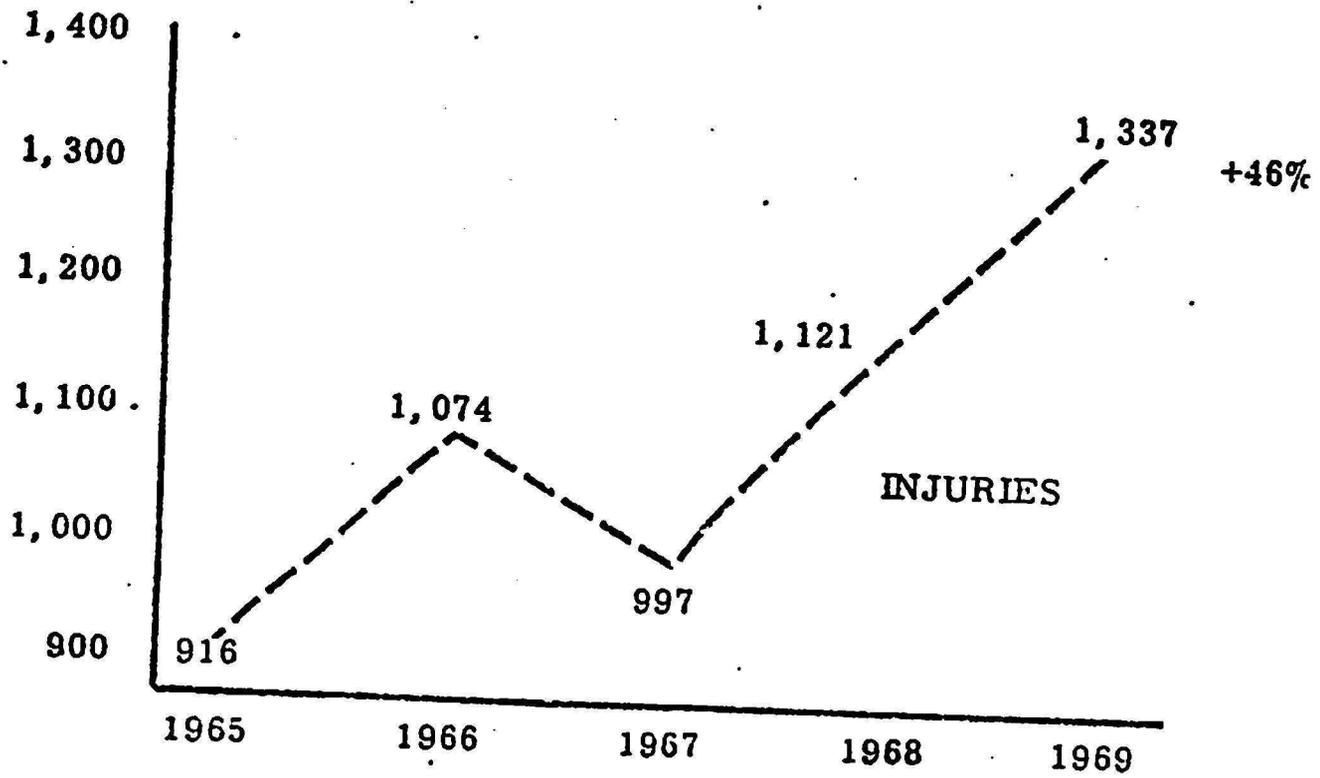
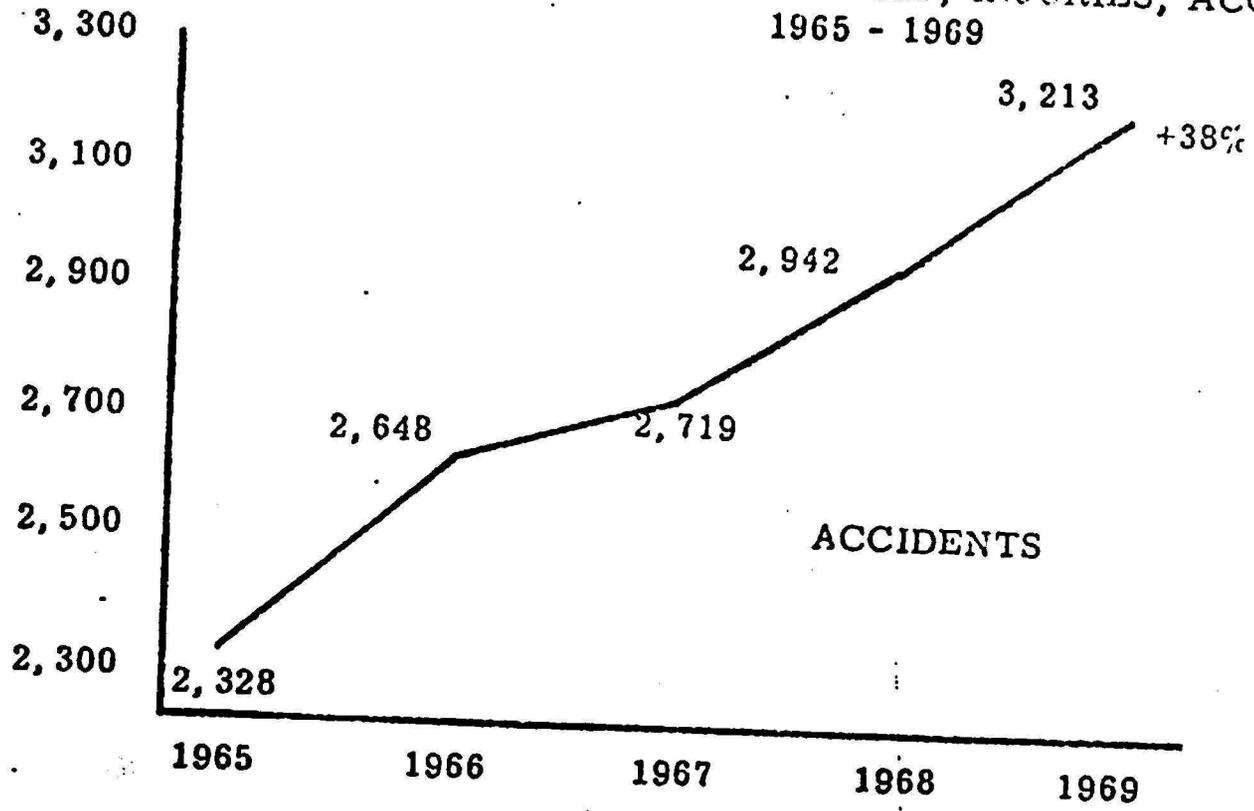
Some of the more significant factors that influence present and future law enforcement programs and public safety policies in the National Park Service are listed below:

Legal Authority. The National Park System is so extensive that there are three separate types of legal jurisdiction existing in the different parks:

- 1. Exclusive jurisdiction
- 2. Concurrent jurisdiction
- 3. Proprietary jurisdiction

The legal basis of police power including such important legal areas as arrest powers and lawful use of force, varies from park to park and even within a single park. Lake Mead Recreation Area, for example, is partially located in the state of Arizona and partially in the state of Nevada. Since Lake Mead falls within the purview of proprietary jurisdiction, legal authority is vested in the state of Arizona for one part of the area and in the state of Nevada for the remaining portion. Naturally, any law enforcement activity of a felony nature must be exercised strictly in accordance with the criminal statutes of the state in which the criminal act occurs.

NATIONAL PARK SERVICE*
 MOTOR VEHICLE FATALITIES, INJURIES, ACCIDENTS
 1965 - 1969



Source: National Park Service

*Does not include National Capital Region.

One of the three types of legal jurisdiction possesses advantages and disadvantages that influence law enforcement programs and personnel; these are discussed further later in this study. It is interesting to note that one of the highest crime clearance rates was reported by a national park subject to proprietary jurisdiction. This can be attributed primarily to the professional competence of the local law enforcement agency and the close and effective liaison and rapport established by the park rangers with the local agency.

Different Types of Parks. There are many different types of parks, recreation areas, seashores, parkways, and military parks within the National Park System. For law enforcement and public safety purposes, it is possible to group the parks into four major categories, each of which possesses slightly different implications and problems for law enforcement and public safety. Accordingly, we have designated each park as belonging to one of the following four major categories:

1. Historical
2. Scenic
3. Recreational
4. Parkway

For law enforcement planning, programming, and budgeting purposes, each park should be studied and analyzed separately; however, there is some advantage to grouping the parks into one of the four categories described above. The fieldwork for this study indicated certain patterns and similarities within each of these four categories that should be recognized, since they will prove of value and assistance in future law enforcement planning and programming.

Based on preliminary studies, the most serious law enforcement problems appear to occur in the recreation areas and in some of the scenic parks. The parkways present a rather specialized problem relating primarily to traffic direction and enforcement. At the present time, the historical parks generate the fewest law enforcement problems and should receive less priority for law enforcement planning purposes, until such time as the crime index and traffic accident experience indicate the need for increased emphasis in this area.

The Seasonal Park Ranger. Most of the national parks sustain their peak period of public attendance between the middle of June and Labor Day. Seasonal park rangers are employed primarily during this period, and are often assigned to perform public safety and law enforcement functions. In most cases, seasonal park rangers outnumber permanent rangers by a ratio of three or four to one. It is generally agreed that the seasonal personnel are responsible for the great majority of public contact. Accordingly, the "image" of the national park ranger can be largely influenced, for good or bad, by the part-time ranger. The formal law enforcement training provided to these seasonal rangers varies from one to five days and averages about two days of basic law enforcement training. The seasonal and

permanent rangers interviewed during the course of this study were unanimous in stating that the present law enforcement training they undergo is grossly inadequate and should be significantly increased. We concur with this opinion and in a later section of this study suggest methods for upgrading and improving the level of law enforcement training.

The Permanent Park Ranger. Permanent park rangers supervise the seasonal rangers who perform law enforcement and public safety functions. Supervising rangers estimated that the amount of law enforcement training provided the permanent park ranger varies but generally averages between three and four weeks. This training consists mainly of in-service and specialized law enforcement instruction with considerably less emphasis on training in basic police skills. Permanent rangers, with three or four weeks of formal police training, serve as first-line supervisors for the seasonal rangers engaged in law enforcement functions. If law enforcement in the national parks is to improve, it will require a much greater commitment to law enforcement education and training than has been provided in the past.

Law Enforcement Attitudes, Concepts, and Philosophy Within the National Park Service. We were favorably impressed with the motivation, attitude and interest in law enforcement and public safety problems displayed by many of the park rangers interviewed. It was evident that many rangers are vitally interested in law enforcement as a profession and recognize the need for adequate law enforcement programs and professional law enforcement personnel within the park service. This group of rangers expressed a serious interest in upgrading their law enforcement skills and education through additional training programs and academic college courses.

Unfortunately, this enthusiastic attitude is not shared by all park rangers, or all management personnel. The following statements by park rangers, supervising rangers, and management personnel can best describe some of the past and present attitudes toward law enforcement in the National Park Service:

- "In the park service we steer away from law enforcement duties."
- "Our rangers are not trained to use gas because the superintendent's policy is not to use gas."
- "Law enforcement in the park service has always been suppressed."
- "We ignore law enforcement problems and hope they will go away."
- "The ranger is a nice guy."

The first step in the solution to any problem is to recognize that the problem exists. This study disclosed that there are some members of the park service who are reluctant or unwilling to recognize the scope and extent of the law enforcement problems in some of the parks, and are thus not interested in developing law enforcement programs designed to provide increased protection and safety for the visiting public. Although this attitude is not widespread, it should not be ignored. We suspect that the attitude is partially the result of viewing law enforcement as a narrow punitive function rather than as a public service.

The problem is a serious one which appears to be deeply rooted in the history and tradition of the park service. In the past, young men with some law enforcement background or experience were not considered to be desirable candidates for the park ranger position. This attitude has changed somewhat in recent years, and some park superintendents have shown a definite interest in recruiting persons with law enforcement education and experience. It was interesting to discover that a superintendent in one of the largest national parks has a law enforcement background that includes practical experience, police training, and an academic degree related to the police service. It is also interesting to note that several of the park superintendents are graduates of the FBI National Academy.

Some administrators occupying positions of responsibility at the regional and national levels, formerly served as superintendents in various national parks and continue to exercise some influence over "their" special parks. Although this attitude is understandable, it is particularly hazardous from a law enforcement point of view, since these administrators are too remote to be cognizant of the changing crime and traffic conditions in the parks they once served. As a result, the administrators sometimes require the present superintendents to follow law enforcement policies that are no longer responsive to the needs of the particular park. If they are to be successful, any future law enforcement plans and programs will require the strong support of all management personnel at the national, regional, and park level.

Incomplete Crime and Workload Statistics. Present data maintained in the parks do not accurately reflect true crime and accident experience due to:

- Lack of centralized communications
- Lack of centralized records
- Multiple agencies taking unilateral law enforcement action in the parks with no central control, direction, or records system
- Lack of an effective law enforcement policy and system for receiving, recording and reporting crimes and offenses pursuant to the Uniform Crime Reporting Program. (In one park, consultants discovered 50 criminal offenses that were not included in the official crime reports.)

Present data do not accurately reflect the total requests for services received from the public or the total volume of police services actually performed by the rangers. The absence of this data makes it difficult to determine manpower needs and deployment patterns with any degree of scientific reliability.

Alcoholic Beverages.

- The consensus of opinion among persons interviewed during the course of the fieldwork for this study was that alcohol contributes substantially to the law enforcement problems in the national parks.
- Present regulations and controls concerning consumption of alcoholic beverages in the national parks are largely nonexistent.
- Park concessionaires are permitted to sell unlimited amounts of alcoholic beverages for consumption within the parks.
- Groups of young people may transport a considerable amount of alcoholic beverages into the parks without violating present regulations and controls.

Size of the Area Requiring Preventive Patrols. In order to protect the visiting public adequately and prevent crime and delinquency, the park rangers are responsible for preventive police patrols that involve large geographical areas and extensive travelling distances. There is some evidence that the present equipment used for this patrol effort is not completely suitable or effective. The introduction of modern police patrol vehicles, including helicopters, would greatly improve the ranger's capability to respond effectively to the law enforcement and public safety problems.

Park Concessionaire Employees. Some of the law enforcement problems within the parks are caused by concession employees. In some of the larger parks, concessionaires employ 3,000 to 7,000 seasonal workers. A criminal records check of these employees at one of the larger parks disclosed that over one-third possess a criminal record. Several of the supervisory rangers interviewed feel that these employees are responsible for much of the increase in narcotics and drug abuse in some of the national parks.

Noncompetitive Wage and Salary Structure. The newly appointed park ranger enters the service at the GS-5 pay level. This salary is not competitive with current salaries offered by many law enforcement agencies to college graduates with police administration and police science degrees. If the National Park Service hopes to attract professional law enforcement officers with college degrees related to the police service, they will have to offer a more attractive entrance salary.

6 Park Ranger Role Ambiguity and Role Conflict. The following quotations from existing standards definitions serve to illustrate some inherent and very real problems:

"Park Ranger is the authorized title for the position of the employee who reviews, plans, develops, executes, advises on, coordinates and supervises the accomplishment of substantive programs in a park, park area, region, or national office. Substantive programs include interpretation, environmental conservation, law enforcement, accident prevention, recreation, resources management, land use management and concessions operations."¹

"Park Ranger GS-5, GS-025-5: This is the entrance or beginning trainee level Typical assignments include planned rotation through a combination of activities such as . . . (3) gathering and reviewing data on visitor contact, law enforcement, and resources of the area and drafting reports related to these and other matters..."²

In reviewing and analyzing the position classification of park ranger, we find several problems and inconsistencies:

- The responsibilities assigned and the functions to be performed are so dissimilar in nature that it is extremely difficult to recruit a candidate who can function effectively as a professional law enforcement park ranger. The interpretation function and the law enforcement function require individuals with completely different attitudes, abilities, interests, and academic and training preparation. This particular combination of functions violates the principle of grouping like functions together for organizational cohesiveness, direction, control, and managerial efficiency. The interpreter is very much oriented toward the natural sciences. The law enforcement officer is more people-oriented and social science-oriented. Finding an individual who can function effectively in both roles is extremely difficult. Yet, some historians, naturalists, and interpreters are supervising the law enforcement function and the park rangers engaged primarily in law enforcement activities. In some cases, they contribute to the problem rather than the solution.

¹U.S. Civil Service Commission, Bureau of Policies and Standards, Standards Division, "Revised Standard for the Park Management Series, GS-025," June 1969, p. 3.

- The GS-5 park ranger whose position classification requires him to "gather and review data on law enforcement and draft reports related to these and other matters..." generally has an academic degree in one of the natural sciences and possesses a sum total of approximately one week of law enforcement formal training, with absolutely no professional law enforcement experience or exposure. This permanent ranger supervises the seasonal rangers. This is clearly inconsistent with the findings and recommendations of the President's Commission on Law Enforcement and Administration of Justice.
- The present academic preparation of most park rangers (i. e. natural science) and their minimal law enforcement training does not adequately equip rangers to perform the "people-oriented" functions of visitor management and law enforcement in the national parks.

Courses of Action

The following courses of action are available to the National Park Service. They are briefly discussed below to permit a better understanding of the findings and recommendations that follow in subsequent sections of this report. The various courses of action are listed primarily because they have some degree of relevance to some of the working papers presently in the files of the National Park Service, or were developed in other literature and research connected with this study.

Maintain the Present System (Status Quo). The present law enforcement policy of the National Park Service can best be described as inconsistent. In effect, each park superintendent establishes, or fails to establish, his own law enforcement policies and programs. This results in the visiting public being subjected to different, and in some cases conflicting, law enforcement policies and programs within the various national parks.

There is no professional law enforcement manager at either the national or regional level whose principal or sole duty is to study, analyze, and recommend effective law enforcement and public safety policies and programs in the national parks. At some of the larger parks, the position of law enforcement specialist has been created as a staff position with a dichotomous line and staff responsibility for certain aspects of law enforcement. Although well intended, this approach fails to satisfy the law enforcement needs of these parks. Under the present system, the great majority of law enforcement functions and duties are performed by the seasonal park rangers who possess the least formal law enforcement and academic preparation and training experience.

Create a Separate and Independent Police Agency within the National Park Service. This proposal suggests that the law enforcement functions and responsibilities be removed from each park superintendent and from the chief ranger, supervising rangers, and park rangers. A separate police agency, with a

separate chain of command, separately administered, and equipped with a distinctive police uniform would be responsible for law enforcement in the National Park System. In effect, each park would have a separate chief of police with his own police organization reporting through police command channels to a large Washington headquarters command. Obviously, this proposal contemplates a large police organization distributed throughout the country with separate organizational structure and fiscal, administrative, and logistical support systems necessary to maintain the system. Under this concept, the present park ranger would be relieved of law enforcement duties and responsibilities and revert to the management of resources and other duties involving interpretation and park management. This concept also assumes that it is possible to remove responsibility for law enforcement and public safety from the superintendent and the park rangers and to define clearly the role and responsibilities of the special police force vis-a-vis the rangers and the park superintendent. The IACP doubts that such a clear distinction is feasible or desirable.

Create a Separate Police Force Reporting Directly to the Park Superintendent.

This proposal envisions a separate and distinctively uniformed police force reporting directly to each park superintendent. In effect, the law enforcement duties and responsibilities would be removed from the park rangers and reassigned to a local park police chief and a separate police organization. This proposal would have the advantage of making a professional police force available to the park superintendent. However, the proposal would also have to define and distinguish clearly the responsibilities, duties, roles, and functions of the special police officer vis-a-vis the park ranger. This distinction becomes even more difficult to make when one considers the broad definition of law enforcement that includes many aspects of public service which are inherent in the park ranger function, duties, and responsibilities.

Create a Special Law Enforcement Career Service Within the Present Park Ranger 025 Series.

This proposal contemplates the creation of a separate, professional law enforcement career service within the ranger system, using the ranger uniform as the basic patrol uniform, and supplemented by such law enforcement specialists as dictated by the needs of the individual parks. This concept recognizes that the role of the park ranger is primarily people-oriented and also recognizes the need for specialists in the field of police administration and police science. Implicit in this proposal is the recognition that not all rangers possess the same degree of academic preparation, motivation, and interest in law enforcement, and that the naturalist/historian/interpreter ranger will pursue a separate career development program totally different from that recommended for the professional law enforcement park ranger. The proposal recognizes the value and advantages of working within the present National Park Service organization and particularly, of retaining the current uniform and "image" of the park ranger in future law enforcement and public safety programs. It also recognizes the close and necessary interrelationships among law enforcement, public safety, and public service. This alternative is the one recommended by the IACP and is discussed at length in Section 3 of this report.

Section 2 - Findings and Problem Identification

In this section of the report we present our findings and identify the major law enforcement problems. A study of this nature is primarily concerned with the identification of existing problems in order to seek appropriate and effective solutions. For this reason, this section of the report may convey a negative impression and fail to stress the positive conditions that were noted during the course of this study. Although many problems were identified, there were also many strengths and positive conditions noted. It is axiomatic that in order for problems to be solved, they must first be recognized, identified, and analyzed. The sole purpose of identifying problems is to direct attention and corrective action to them in order to improve law enforcement and public safety in the National Park Service. The findings of the IACP in the various law enforcement functional areas are as follows.

Legal Authority (Jurisdiction)

Exclusive federal jurisdiction simplifies many of the law enforcement legal problems and minimizes liaison and coordination requirements with local law enforcement agencies. The investigative services of the FBI are available to assist the park rangers in the investigation of most serious crimes. Serious narcotic and drug abuse crimes fall within the jurisdiction of the Bureau of Narcotics and Dangerous Drugs and can pose problems of coordination and cooperation, caused primarily by time and distance factors. Exclusive federal jurisdiction usually results in the park rangers performing criminal investigations for most minor crimes without the assistance of other law enforcement agencies since they lack criminal jurisdiction.

Under exclusive federal jurisdiction, park rangers do not possess complete police powers unless they are formally and legally sworn in as deputy United States marshalls. It was found both necessary and desirable to have more permanent park rangers sworn in as deputy United States marshalls in order to cope more effectively with the law enforcement problems within the parks.

Concurrent Jurisdictions

Concurrent jurisdiction provides the greatest amount of latitude and flexibility in dealing with the law enforcement problems within a National Park. The ability to proceed under either the federal statutes or the state statutes possesses many advantages that are not found in exclusive or proprietary jurisdiction.

Proprietary Jurisdiction

Proprietary jurisdiction requires the greatest amount of coordination and cooperation between the park rangers and the local law enforcement agencies. When the local

agencies are well-trained and relatively professional, they can provide valuable assistance to the park rangers and aid in crime prevention, detection, apprehension, and clearance. As mentioned earlier in this study, a national park that reported one of the highest crime clearance rates operates under proprietary jurisdiction. Unfortunately, many of the national parks that fall within the purview of proprietary jurisdiction are not located near well-trained, professional law enforcement agencies. Under these circumstances, the park rangers are "on their own" and cannot place any great degree of reliance on local law enforcement expertise, support, or cooperation.

Under proprietary jurisdiction, the park ranger does not possess complete police powers unless he is appointed a special police officer or sworn as a deputy sheriff in the political sub-division that has jurisdiction in the state concerned. Some local sheriffs have declined to appoint park rangers as deputy sheriffs for various reasons, including a lack of confidence in the park rangers as professional law enforcement officers. In effect, a park ranger who is not deputized or appointed a special police officer in the local police agency, must act as a private citizen in effecting felony arrests for crimes that are under the exclusive jurisdiction of the state courts. This places the ranger at a serious legal disadvantage since he is not cloaked with the powers of a state peace officer and does not have the same legal protection as these peace officers.

Proprietary jurisdiction provides the greatest challenge to the park rangers to upgrade and improve their law enforcement capabilities and reputation. In some cases, it can provide a law enforcement climate and environment that results in improved law enforcement within the national park.

Conversely, proprietary jurisdiction can create serious law enforcement and complex legal problems for some national parks and is probably the most difficult, complex, and least desirable jurisdiction for the park rangers to operate under.

Attitude and Philosophy Towards Law Enforcement

Park Managers. We find that there are a few park managers (superintendents) whose attitude and philosophy toward law enforcement ranges all the way from being anti-law enforcement to being simply apathetic. This attitude appears to be deeply rooted and is not likely to change. There are, however, a larger number of park managers who recognize the pressing problems of law enforcement and the need to seek an effective and professional response to these problems. Obviously, this type of park manager will be better prepared emotionally, psychologically and professionally, to manage those parks that are developing the greatest law enforcement problems.

Permanent Park Ranger. We find that there are a small number of permanent park rangers whose philosophy toward law enforcement ranges from open hostility to a laissez-faire attitude. This attitude has been ingrained over many years and it is doubtful whether any positive change could be effected. This type of ranger

perceives himself as a scientist, naturalist, historian, interpreter, hunter and trapper. He does not identify with law enforcement, the decision-making process, the concept and philosophy of a professional law enforcement agency. He is usually not management oriented and may be more of an introvert than an extrovert. The surest way to condemn future law enforcement programs to mediocrity or failure is to place them under the supervision of these rangers. Fortunately, for law enforcement, this type of ranger is in the minority.

Although this type of ranger possesses certain academic preparation, training, skill, interest and motivation that are of great value to the park service, his qualifications have little relevance or utilization to law enforcement and these rangers should be included in a separate career development field.

Seasonal Park Ranger. The great majority of the seasonal park rangers are school teachers by profession and their attitudes and philosophy toward law enforcement vary considerably. There appeared to be general agreement that the school teachers with coaching, physical education, business or management experience had a more positive attitude and made the best seasonal ranger. Some evidence was developed that indicates that, as a group, school teachers do not adjust suitably to the role of law enforcement officer. Many like the seasonal ranger position because it provides convenient supplementary income and, in the past, the park was a pleasant environment in which to work and spend the summer. As long as they could avoid enforcement activity they perceived the seasonal park ranger position as an attractive one. In recent years, in some parks, disorderly and antisocial behavior has manifested itself more frequently, and the school teacher has had to become more actively involved in crime prevention, detection, and enforcement. In light of these changing conditions, some of the school teachers have expressed an intention not to return as a seasonal park ranger because they are either uncomfortable or unwilling to become more actively involved in law enforcement activity. Some are willing to accept law enforcement as a secondary or tertiary duty assignment, but are unwilling to accept it as a primary assignment. We find that it is not in the best interest of the park service to stress recruitment of teachers (as a group) for seasonal park ranger positions, and that other groups and individuals may have better qualifications to perform the law enforcement duties of the seasonal park ranger. Retired police officers from professional law enforcement agencies would be more effective in this role.

Manpower Resources and Allocation

There is a critical shortage of well-educated, well-trained professional law enforcement park rangers.

Law enforcement training, once acquired, is not always effectively utilized within the National Park Service. Some rangers who have graduated from the FBI National Academy are assigned to parks that have minimal law enforcement problems. Usually, some national parks with complex law enforcement problems do not always have park rangers assigned who have had some professional law enforcement education or training.

The assignment and deployment of the seasonal park rangers involved primarily in law enforcement duties is not based on any valid, scientific, or empirical data that accurately reflects the actual law enforcement needs and requirements of the districts and subdistricts within each park.

Organization

The present organizational structure and administrative design within the National Park Service fails to recognize and respond to the complex law enforcement problems developing within the National Park Service.

At the national level, there is not one person assigned solely to perform law enforcement and public safety planning and policy formulation, and to exercise servicewide staff supervision over the function of law enforcement for the director.

The same condition generally exists at the regional level. Although the regional director is charged with the responsibility of insuring public safety within the National Parks in his region, there is no qualified professional law enforcement ranger on the regional staff who possesses academic training and police command credentials.

At the park level, there are presently three different organization "models" in existence.

- Under the traditional structure, there are four major functional divisions that clearly distinguish and separate the interpreter function from the law enforcement public safety function. This structure has a significant advantage since it provides for park-wide centralized control and direction of the law enforcement function.
- Under the interpretation and resource management (I & RM) structure, law enforcement and public safety tend to lose their identity and become fragmented.
- Under the unit manager structure, centralized park-wide direction and control over the law enforcement function is lost and each unit manager within the park is responsible for all functions in his unit, including law enforcement.

Within the National Park Service, the current organizational trend appears to be toward the unit manager concept.

Law enforcement lines of authority and responsibility have not been clearly defined or fixed. Considerable ambiguity exists concerning the exact responsibilities assigned to law enforcement staff specialists and district and sub-district rangers in line units.

The principle of unity of command is not observed, particularly concerning the exact role, duties, and responsibilities of the law enforcement specialist. This staff officer is performing both line and staff duties and his role requires clearer definition of responsibility. The seasonal rangers engaged in law enforcement duties do not always know whether they report directly to the law enforcement staff officer or to the sub-district or district ranger.

Management

Law enforcement policies and written directives are practically non-existent at both the national and regional levels. A service-wide law enforcement handbook had been used in prior years but has been rescinded and not replaced. As a result, there is no uniform, consistent, national or regional law enforcement policy or written directives within the National Park Service. This is a serious management deficiency; however, we noted that there was wide cognizance, at the park level, of the need for national and regional law enforcement policy.

Professional law enforcement agencies have long recognized that the mere existence of criminal statutes does not provide adequate policy or directives necessary for effective management.

Written policies are lacking in such important areas as:

- The use of force
- The use and discharge of firearms
- The use of chemical mace and other chemical agents
- The receipt, recording, and investigation of civilian complaints against park rangers
- Minimum training standards
- Minimum standards for confinement facilities (jails)

In the absence of any effective national or regional law enforcement policy, the public is subjected to different law enforcement policies that result in unequal service throughout the various national parks in the system. The public has a right to receive uniform, consistent and equitable law enforcement service in each and every one of the national parks.

Law enforcement planning, at the park level, is largely nonexistent and does not function as part of the total management planning process. Each new park improvement, installation, and facility usually generates some law enforcement "hazard" or problems. Planning for these new improvements usually fails to recognize law enforcement problems and does not provide for the increased law enforcement resources that will be required to serve the needs of the new facility. A professional law enforcement officer can contribute much to the planning process for new facilities that would minimize some of the "hazards" and provide for greater protection to the visiting public. In any event, sound management and planning concepts require that effective law enforcement planning should be accomplished concomitantly with other related park planning programs. Implicit in this concept is a recognition that necessary law enforcement funding be provided as part of each new park improvement in order to adequately provide the level of public safety required by the additional facility.

Profile of the Offender

An examination of the physical description, occupation, and modus operandi of the persons taken into custody and charged with criminal offenses, and other descriptions of perpetrators who have not been taken into custody discloses that the typical park offender falls into two primary categories. These are described as follows:

Concessionaire employees are usually

- a. Male
- b. 17-25 years of age
- c. College students
- d. Commit offenses relating to the crimes of burglary, larceny, assaults, and drug abuse

Transient offenders are usually

- a. Male, often traveling in the company of two or three males and one female

- b. Of poor appearance (both sexes)
- c. Travel as a group. The criminal offenses are usually restricted to crimes against property such as burglary, larceny, defrauding an innkeeper, narcotics and drug abuse, and disorderly acts.

This type of clientele obviously poses more of a problem than a non-transient one. Therefore, more expertise is needed to cope with it.

Role of the Park Ranger

Although the role of the park ranger varies depending on the particular environment in the individual parks, rangers devote more time each year to the management of people and there is every reason to believe that they will devote even more time to this function in the future. In the recreation areas and the parkways, rangers are almost exclusively concerned with the management of people, and law enforcement and public safety activities are his primary duties.

In the scenic and the historical parks, rangers are primarily performing people management and law enforcement functions during the peak visitation period, usually from June 15 to Labor Day. During the off-season, they are engaged in resource management and other duties. As one former chief ranger aptly described it, -- "if you took the people out of the parks you would have very little need for the park ranger."

Within the ranger force, it is possible to identify two major groups whose personalities, aspirations, motivations, and job descriptions are quite different:

- The science-oriented ranger who is primarily interested in, and whose principal duties involve, interpretation, historical research, naturalist functions, and other natural science activities.
- The people-oriented ranger whose principal duties relate to visitor services and law enforcement/public safety duties and responsibilities. The seasonal park ranger is almost exclusively concerned with these duties and functions.

The naturalist-historian type of park ranger requires different academic preparation, training, personality traits, and other qualifications that are quite dissimilar from the qualities that are required in a professional police officer.

In a very real sense, the naturalist (ranger) possesses the qualifications that are ideal for his role as an interpreter, but they are incompatible with the qualifications

required for a professional law enforcement ranger. It would be wise to recognize this obvious distinction between these two different types of rangers.

Some naturalists, interpreters, and historians are charged with law enforcement responsibilities and supervision of rangers engaged primarily in law enforcement duties. This is clearly inconsistent with their background, training, and expertise, and they are generally not interested or qualified to supervise the law enforcement function.

Personnel Administration

Current recruitment and selection standards fail to recognize the different roles required of park rangers. The present academic preparation stresses the natural sciences for all potential rangers and fails to recognize that the social sciences are equally if not more important in managing people and performing law enforcement duties.

Present personnel policies fail to recognize the value of the female law enforcement officer in crime prevention, crime investigation, and handling the youthful and female offenders. Women are presently under-utilized in law enforcement programs in the National Park Service. The existing employment practices for seasonal park rangers contain several deficiencies. Many of the seasonal rangers are hired without any personal interview and the decision to hire is based solely on the written application. This is not an effective system for hiring seasonal park rangers who are primarily assigned to law enforcement duties.

Seasonal park rangers assigned to law enforcement duties are not always fingerprinted and exposed to a criminal records check and background (character) investigation. This practice is contrary to the personnel practices of progressive law enforcement agencies. The public is entitled to know that the seasonal park ranger who is responsible for their public safety is a person of good character and does not possess a criminal record.

Present recruitment efforts for permanent park rangers fail to attract college graduates with a degree in police administration or police science for law enforcement park ranger positions. In most cases, these students would lack the natural science academic requirements for entry as a park ranger. The present requirement for 18 semester hours in natural sciences interposes a barrier to the recruitment of young men with an academic degree related to the police service. This recruitment policy is difficult to comprehend, since there is an admitted need for individuals with these qualifications in the National Park Service.

Basic law enforcement training is grossly deficient both for the seasonal park ranger and the permanent park ranger. The seasonal ranger receives approximately 2 days of law enforcement basic training. The permanent park ranger currently completes a eight-week introductory training program when he enters the service. Only one

week of this eight-week program is devoted to what could be termed law enforcement training. At the present time, this week is "optional" and is not taken by all new park rangers. Personnel at the training academy stated that approximately 25 out of each class of 40 new park rangers elect to take the optional one week of law enforcement training.

In-service and specialized law enforcement training is deficient. Training in scientific criminal investigation, law, and narcotics and drug abuse is particularly lacking. Rangers who are acting under proprietary jurisdiction and who have been sworn as deputy sheriffs frequently have no formal training in the criminal law and procedures of the state or county in which they have been deputized. Equally important, no career development program for park rangers engaged primarily in law enforcement duties presently exists in the national park service. In addition, no minimum law enforcement training standards and requirements have been established or observed in the National Park Service. Other significant deficiencies in the current personnel administration program are as follows:

- The entrance salary of \$6,500 (GS-5) is not competitive with the salaries offered to college graduates with degrees in police administration and police science by progressive law enforcement agencies nor is it comparable to some of the police agencies contiguous to the national parks. A deputy sheriff in Clark County, Nevada, does not require a baccalaureate degree, and his salary ranges from \$9,000 to \$11,000 annually. It is difficult to envision a young college graduate with a baccalaureate degree in police administration or police science entering the park service at \$6,500 when he can command \$9,000 as a deputy sheriff in Clark County, Nevada.
- The entrance salary of \$5,800 (GS-4) presently offered to seasonal park rangers engaged in law enforcement duties results in an hourly wage rate of \$2.80. Common laborers at the Grand Canyon receive \$4.00 per hour.
- Housing for seasonal park rangers and their families is in critical short supply in some parks and makes it difficult to recruit, attract and retain the most qualified seasonal law enforcement park rangers.

Inequities exist in the present wage and salary structure, particularly for seasonal park rangers. Seasonal park rangers assigned to law enforcement duties are often paid the same wage as the seasonal employees assigned to the entrance stations for fee collection purposes. Although the seasonal rangers do not come within the purview of the United States Civil Service Commission policies and standards, it would be good management to attempt to apply these same principles and standards. According to the classification criteria, grade levels for park ranger positions are determined through the use of two factors:

- Nature of the assignment
- Level of responsibility

Certainly the nature of the assignment and the level of responsibility assigned to the enforcement park ranger is at a considerably higher level than the ranger assigned to collect fees at the entrance station. Sound management and personnel policies would appear to require some recognition that the function of law enforcement in contemporary society now requires a professional employee and that a professional salary will be required to attract the most qualified applicants.

Present recruitment and hiring policies for seasonal park rangers do not permit the park superintendents to select their own personnel. A certain number of seasonal park rangers are assigned to each park superintendent by the Department of the Interior. Since seasonal park rangers perform law enforcement duties and the superintendent is responsible for their performance, he should be permitted to participate in the decision-making process concerning their hiring and employment. This is simply good management and indicates the existence of sound personnel procedures. Seasonal park rangers who receive their assignments and appointments at the national level are known as "congressionals". The hiring and equipping of a seasonal park ranger with a firearm without a personal interview, fingerprint criminal record check, and background investigation is most unprofessional, not in accordance with contemporary police administration, fails to protect the visiting public, and is not in the public interest.

Although variations to the practice exist, the funds required to send a ranger to a law enforcement training program were charged against the individual park budget. This policy can act as a deterrent to law enforcement training since the park superintendents might commit these funds to other programs that they perceive as more pressing. Since park rangers are frequently rotated to different park assignments, a superintendent might decide that training a ranger in law enforcement who is going to be transferred shortly to another park, would not be in the best interest of his park and might decide to fund law enforcement training from his own budget.

Field Operations

The following types of police incidents have occurred recently within the national parks. They must be anticipated and planning developed to cope more effectively with them when they occur.

A riot occurred in one national park that received widespread coverage in the national communications media.

A seasonal park ranger, 61 years of age, was indicted by a local grand jury and charged with killing an 18-year-old youth with a firearm.

3. Three hundred and fifty (350) motorcyclists visited one park at the same time and in one group.
4. Thirty "outlaw" motorcyclists appeared at a park and disturbed and interfered with the visiting public.
5. A large group of homosexuals consistently frequent one beach at a national seashore.
6. A large group of young persons approached a park ranger and violently demanded a separate camp ground of their own.
7. Rangers are receiving increased complaints from older people and family groups that some young people are not permitting them to enjoy the parks in relative peace and tranquillity.

Such incidents disturb the tranquillity of a peaceful visiting public and their resolution should receive immediate attention.

Typical Field Operations Duties of a Seasonal Park Ranger

Seasonal park rangers interviewed listed the following duties and functions performed by them:

- Prevent crime, act as a crime deterrent by presenting a high visibility with an atmosphere of omnipresence.
- Engage in preventive patrol.
- Issue citations and effect arrests.
- Perform minor criminal investigation duties.
- Engage in narcotics enforcement and suppression.
- Perform traffic control and accident investigation.

- Render medical aid and assistance to the public.
- Provide information and directions to the public.
- Search for lost children and restore them to their parents.
- Assist the visiting public whose vehicles break down on the highways and roads within the park.
- Settle disputes that do not involve violations of law.

Field Operations Problems

Major field operations problems are noted as follows:

- Preventive patrol is not maintained on a 24-hour basis even during the peak visitation periods in the larger parks where there are thousands of overnight visitors, some of whom are lodged in old wooden hotels that could best be described as "firetraps".
- Seasonal park rangers have received insufficient training to perform the patrol, accident investigation, and preliminary criminal investigations functions effectively.
- Permanent park rangers have received insufficient law enforcement training to permit them to function effectively as patrol, traffic, and criminal investigation supervisors.
- The law enforcement officer specialist, a staff position, often assumes direct supervision over the seasonal rangers engaged in law enforcement activities and investigations. This results in a violation of the principle of unity of command and causes some organizational problems.
- Narcotics and drug abuse cases are not being diligently or professionally investigated.

- The park rangers assigned to law enforcement duties operate almost exclusively in uniform. There is a need for some plainclothes and undercover investigators in order to improve the crime clearance rate in some of the national parks.

- In some parks, no attempt is made to fix responsibility for geographical areas to specific beat patrols when more than one ranger is on duty. Considerable duplication of patrol effort, problems of supervision and responsibility, and failure to reduce response time to requests for services results from this practice.

- The rangers are assigned numerous duties that are not directly related to law enforcement or public safety and interfere with their primary responsibility to protect the public by crime prevention, detection, and enforcement. Some of these non-police duties in some parks include:
 1. Maintaining and servicing animal pounds
 2. Checking on a sewage plant two times a night
 3. Picking up refuse
 4. Collecting fees at the camp grounds and entrance stations
 5. Issuing keys for a garbage dump
 6. Issuing a key for the lubrication rack to wash cars
 7. Providing a delivery service for commodities and personnel
 8. Acting as parking lot attendants

- Field operations are hampered by a lack of effective communication and exchange of criminal information and intelligence. Rangers who are working in an assigned area are not even notified when a crime has been reported as having occurred in the ranger's assigned area only a short time before.
- Under proprietary jurisdiction, there is often poor coordination between the park rangers, the state highway patrol, and the local law enforcement agency. The patrol and investigation activities conducted by each of the three agencies are often unknown to the others.
- Police preventive patrol is sometimes inhibited due to the lack of a clear-cut policy relating to the carrying and use of a firearm, chemical mace, and other police equipment.
- Firearms training for field operations personnel is inadequate.
- Under proprietary jurisdiction, field operations are made more difficult when the park rangers are not granted complete police powers by deputization or by appointment as special police officers in the local police jurisdiction.
- Ranger response time to known requests for law enforcement services is excessive and sometimes take as long as 45 minutes to arrive at the scene of an incident. Studies have shown that improved response time results in increased apprehension and crime solution.
- Selective traffic enforcement is not understood generally nor practiced widely.
- The traffic enforcement index is usually far below recommended levels.
- Seasonal park rangers are not always delegated adequate authority to perform the responsibilities assigned to them.
- There is an absence of effective crime prevention programs in most parks.

- Law enforcement policies are not always consistent, uniform, or objectively and equitably implemented. In one park there is almost total enforcement for offenses relating to the natural resources, and only a token enforcement effort directed against crime and traffic violations.
- Under exclusive federal jurisdiction, field operations are sometimes hampered when an insufficient number of park rangers do not possess complete police powers by failure to deputize an adequate number as deputy United States marshals. Failure to deputize the park rangers as marshals results in only limited powers of arrest.
- Of the five primary police line functions, the park rangers are more proficient in the patrol and traffic function and have little or no expertise in vice, criminal investigation and juvenile functions and activities.
- Field operations, particularly patrol and traffic, are made more difficult because of the absence of regulations governing or controlling the sale of alcoholic beverages in the parks.
- The crime clearance rate is considerably below the national average and is partially caused by the transient clientele served, and the lack of any in-depth training in scientific criminal investigation, as well as by the shortage of qualified plain-clothes criminal investigators.
- Driving while intoxicated is a contributory factor to the accident experience in many parks; however, some parks have not acquired and do not administer any chemical tests for driving while intoxicated. Other parks have acquired this equipment and have trained their personnel to use it.
- Reported Part I and Part II offenses fail to reflect the true law enforcement problems and police conditions requiring increased field operations activities. Excessive noise, drinking, profanity, and usurping of facilities by disorderly young groups often go unreported and unrecorded, yet these actions tend to disturb the peace and tranquillity in the parks, and adversely affect the rights of others, particularly the family visitors. There was considerable evidence that complaints of these types of offenses are increasing, and may require an increased staffing in field operations personnel if the public are to continue to visit the parks in relative peace and safety.

- The effectiveness of field operations personnel in crime prevention is difficult to evaluate since concession operators do not report all crimes to the park service. They frequently engage in "private adjustments".

- Under proprietary jurisdiction, coordination and cooperation among multiple agencies engaged in field operations within the park are made difficult because the various communication systems have not been interfaced and one agency is unaware of the actions of the other agencies.

- Field operations are sometimes less than satisfactory because, according to some supervising rangers, some rangers are reluctant to engage in law enforcement and some are simply not proficient due largely to a lack of interest.

- Park rangers assigned to field operations do not record or report all of the activities performed by them and therefore the total amount and volume of services performed by the park rangers assigned to law enforcement is not presently known.

- Field operations, under proprietary jurisdiction, could be more effective if the park rangers were more familiar with the criminal statutes of the states in which they operate.

Support Services

Auxiliary services are important to the success or failure of a law enforcement agency and therefore requires adequate resources to insure effective operation. We have identified several deficiencies in the technical communications function, equipment, records management activities and other areas as follows:

- In many parks, the communications function has not been centralized and there is a resultant loss of command, control, and coordination.
- In some parks, the communications net fails to cover the entire park with a resulting loss of support to the field personnel and to the public.
- In others, there is no one central telephone number for the public to use for emergencies. The same telephonic circuits are used for both emergency and routine administrative traffic.
- Radio frequencies are used for both emergency law enforcement transmissions and routine maintenance transmissions.
- Radio communications sub-systems are usually not interfaced with the local law enforcement agencies and this causes problems of coordination and reduces police effectiveness.
- There are an insufficient number of public telephone booths in most of the parks. Of those available, many have not been placed in prominent locations and are poorly lighted and identified.
- Many of communication systems lack auxiliary emergency power.
- Some of the larger parks do not possess any teletype capability that would provide access to the LETS system or NCIC system. This reduces the effectiveness of the field operations personnel significantly.

- Communication centers in some of the larger parks are not manned 24 hours a day even during the peak visitation periods, with a resultant loss of services to the visiting public.

Equipment

- There is no service-wide policy regulating the procurement or use of law enforcement equipment.

- Some parks have procured and utilize police-type vehicles equipped with the standard "police package". Other parks require these vehicles but are unaware of the procedure for procuring them.

- Some rangers carry personal firearms rather than an agency issued firearm.

- There is no policy that prescribes the exact firearm that should be utilized service-wide. The carrying of personal firearms is inconsistent with professional law enforcement policies.

- There is no service-wide policy requiring rangers to carry firearms on their person or prohibiting them from carrying firearms.

- Firearms policies vary from park to park. In many parks, the rangers do not carry the firearm on their person during the daytime but do so during the night hours. This policy appears to be related more to the "image" of the ranger than to any valid law enforcement determination based on need.

Records Management

- There is a lack of central control over crime reports, incident reports, and requests for ranger assistance of a law enforcement nature. No central complaint number is assigned to each incident and complaint received. The dispatcher does not assign a complaint number or control number when a ranger is dispatched on a law enforcement type call. In most cases, the ranger on the

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scene initiates the request for a case number or simply turns in a complaint or offense report in those cases where he deems it appropriate.

- There is no service-wide uniform records management system related to law enforcement.
- There is no uniformity of procedure within some parks. In one case, one district assigns a serial number to its case reports, another district in the same park does not.
- The absence of a central and uniform records management system results in incomplete crime reports, and a lack of reliable data concerning the total amount of law enforcement services performed by the park rangers. The absence of this data makes it more difficult to determine the true crime situation and law enforcement needs within the National Park Service.
- There was some evidence that the present crime reports are not accurate, and that some crime in the national parks is not being recorded.

Custodial Facilities

- Some of the jails currently in use in the national parks fail to conform to the minimum standards of the American Correctional Association. They lack adequate security measures and appropriate sanitation facilities. The most serious deficiency noted was that in the event of a fire, the prisoners would have little chance of survival since no guard is in attendance, and the jail is located in a remote facility.

Bond Posting Procedures

- Defendants who are charged with less than a felony are usually permitted to post a cash sum as bond for a future appearance. Since the great majority of violators are transient visitors to the park, they very seldom appear at a later date for arraignment or trial. In effect, the posting of this cash sum as bond really amounts to the imposition of a fine since the great majority of these bonds

are forfeited. This procedure does not appear to be consistent with the criminal justice system in a democratic society since, for all practical purposes, the defendant is practically forced to pay a fine without having been convicted. Undoubtedly, this practice results in considerable negative public relations for the National Park Service. In the larger parks, the presence of a U. S. commissioner on a daily or alternate day basis would insure a more rapid trial for those who requested it, and would tend to improve both public relations and the "ranger image." Some rangers believe that the present system is unfair and therefore they do not always take enforcement action against violators. This may partially explain why the traffic enforcement index is so low.

Section 3 - Recommendations

The IACP recommendations for the improvement of law enforcement and public safety activities within the National Park Service are set forth in two separate phases in this section of the report. The first phase is essentially a "crash" training program to be accomplished prior to June, 1971. The second phase contains those recommendations that are intended to provide the permanent organizational structure and a guideline for the continued improvement for law enforcement and public safety within the National Park Service. Prior to arriving at our specific recommendations, we gave serious thought and consideration to the factors or conditions in the National Park Service that would present the most favorable climate and environment for a strong and viable law enforcement and public safety program and organization. We then formulated our recommendations to fit within the organizational setting and administrative design that would provide the most effective system and programs for law enforcement and public safety within the service. The factors and conditions that we perceive as desirable and necessary to support a professional law enforcement organization within the National Park Service are as follows:

- Law enforcement and public safety in the National Park Service should be designed and structured so as to achieve the highest possible degree of involvement, commitment, and support on the part of the regional directors, park superintendents, chief rangers, and other management and supervisory personnel. Without the full cooperation, support and understanding of the top-echelon administrators, any improvement program in the National Park Service will have little chance for success.
- Law enforcement and public safety organization and programs should be sufficiently flexible to respond to the individual needs of each park, and should recognize the wide disparity in law enforcement needs among the many national parks.
- The law enforcement program should be so designed as to insure the maximum utilization of the law enforcement knowledge, skills, and training resident in some of the present park ranger force.
- Future programs and systems should recognize that it is neither feasible nor desirable to attempt to remove all of the law enforcement functions or responsibilities from the park ranger force by the creation of a separate, independent law enforcement agency within the park service. Any such attempt to create a separate law enforcement organization with a distinctive uniform and a separate chain of command that would relieve the park superintendent and park rangers of all responsibility for law enforcement would be costly, result in a duplication of effort, and an undesirable fragmentation of law enforcement duties and responsibilities. Law enforcement and public safety is a vital and integral part of the total management of each national park and must

remain the responsibility of each individual park superintendent. Any attempt to remove the law enforcement responsibility from the superintendent and the regional directors by setting up a national law enforcement organization and an independent chain of command would, in our opinion, be most unwise, and would create more problems than solutions to existing ones.

- The enforcement policies within each national park should be consistent, and in accordance with an overall law enforcement policy established and promulgated at the national level of the United States Park Service.
- Minimum law enforcement training standards should be established and rigidly adhered to. Such training standards should be consistent with the recommendations of the President's Commission on Law Enforcement and Administration of Justice.
- The improvement program should recognize the need for professional law enforcement leadership, guidance, policy, and staff assistance at the national and regional levels. Law enforcement has now reached the stage in the national park system where it can no longer be considered a "secondary" duty and must become the primary duty of a professional career service.

Major Recommendations

Major recommendations of the association that establish the framework for the recommendations that follow later in this report are set forth below:

1. At the national level, create a new staff position of assistant director for law enforcement and public safety, reporting directly to the deputy director for operations. Provide the assistant director with a staff of professional law enforcement managers who have both academic credentials and professional law enforcement command experience to assist in:
 - Policy formulation for law enforcement and public safety.
 - Formulation of minimum training standards both for permanent and seasonal rangers.
 - Formulation of minimum academic credentials related to the police service for park rangers.

- Formulation of recruitment and selection policies and procedures.
 - Long-range planning and programming.
 - Service-wide staff supervision over all law enforcement and public safety functions, in the name of the director.
 - Inspectional services including management controls, intelligence, and the internal affairs functions.
 - Formulation of the public safety career development program.
2. At the regional level, create a new staff position of assistant director for law enforcement and public safety reporting directly to the regional director. Provide this assistant director with a staff no larger than two professional law enforcement managers who possess minimum qualifications of a baccalaureate degree related to the police service, and supervisory law enforcement experience in a law enforcement agency. The primary duties of the assistant director would consist of exercising staff supervision over all law enforcement and public safety functions within the region, pursuant to the service-wide law enforcement and public safety policies promulgated by the director at the national level.
 3. Continue the present policy of assigning responsibility for law enforcement and public safety to the regional directors and park superintendents.
 4. Continue the present policy of fixing responsibility for law enforcement and public safety in the park ranger service.
 5. Create a separate law enforcement career service within the park ranger "025 series" and establish different career development programs for the law enforcement/public safety rangers and the interpreter-naturalist-historian ranger.
 6. Retain the present park ranger uniform for all park rangers, but issue the badge only to the law enforcement/public safety rangers.
 7. Prohibit alcoholic beverages from being brought into the parks except for on-premises consumption. Discontinue the sale of alcohol for off-premises consumption.

8. Utilize the law enforcement/public safety park rangers in a dual role. In those parks that experience their peak visitation from June 15th to Labor Day, the primary duty of these rangers should be law enforcement and public safety; their secondary duty would relate to resource management. During the winter months, they would reverse their role and their primary duty would relate to resource management with law enforcement/public safety as a secondary responsibility.
9. Broaden the present recruitment program and entrance standards to encourage the recruitment of college graduates holding a baccalaureate degree in police science, police administration, public administration and management.
10. Require the law enforcement/public safety park ranger to attend and successfully complete both the introduction to the park service training course and a professional basic law enforcement recruit training program. Utilize the United States Park Police Training Academy until such time as the new Federal Law Enforcement Training Academy becomes operational. A basic recruit training program should consist of a minimum of 500 hours of police training.
11. The organizational structure, law enforcement programs, and the number of Law Enforcement/Public Safety Park Rangers assigned to any given park, seashore, or recreation area in the National Park Service should be determined primarily on the basis of a demonstrated need for police services and on the individual problems and conditions resident within each park. Place each of the national parks into one of the following three categories for the purpose of determining the exact organizational structure, specific level of law enforcement required, and the manning level to be established for law enforcement purposes:
 - Primary—most serious law enforcement problems.
 - Secondary—routine law enforcement problems.
 - Other—little or no law enforcement problems.
12. The following factors should be considered in determining the specific category of each park (for law enforcement purposes); the required organizational structure, type, range and extent of law enforcement programs; and the manpower needs of each park:
 - The nature of the park (historic, scenic, recreational, or parkway).

Whether the park has seasonal or year-round visitation.

- Whether the visitation is during the daytime or overnight. If overnight, the number of "pillows," hotels, motels, lodges, and camp grounds utilized.
- The number and type of concessionaire employees and whether they are provided with overnight lodging.
- The proximity of the park to large population centers, particularly those that have experienced serious unrest, disturbances or riots.
- The volume of requests for ranger (police) services in prior years.
- The crime index.
- The number and type of Part I and Part II offenses that have been reported in the last five years.
- The number of physical arrests and vehicular moving violation citations that have been effected in prior years and the type of charges involved.
- The number of motor vehicle traffic accidents that have occurred in the past five years, particularly those involving death or personal injury.
- The type of criminal authority and jurisdiction and the relationship with the surrounding law enforcement agencies, including the prosecutors and the courts.
- The year-round resident population and the overnight population during the peak season.
- Past experiences involving large groups that resulted in a major disorder or incident.

- Past experiences involving large groups that resulted in a minor law enforcement incident or confrontation.
- The proximity and availability of outside law enforcement personnel and equipment which can be utilized in emergencies.

Phase I - to be completed prior to June 1971

Based on our findings and analysis of the law enforcement problems that presently exist within the National Park Service, we recommend the following training programs be established immediately (not later than June, 1971). This program is recommended primarily for those parks that have the most serious law enforcement problems and which fall within the "primary" classification in terms of law enforcement problems, severity, criticality, and need. The services of the IACP are available to assist the National Park Service in any manner that would facilitate the implementation of this program. In determining which of the national parks should participate in this training program, we recommend that all parks that reported in excess of one hundred Part 1 offenses in 1969 be included, except those in the National Capital Region. As a minimum, we recommend including the following parks:

1. Yosemite
2. Olympic
3. Grand Canyon
4. Lake Meade
5. Ozarks
6. Grand Teton
7. Yellowstone
8. Cape Cod
9. Natchez Trace Parkway
10. Blue Ridge Parkway

Basic Police Recruit Training. We recommend that all permanent park rangers in the GS 5 and 7 categories who are or will be assigned to the above listed parks and any other park considered to fall within the "primary" classification by the United States National Park Service attend a basic police recruit training program consisting of a minimum of 500 hours of instruction. We recommend that the United States Park Police conduct this training at their academy for those rangers who are unable to obtain this level of instruction from a professional law enforcement agency.

in the region of their park of assignment. There is considerable value in the ranger attending a local police training academy, if it is of professional quality. We would recommend, for example, that the Lake Meade rangers make every effort to attend the Clark County, Nevada, Training Academy.

Police Management Training Program. We further recommend that all park rangers at the GS 9 and 11 levels from the above parks be required to attend a police management training program of approximately 200 hours of instruction given by a police professional organization with a national reputation. The curriculum should include, but not be limited to, the following:

- Criminal law, evidence and procedure
- Scientific criminal investigation
- Narcotic and vice investigation
- Accident investigation
- Police management and supervision
- Field operations
- Public and community relations
- Youth activities and juvenile delinquency
- Criminal information
- Intelligence
- The concept and philosophy of law enforcement in a democratic society
- Planning for civil disturbances
- The management of police communications and records systems
- Tactical police operations

Recommend that the National Park Service training facilities, located at Harper's and at the Grand Canyon, be utilized for this training program, since it will require less funding than scheduling the training at some other location.

Advanced Training. We further recommend that the Chief Rangers assigned to the parks listed above attend either the management training program listed above or the FBI National Academy.

Seasonal Park Ranger Training. We further recommend that the seasonal park rangers who are to be assigned primarily to law enforcement duties in the parks listed above be brought on duty for one week during the Christmas vacation period and one week during the Easter vacation period for the purpose of receiving an intensified police recruit training program. In selecting these seasonal park rangers, we recommend a personal interview by the superintendent and chief ranger of the parks listed above, coupled with a professional background investigation check. We suggest that the recruitment effort be expanded to include qualified retired police officers as well as college students over 20 years of age who are majoring in police science, law enforcement, criminology, and law.

Recommend further that the training of the seasonal park rangers be supplemented with the appropriate law enforcement correspondence type training. The IACP Training Center could be utilized for this purpose. We further recommend that the seasonal park rangers be brought on duty two weeks earlier than in past years and that these two weeks be devoted exclusively to law enforcement training under the supervision of the regularly assigned supervising rangers. Firearms training, qualifications, and instruction in the limitation of the use of force should be stressed.

Part II - Recommendations for Future Implementation

The recommendations listed below were formulated after a careful and thorough analysis of the law enforcement problems that were disclosed during the fieldwork in connection with this study. Essentially, fieldwork consisted of a visit to seven national parks in which major administrative and operational problems were identified. We would suggest that those national parks with the most serious law enforcement problems be subjected to a more thorough and intensive law enforcement management study that would be tailored to meet the specific needs of each.

Organization. The need for the establishment of a viable organization structure at the national and regional levels has already been recommended. Necessary administrative strength (with policy-making authority) will be required if law enforcement and public safety are to be significantly upgraded in the National Park Service. Personnel with the qualifications required for these positions are not currently available within the National Park Service; they should be recruited nationwide in order to obtain the most qualified candidates. The minimum qualifications for the small staff at the national level should include command police experience in a professional law enforcement agency and a baccalaureate and masters degree in police science, police

administration, general management or public administration. At the regional level, a minimum requirement of a baccalaureate degree related to the police service and supervisory experience in a professional law enforcement agency should be required. We should like to emphasize, once again, that law enforcement and public safety responsibilities are inherently part of the total management function, and should remain the responsibility of each regional director and the specific responsibility of each park superintendent.

✓ We recommend three basic organizational structures and administrative designs within the National Park Service, at this time, as follows:

- No unit meant*
- Primary (most serious law enforcement problems). Those relatively few parks that presently fall within the primary classification should function with a centralized parkwide law enforcement organization under the direct command of an assistant chief ranger (public safety) who has both academic credentials and professional law enforcement experience. The assistant chief ranger would report directly to the chief ranger who reports directly to the park superintendent.
 - Secondary (those parks with routine law enforcement problems). In these parks, we recommend that the law enforcement line functions of patrol and traffic be placed under the district and sub-district supervising rangers and that the functions of vice, juvenile, and criminal investigation be centralized parkwide under the direction of a qualified supervising ranger (public safety agent) who reports directly to the chief ranger.
 - Other parks (minimal law enforcement problems). In these parks, we recommend that one qualified park ranger (public safety) be placed on the staff to advise the chief ranger on all law enforcement matters within the park. In the smaller parks, it is recognized that this will often be a secondary duty assignment; however, we should like to stress again, that the ranger who occupies this position should have an academic degree related to the police service and receive a minimum of 500 hours of basic law enforcement training.

Management. Administrative systems and procedures should be developed as follows:

1. Formulate servicewide policy at the national level and disseminate this policy through the use of written policy directives to the regions and to the parks. These directives should stress broad servicewide law enforcement policies and afford sufficient latitude to the regions and the parks to formulate their own procedures to meet the needs of each individual park.

2. Prepare a law enforcement procedures manual and issue a copy to each public safety park ranger.
3. Establish the necessary management controls (inspectional system) to insure that law enforcement is uniform, consistent and equitable throughout the National Park Service so that the public receives equal treatment as it visit the various national parks in the system.
4. Coordinate law enforcement planning more effectively with the total management planning process. Insure that adequate law enforcement resources are planned and funded as part of each new park improvement, installation and facility consistent with the "hazards" created.

Personnel Administration. The following systems, procedures, and programs should be developed to improve deficiencies in the existing personnel programs:

1. Establish a new law enforcement/public safety career service within the present "025 Park Ranger" series.
2. Actively recruit, attract, and retain college graduates with a baccalaureate degree in police science, police administration, or criminology as park rangers (public safety). Change the present requirement for 18 semester hours of natural science for the public safety park rangers to 6 to 9 semester hours to provide for the acquisition for additional social sciences, business, management and public administration courses.
3. Establish a separate career development program for the public safety park rangers.
4. Recruit qualified candidates with both academic credentials and professional command and administrative experience from outside agencies until such time as the new public safety/law enforcement career development program can develop professional law enforcement managers.
5. Recruit the entering college graduate park ranger (public safety) at the GS 7 entry level.
6. Require the public safety park rangers to complete both the Introduction to Park Service Training Program and a professional police academy basic training program of no less than 500 hours. Utilize the U.S. Park Police Training Academy until such time as the Federal Law Enforcement Training Academy becomes operational.

7. Take the necessary steps to upgrade the present level of law enforcement training for all permanent park rangers to comply with the minimum recommendations of the President's Commission on Law Enforcement and the Administration of Justice.
8. Provide police management training for all present supervising park rangers.
9. Establish an internship program utilizing college police science/law enforcement majors as seasonal public safety park rangers, leading to a permanent assignment where appropriate.
10. Provide for increased training in narcotic and drug abuse.
11. Provide for increased specialized training in criminal investigation.
12. Provide for increased specialized training in traffic control and traffic accident investigation.
13. Provide for increased training in crowd control and civil disturbances.
14. Provide a minimum of 200 hours in law enforcement training, stressing crowd and riot control techniques, to all park rangers, including the interpreters, to insure an adequate reserve unit to support the public safety park rangers during emergency situations.
15. Fingerprint all seasonal park rangers and conduct a background investigation for those assigned to public safety duties.
16. Require a personal interview of all seasonal park rangers.
17. Discontinue the present practice of assigning "congressional" seasonal park rangers to law enforcement duties. This practice is incompatible with contemporary police administration and management principles.

Field Operations. Improvement in such procedures is badly needed. We suggest the following:

1. Provide 24-hour police preventive patrol during the peak visitation period (June 15th to Labor Day) in those few parks that fall within the "primary" classification.
2. Utilize helicopters for preventive patrol and rescue operations in some of the "primary" parks. This should include, but not be limited to, Lake Meade, Grand Canyon, Yellowstone, and Yosemite.
3. Conduct individual police management staff studies of the "primary" parks in order to determine their exact law enforcement equipment needs and manpower allocation and deployment.
4. Continue to utilize the present uniform of the park ranger for all rangers, including the public safety park ranger series. Issue the badge only to those park rangers who have met the minimum training requirements for park rangers (public safety).
5. Adopt a standard servicewide firearm as the approved firearm for the National Park Service.
6. Require the public safety park rangers assigned to the "primary" parks to carry the authorized firearm, on their person, when on duty. Require the public safety park rangers who are assigned to the "secondary" parks, to have their authorized firearm immediately available when on duty. Require all other park superintendents to formulate a local policy, based on their individual needs, regulating the carrying or possessing of the authorized servicewide firearm.
7. Require all public safety park rangers to qualify with the service issued authorized firearm at least twice each year.
8. Discontinue the assignment of nonpolice duties to the public safety park rangers. These duties can be performed by personnel with less training and experience and at less pay.
9. Equip all public safety park rangers with chemical mace.
10. Enter into formal and written mutual support pacts with surrounding law enforcement agencies.
11. Take the required steps to insure that more rangers are appointed deputy United States marshals in those parks that function under exclusive federal jurisdiction.

12. Take the necessary action to insure that all public safety park rangers are appointed special police officers or deputy sheriffs in those parks that function under proprietary jurisdiction.
13. Do not assign any of the present park rangers to law enforcement duties in the "primary" parks until such time as they have successfully completed the minimum training standards established.
14. Never assign any of the present park rangers to public safety or law enforcement as a primary responsibility if they seriously object to carrying a firearm or performing law enforcement duties and responsibilities.

Communications. The following systems and procedures should be implemented to improve the technical communications capability of the service:

1. Establish a centralized communications facility in each of the "primary" parks prior to June, 1971.
2. Establish a centralized communications facility in each of the "secondary" parks prior to June, 1972.
3. Provide a teletype capability with LETS and NCIC access in each of the "primary" parks prior to June, 1971.
4. Interface the present radio communications system of each of the primary parks with the local law enforcement agency radio and teletype nets.
5. Install more public telephones in prominent locations in each of the primary and secondary parks.

Records Management. As previously indicated, an inclusive reporting and recording system is indispensable to the proper management of an agency. Suggestions for improvement are as follows:

1. Adopt a servicewide, uniform law enforcement records system. Keep the system relatively simple and use only those forms and reports that are absolutely necessary. The IACP provides a basic records system and we recommend that this system be adopted.

2. Explore the possibility of including a clause in the contract for each park concessionaire that would require the concessionaire to report all criminal offenses known to him or his employees to the chief ranger of the park.
3. Assign a central complaint number to each and every request for law enforcement service, incident, and complaint. Keep an accurate record of all requests for police service in order to provide the required data to make a more accurate determination of manpower allocation and deployment in the future.