



# *Law Enforcement Programs Study United States Park Police*

*Report to Congress pursuant to P.L. 105-391  
National Parks Omnibus Management Act, 1998*









# United States Department of the Interior

NATIONAL PARK SERVICE  
1849 C Street, N.W.  
Washington, D.C. 20240

IN REPLY REFER TO:

L58 (0120)

MAR 8 2000

Dear Member:

In accordance with Title 8 of Public Law 105-391, the National Park System Omnibus Management Act (the Act), the National Park Service (NPS) conducted a study of the law enforcement needs of both the United States Park Police (USPP) and NPS rangers.

That study has been completed and I am pleased to enclose a copy of the report based on the findings of the analyses conducted in accordance with the Act. Recommendations in the areas of human resources, equipment, facilities and technology are contained in the report.

The enclosed table, "Ranking of Needs," displays the USPP and the NPS rangers in parallel to adhere to the spirit of the statute (calling for two separate analyses); however, it should not be viewed as placing the branch's projects in competition with each other. It should also be noted that suggested remedies typically have inter-relationships that cut across category lines (i.e., hiring new officers implies new training and equipment needs).

Please contact me or Associate Director Maureen Finnerty at (202) 208-3818 if you have questions or comments on the report.

Sincerely,

Robert Stanton  
Director

Enclosures

## RANKING OF NEEDS

RANKING REPORT RECOMMENDATIONS P.L. 105-391	
PARK POLICE REPORT	PARK RANGER REPORT
GROUP 1 – MISSION ESSENTIAL	
Fund implementation of base recruiting and hiring	Permanent ranger workforce increase
Employee retention plan (pay and recruiting plans)	Convert to narrowband radio technology
Law enforcement training	Convert 85% seasonal staff to permanent
Radio system upgrade (including narrowbanding)	Permanent staff law enforcement training
GROUP 2 – MISSION SUPPORT CRITICAL	
Acquire new and replacement vehicles	Acquire new and replacement vehicles
Facilities, repair and rehabilitation	Acquire new and replacement vessels
Technology, update computer infrastructure	Acquire new and replacement aircraft
Establish equipment replacement fund	NIBRS/CIRS incident reporting system
GROUP 3 – RECOMMENDED TO MEET MINIMUM LEVELS OF PROFESSIONAL SERVICE AND SAFETY	
Automated Fingerprint Identification System	Aviation training program
Industrial Psychologist	Special equipment cache, Technical Support Unit
	Repair/construction (DOI Five Year Plan)
	Seasonal law enforcement training funding



## Executive Summary

This report on the law enforcement needs of the National Park Service was completed in response to Public Law 105-391, the National Parks Omnibus Management Act of 1998 (Act).

Section 801 of the Act directs the Secretary of the Interior to conduct a study, “*to fully evaluate the needs, shortfalls and requirements of the law enforcement programs in the National Park Service.*” Section 801 further requires that two analyses be submitted to Congress: one analysis to provide a statement on the law enforcement needs of the United States Park Police; the other to provide an analysis of the park protection component of the field areas within the National Park System.

More specifically, Section 801 requires:

- a multidisciplinary analysis of NPS law enforcement needs
- presentation of suggestions to address identified needs
- justification for all suggested solutions a statement of adverse impacts should identified needs remain unmet.

Both reports must be transmitted to the United States Senate Committees on Energy and Natural Resources, and Appropriations, and the United States House of Representatives Committees on Resources and Appropriations by November 13, 1999.

The fundamental purpose of the National Park Service is “to conserve the scenery and the natural and historic objects and the 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.” To accomplish this mission, the National Park Service has employed two law enforcement resources, National Park Service protection park rangers and United States Park Police officers. Although each law enforcement entity functions independently, with distinct day to day tasks, they work cooperatively to accomplish the broad objectives of the National Park Service mission.

The United States Park Police provide law enforcement service with a particularly urban expertise in National Park Service areas within Washington DC, San Francisco California, and New York City. Protection park rangers, criminal investigators and special agents provide the criminal enforcement and much of the civil enforcement in the remainder of the field areas.

The responsibilities of the United States Park Police and the protection park ranger staff have increased significantly over the last twenty years—both in terms of system

growth and broadening responsibilities. During this time period, the system has grown by 84 new units, 31 million acres and visitation has increased by 53%. New laws have been enacted and existing laws amended for environmental and resource protection, drug enforcement and to protect against terrorism.

This growth results in a pronounced increase in workload, accelerated wear on equipment and a workforce lacking sufficient numbers and training to provide acceptable levels of law enforcement, public safety and park resource protection. Mandated development of computer-based incident reporting, conversion to new radio technology and upgrades to dispatch and advanced fingerprint- identification technology increase the importance and timeliness of this report.

The National Park Service appreciates the support and funding increases provided by the Congress over the last few years to help meet the expanded workload.

As directed in Public Law 105-391, this report identifies major categories of need for NPS law enforcement programs. The funding needs are presented in a two-volume format: A master report and a compendium of supporting documentation. The NPS recommends phasing of the funding increases over several years to meet the desired staffing and resource goals.

The National Park Service developed this report. The Department of the Interior supports the mission of the National Park Service and the law enforcement programs and will give full consideration to the law enforcement funding needs during future budget deliberations. Nevertheless, budget requests for the Department of the Interior must address the many competing needs of Interior programs within existing budget caps.

The report has been provided to the Office of Management and Budget (OMB). OMB intends to conduct a review of the reports and to request interagency review among other Federal agencies. The document should be considered an NPS planning document and does not necessarily have Administration approval. OMB will give consideration to the information in this report in formulating the Presidents FY 2001 budget request to Congress, but will not be bound by its contents, including future funding recommendations.

## **Methodology**

The report organizes operation needs into four categories: *human resources, facilities and equipment, new technology, and fiscal resources*. Because the report analyzes several disparate types of law enforcement needs, the study group relied on a variety of methodologies—in some cases, reporting the results of previous, but contemporary studies.

In the cases of equipment, new technology and certain facilities needs, the methodology used in formulating cost estimates for operational needs are based on fair market value, the educated experience of subject matter experts and prescribed cyclic replacement schedules based on industry standards for normal wear and tear of equipment.

The ranger staffing figures are based on the results of a comprehensive staffing analysis conducted between 1995 and 1998, the Visitor Management and Resource Protection Program (VRAP). VRAP developed a park profile for each unit in the National Park System, based on data readily available in each park (i.e., unit size, visitation, and number of miles of roads and trails). The ranger protection function was then broken down into 26 work areas such as road patrol, trail patrol and museum security. Staffing tables were developed and refined by a task force of 60 chief park rangers and the input of over 100 subject matter professionals. By applying the workload staffing tables to each park profile, an optimal staffing level was derived for each park unit. Statistical methods were employed to refine accuracy of the outcomes.

Park Police staffing figures are based on results of a comprehensive staffing/beat analysis conducted in 1986 and approved by the Department of Interior in 1988. The results of that report were updated through continued analysis in 1998. Since that time the Park Police have used the basis of that study to evaluate the needs of newly acquired park areas including the Presidio, Fort Wadsworth, Statue of Liberty/Ellis Island and Franklin D. Roosevelt Memorial.

The protection ranger facilities section reports construction and facilities enhancement projects that have been approved using the processes involved in the DOI five-year Project Management Information System program.



<b>Park Ranger Cost Analysis Summary</b>	<b>One Time Cost</b>	<b>Recurring Costs</b>
<b>Human Resources</b>		
Personnel—1,295 protection rangers .....		\$ 68,114,000*
Phased in (7) years		
Law Enforcement Training .....	\$ 738,000	\$ 1,250,000
Seasonal Employee Law .....		\$ 100,000
Enforcement Training		
Ranger Aviation Training .....	\$ 130,000	\$ 44,000
<b>Total—Human Resources .....</b>	<b>\$ 868,000</b>	<b>\$69,508,000</b>
<b>Facilities/Equipment</b>		
Facilities: Construction, Improvements .....	\$ 1,671,000	
Vehicles, Vessels, Aircraft .....	\$ 40,720,000	\$ 2,242,000
Special Equipment Caches .....	\$ 4,400,000	\$ 990,000
<b>Total—Facilities/Equipment.....</b>	<b>\$ 46,791,000</b>	<b>\$ 3,232,000</b>
<b>Technology (as of FY99)</b>		
Narrowband Radio Conversion.....	\$113,000,000**	
NIBRS/CIRS Reporting .....	\$ 1,076,000	\$ 468,000
<b>Total—Technology .....</b>	<b>\$114,076,000</b>	<b>\$ 468,000</b>
<b>Total Request .....</b>	<b>\$161,735,000</b>	<b>\$73,208,000</b>

\* Recurring costs would increase by approximately one seventh the total amount over 7 year phase in period.

\*\*Total field system costs (not just law enforcement). Because all park divisions share an integrated radio infrastructure, system costs cannot be realistically divided by function—Park Police figures on following page.

**United States Park Police  
Cost Analysis Summary**

	<b>One Time Cost</b>	<b>Recurring Costs</b>
<b>Human Resources</b>		
Personnel—Phased in (7) years .....		\$16,139,354*
Base recruiting Program—FY 2000 .....	\$ 2,679,241	\$ 2,155,000
Employee Recruitment and Retention Plan .....	\$ 5,030,000	\$ 5,030,000
Industrial Psychologist .....	\$ 100,000	\$ 83,000
Training .....	\$ <u>1,600,000</u>	\$ <u>380,000</u>
<b>Total—Human Resources.....</b>	<b>\$ <u>9,409,241</u></b>	<b>\$<u>23,787,354</u></b>
<b>Facilities/Equipment</b>		
Facilities: Construction, Improvements .....	\$24,050,000	\$ 350,000
Vehicles, Aircraft .....	\$ 1,887,000	\$ 353,000
Equipment .....	\$ <u>4,227,500</u>	\$ <u>665,000</u>
<b>Total—Facilities/Equipment .....</b>	<b>\$<u>30,164,500</u></b>	<b>\$ <u>1,368,000</u></b>
<b>Technology</b>		
Narrowband Radio Conversion.....	\$16,950,200**	\$ 200,000
AFIS/New Technology .....	\$16,108,368	\$ 4,726,636
<b>Total—Technology.....</b>	<b>\$<u>33,058,568</u></b>	<b>\$ <u>4,926,636</u></b>
<b>Total Request .....</b>	<b>\$<u>72,632,309</u></b>	<b>\$<u>30,081,990</u></b>

\* Recurring costs would increase by approximately one seventh the total amount over 7 year phase in period.

\*\* Total Force system costs. (FY99 numbers) – Park Ranger figures on previous page.

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# United States Department of the Interior

## NATIONAL PARK SERVICE UNITED STATES PARK POLICE

Headquarters  
1100 Ohio Drive, S.W.  
Washington, D.C. 20024

IN REPLY REFER TO:

W22(NCR-PPPD)

### Memorandum

To: All Force Employees

From: Chief, United States Park Police

Subject: Goals 2000

As we enter into the 21<sup>st</sup> century, I am especially proud of the work being performed every day by the women and men of the United States Park Police. Your work, in the face of new challenges and changes confronting the Force, has been exceptional. We continue to face tough issues critical to the operational readiness of the Force. Increased patrol responsibilities, budget constraints, random recruit classes, inadequate facilities, pay and benefit concerns, stiff competition in the recruitment of qualified applicants, the inability to retain experienced officers, and the lack of a funded equipment replacement cache are severely impacting the Force.

In the past, both the Executive Branch and Congress have assisted in times of crisis with one-time base budget increases to meet these needs. For this support, the Force is most appreciative, as it has allowed us to do what we do best: protect our park visitors and our nation's cultural and natural resources, investigate crimes against persons and property, and prevent and deter the threat of terrorist attacks to our nation's most valued treasures. Recently, the Force received disturbing fiscal information regarding our enhanced security measures at our downtown monuments and memorials. The Force has been advised that we must absorb, within our current budget, all costs associated with additional activities used to deter terrorist threats against our National treasures. Additional anti-terrorist funding is neither contained in our present budget nor forthcoming in the foreseeable future. This type of fiscal constraint and decision-making is not new to the Force and will have a severe impact on our current fiscal situation. However, as in the past, the Force will rigorously work to pursue a long-term solution to our impending fiscal crisis.

The Force has developed and begun to implement strategic planning and management initiatives to prepare for the 21<sup>st</sup> century. Tough decisions and sacrifices will have to be made. It is imperative that we remember our mission and follow a set of core values. Some of these values include:

- Our pledge to support and defend the Constitution of the United States
- Respect and dignity for those we protect, as well as for fellow employees
- Accountability for our actions to the public we serve
- Cooperation
- Uncompromising personal and institutional integrity

It is the observance of these values that is our guarantee of excellence and propriety in meeting the mission of the Force. Even in times of crisis, the public expects the Force to do its utmost to protect people and their rights.

The following are the priorities of the Force for the coming year. I will continue to work with the National Park Service to obtain funding to meet these goals and I expect Force managers, supervisors, officers, and civilian employees to work together through this tough time to assist in meeting these goals.

### Employee Safety

- The Force is committed to the health and safety of our employees. Our primary goal is to decrease the number of job-related safety incidents and ensure that employees have the equipment necessary to perform their job in a safe manner. The Force will continue to pursue a long-term fiscal strategy that will enable us to fund an equipment replacement cache that allows for the scheduled replacement of equipment, radios, vests, and vehicles.

### Crime and Public Safety

- Reduce the impact of the most significant crimes that affect park visitors and resources.
- Expand existing efforts to prevent terrorism and the potential threats facing our National treasures.
- Expand our programs and initiatives involving environmental crimes, illegal drug activity, and the enforcement of traffic and quality of life crimes.
- Continue our commitment to community based education programs, including DARE and the Police Explorer program.

### Human Resources

- Acquire funding for a base-recruiting program.
- Acquire funding for the Employee Recruitment and Retention Plan (pay legislation).
- Increase training programs and initiatives.

### Facilities and Equipment

- Accelerate work with Park managers in conducting a critical evaluation of Force facilities to identify conditions, suitability, and deficiencies. Prioritize corrective measures and/or alternate solutions, budget resources, and timeline schedules for implementation of corrective solutions.
- Continue plans for the acquisition and implementation of a Computer Aided Dispatch System and the procurement of a new digital, narrowband, encrypted trunked radio system.

### Workplace Environment

- Ensure that Force managers promote a workplace in which all employees participate in the role and mission of the Force—free of harassment, discrimination, and intimidation.
- Ensure that the changing demographics of our workforce represent the communities that we have sworn to protect and serve.

### Government Performance and Review Act (GPRA)

- The Force will continue to review our long-term fiscal and performance goals to ensure that we meet the goals set in the GPRA Strategic Plan.

As the Chief of the United States Park Police, I want to ensure that the Force of the 21<sup>st</sup> century is rooted solidly upon our successful past and that our mission and priorities, as well as our core values and competencies, prepare us for the challenges of today and years to come.





## The Symbol of the United States Park Police

The United States Park Police began providing law enforcement services more than two centuries ago. We were first known as Park Watchmen—a designation that was kept until Congress renamed us in 1919. Our symbol represents a long history that is steeped in tradition and our commitment to excellence.

*SINCE 1791..... reminds us of our proud and strong tradition*

*INTEGRITY.... commands us to reach for the highest ethical standards*

*HONOR..... directs us to maintain pride, show allegiance, and earn respect*

*SERVICE..... instructs us to protect our communities and preserve our parks*

*OUR BADGE..... by wearing the badge, we promise to protect the Constitution and the people of our Country. The eagle's outstretched wings signify strength. The eagle faces an olive branch—a symbol of peace we swear to preserve. The arrows represent the peace that has been achieved through sacrifices made.*

*OUR COLORS..... our Nation's colors stand boldly in the center of the symbol. These colors embody our ideals, outline our history, and remind us we are Americans.*

*RED represents the valor and courage of United States Park Police officers who died or were injured in the line of duty protecting people and guaranteeing them their rights and their freedom.*

*WHITE symbolizes the purity of our integrity and honor.*

*BLUE stands for the "thin blue line" of law enforcement officers across the Nation keeping the peace.*

*We first patrolled in Washington, DC, and today we reach across the country. Despite being separated, we are one.*

*Our Vision is found in the words we proudly wear on our uniforms each and every day.*

**E. Pluribus Unum - "From many come one." We are one Force, with one goal to make our National Parks and our communities safer for all to enjoy. We wear the badge honorably and commit ourselves to that goal.**





## Introduction

Language contained within Public Law 105-391, the National Parks Omnibus Management Act of 1998 (Act), Section 801, directs the Secretary of the Interior to conduct a study, *“to fully evaluate the needs, shortfalls and requirements of the law enforcement programs in the National Park Service.”* Section 801 requires that a report be submitted to Congress that provides individual analysis of the law enforcement needs of the United States Park Police and those of the park protection component of the field areas within the National Park System.

The Act requires:

- a multidisciplinary analysis of NPS/USPP law enforcement needs
- presentation of suggestions to address identified needs
- justification for all suggested solutions
- a statement of adverse impacts should identified needs remain unmet

The Director, National Park Service, required the United States Park Police and the seven Regional Directors to assemble their subject matter experts and nominate four names per region to staff the task forces by December 10, 1998. The Director specified that the nominees be selected from the various levels of the organization, have knowledge of NPS law enforcement and reflect the diversity of the workforce.

Authority to approve a task directive to guide the direction of the project and state the organization and composition of the task forces was delegated from the Secretary of the Interior to the Director, National Park Service, on February 1, 1999.

To reduce costs and provide a balance between brevity and the presentation of corroborating material, the task forces decided to present to the committee(s) the report in a two-volume format.

**Master Report:** The first volume presents Congress with a concise master report of law enforcement needs and responds to the reporting requirements (called Action Elements) of Section 801. The teams also agreed that each Action Element should project an estimated cost associated with the suggested solution. A total of these costs would then be presented in a master list.

A copy of the Master Report would be transmitted to each member of the House and Senate committees prescribed by Section 801.

**Compendium:** The second volume is a compilation of background material. This material was used to develop many of the conclusions expressed in the reports. It is supplied to Congress to allow a more complete understanding of the influences driving the suggestions made in these reports.

The Compendium is by nature bulky and would be very costly to reproduce in mass. Accordingly, an agreement was reached with Senator Thomas's staff to have one copy of the Compendium delivered to the chair and the ranking member of each of the four congressional committees, for a total of eight copies, and copies will be provided to the Interior Appropriations Committees.

*This report has recently been provided to the Office of Management and Budget (OMB), and is currently under interagency review. Based on the desire of the committees for transmittal by no later than November 13, 1999, OMB has allowed a copy to be provided at this time. Because the report is under OMB and interagency review, it should be considered an NPS planning document and does not necessarily have Administration approval. OMB will give consideration to the information in this report in formulating the President's FY 2001 request to Congress, but will not be bound by its contents, including future funding recommendations.*

In addition, it should be noted that although the Action Elements typically include a projected cost of millions of dollars, these costs are estimates only. This report is not intended to be a budget document or a request for funding, but rather a response to Congress clearly indicating the needs, shortfalls, and requirements of the United States Park Police. In some cases, such as facilities, the proposed findings are based on the evaluations conducted by the Force Facilities Manager and have not necessarily been included in the Park Maintenance Inventory System (PMIS). Therefore, they may have not been subject to analysis and review by park superintendents or NPS WASO.

Furthermore, the Force recognizes that funding within the Department of the Interior is limited and it may not be possible for the National Park Service to reallocate existing resources to meet the needs identified in this report without a significant adverse effect on other critical programs. In the past, special funding initiatives have alleviated pressure on NPS budget proposals. For example, in FY 1998, Congress appropriated \$12,000,000 to the Force as a one time add on for the rehabilitation of the Anacostia Operations Facility. Congress has also assisted the Force with short-term funding for unforeseeable situations such as increased funds for patrols on the George Washington Memorial Parkway to prevent reckless driving, terrorism funds to add patrols to the monuments and memorials, as well as a one time add on to the Aviation Unit. These funding initiatives have played a significant role in correcting some of the problems currently affecting the Force; however, long-term funding issues need to be addressed to prevent a decline in police service.

## Mission



The United States Park Police (the Force) is the oldest Federal uniformed law enforcement agency in the Nation. The department traces its history to President George Washington who, in 1791, created the Park Watchmen. President Washington called upon the “park watchmen” to provide services in and around public squares and reservations in the District of Columbia. The Park Watch were assigned to patrol the Capitol Grounds, the White House, and other politically significant buildings and areas within our new Nation’s Capital. In 1849, the Park Watchmen was placed under the Department of the Interior where it remained until it was transferred to the United States Army Corps of Engineers in 1867. In 1882, Congress gave the Park Watchmen “. . . the same powers and duties as the Metropolitan Police of the District.” In 1919, Congress renamed the Force the “United States Park Police.” Then, in 1933, President Franklin D. Roosevelt abolished the Office of Public Buildings and Public Parks and placed the Force “under the exclusive charge and control of the director of the National Park Service” (D.C.Code Ann. 4-202).



The United States Park Police is one of the only Federal Law Enforcement Agencies trained to perform duties similar to those carried out by large city police departments. A report published by the Civil Service Commission entitled “Evaluation System for the Positions in the Protective Occupations” stated “. . . in terms of job requirements, difficulty of work, responsibility, personal relationships, and working environment, the United States Park Police is that Federal Police Force (in the Executive Branch) which is most nearly comparable, in organization and scope of assignments, to a metropolitan police force.” In 1985, the Director of the Office of Personnel Management compared the United States Park Police to “. . . any of the local (Washington, DC) Municipal police forces” and in 1986 the General Accounting Office described the United States Park Police as “. . . an urban-oriented police force (who) on a daily basis . . . encounter the same types of problems and dangers that metropolitan police encounter.”

*Top photo: U.S. Park Police created one of the first bike units in the Nation. This photo was taken in the 1920s.*

*Bottom photo: Our commitment to the community continues today.*

This experience has enabled officers on the Force to develop expertise in urban policing. Because of this expertise, the Force has been called upon to expand its mission to areas outside of the Washington metropolitan area. In 1973, the United States Park Police began providing law enforcement services to Gateway National Recreation Area in New York City and Golden Gate National Recreation Area in San Francisco. In recent years, as the National Park Service has expanded, the demand for legal expertise in urban policing within our National Parks has increased. Thus, the Force was again called upon to expand and provide services to parks such as the Presidio in San Francisco, Fort Wadsworth in New York City, as well as the Statue of Liberty.

The United States Park Police is one of the only Federal Law Enforcement Agencies whose sole purpose is to provide complete patrol and investigative operations in designated areas throughout the United States. The Force operates 24 hours a day, 365 days a year in all types of weather and conditions. The officers face the same incidents



that their peers face in surrounding jurisdictions. Officers respond to calls ranging from assisting citizens, lost children, traffic violations, accidents and fatalities to multiple homicides, shootings, drug investigations, assaults, and acts of domestic violence. The responsibilities of the Force include, among other things, visitor safety and protection, prevention and investigation of crimes against persons and property, investigation of environmental crimes involving damage to National Park Service resources, protection of our natural and cultural resources, protection of our Nation's historic monuments, memorials and institutions from terrorist and other threats, presidential and dignitary protection, crowd control during major demonstrations and public events, narcotics enforcement, search and rescue, drug eradication, and community based education programs such as DARE and Law Enforcement Explorers.

The United States Park Police by statute perform the same duties and are vested with the same powers as the Metropolitan Police of the District of Columbia (D.C Code Ann. 4-201). Additionally, members of the United States Park Police have peace officer status or similar status in New York City (N.Y. Criminal Procedure Law 2.15.9;2.20.1(d),(e), (g);140.25,1(b)), the State of Maryland (Md. Code Ann. Article 27 594 b), and in Virginia (Va. Code Ann. 19.2-12), as well as in the city of San Francisco, California (Cal. Penal Code 830.8(B),(C)). Furthermore, United States Park Police officers are empowered to enforce Federal laws in all National Park Service areas (16 U.S.C., Chapter 1) and all Federal reservations within the environs of Washington, DC (P.L. 80-447 and P.L. 91-383). The Congressional language accompanying this legislation (D.C. Code Ann. 4-206 to 208) states "*were it not for the Park Police, it would be necessary to establish additional separate police forces in the metropolitan area of the District of Columbia to police each of the several Federal reservations where state and county officers of Virginia and Maryland have no jurisdiction*" (S. Rep 929, February 25, 1948). It is clear that the intent of Congress in passing these Public Laws was to utilize one police department (in the Executive Branch) capable of providing a full range of law enforcement services within the environs of the District of Columbia and enjoin this Department to assist other agencies when necessary. Consequently, formal agreements and memorandums of understanding have been entered into with several local, State, county and Federal agencies, as well as the District of Columbia, which enable the United States Park Police to provide police services, including investigations, for specific cases.

The mission of the United States Park Police has led many within the law enforcement community to describe the Force as the "best kept secret in law enforcement." Because of the unique jurisdiction of the Force, officers develop a myriad of patrol skills similar to those found among large city police and sheriff departments. Additionally, due to responsibilities associated with presidential protection, officers develop expertise in dignitary protection commonly found in agencies such as the United States Secret

Service and the United States Marshals Service. Furthermore, when Congress empowered the United States Park Police to enforce Federal laws prosecuted by the U.S. Attorney's Office, officers developed extensive expertise in conducting criminal investigations similar to those performed by agents of the Federal Bureau of Investigation and the Drug Enforcement Administration. The combination of these skills has established the Force as a unique entity within the law enforcement community because our officers develop both police street skills as well as expertise in large investigations involving Federal criminal statutes. As a result, the Executive Branch, as well as numerous agencies throughout the country, has called upon the Force to assist with critical incidents and investigations, e.g., the President of the United States, the Department of Justice, the United States Secret Service, the United States Department of State, the Drug Enforcement Administration, Bureau of Alcohol, Tobacco and Firearms, the Washington Metropolitan Police Department, and the United States Marshals Service. Many of these agencies have come to the Force for assistance because the Force is the only Federal uniformed agency with the experience and ability to handle these unique situations. Officers within the Washington metropolitan area, for example, must be fully trained in laws that govern the District of Columbia, the state of Maryland, the Commonwealth of Virginia, as well as the Code of Federal Regulations pertaining to the National Park Service and U.S. Code. In one day, an officer may enforce laws ranging from traffic violations in the Commonwealth of Virginia, a domestic violence case in the state of Maryland, a drug investigation in the District of Columbia, to a First Amendment demonstration in front of the White House. This could potentially happen to one officer in one day during one tour of duty. This is what makes the United States Park Police unique and essential to the continued law enforcement operations within the National Park Service.

Others within the law enforcement community have also benefited from this unique situation. The experience and reputation the Force has developed throughout its 209-year history has enabled it to fill a void within Federal law enforcement. Historically, friction among local and State law enforcement and Federal law enforcement has in some cases hampered the handling of multi-jurisdiction incidents. Part of this friction is based on perceptions that local law enforcement has about large investigative-based Federal agencies. Many times local police departments do not identify with these agencies because agents employed by these agencies do not work in the same type of environment or under the same conditions that the local law enforcement does on a daily basis. The Force, however, is unique in this regard in that not only do we face the same dangers and work under the same conditions as local officers, but we also have the experience, ability and reputation to work with our counterparts in Federal law enforcement. This relationship has been critical in establishing and opening lines of communication and cooperation in many incidents in which the Force has been deployed. A prime example of this relationship is evident by the 85 Memorandums of

Understanding the Force has with local and Federal agencies to provide law enforcement assistance upon request. Other examples of this relationship include the following:

- In 1999, the Force culminated a 3-year investigation with the arrest of a suspect in a triple homicide. The homicides occurred on Federal land managed by the U.S. Fish and Wildlife Service. Under an agreement with the U.S. Fish and Wildlife Service, the Force took the lead in investigating this tragedy. Detectives worked cooperatively with the Prince George's County Police, the Federal Bureau of Investigation, and other local and Federal agencies to solve the case.
- In 1996, the United States Olympic Committee requested the assistance of the Force during the Olympic games in Atlanta. The Force sent a contingent of horsemounted officers to assist with crowd and traffic control. After the explosion of the bomb in Centennial Park, the horsemounted officers were responsible for clearing the crowd away from the area and establishing a perimeter for a crime scene. The Secretary of the Interior honored the Unit for its actions.
- In 1994, the President of the United States requested the assistance of the United States Park Police with violent crime in the Nation's Capital. The Force responded by assigning a 50-person task force to patrol the crime-ridden neighborhoods in the 5th District. The drastic reduction in violent crime and homicides resulted with the Force being honored by the Secretary of the Interior, the U.S. Attorney's Office, and the District of Columbia Government.
- In 1993, the Force was called upon by the President of the United States to send a contingent of specially trained officers to assist the Los Angeles Police Department with the riots after the Rodney King trial. The Force responded on short notice with an emergency detail; however, the deployment was ultimately not sent when the situation in Los Angeles stabilized.
- In 1980, the President of the United States, through FEMA, requested the assistance of the Force in handling the Cuban Refugee Crisis. Officers were assigned to Miami and Key West, Florida, Fort Smith, Arkansas, and Indian Town Gap, Pennsylvania, to maintain law and order with the large influx of refugees.
- The Force maintains officers on local task forces that involve the Federal Bureau of Investigation, the Drug Enforcement Administration, the Bureau of Alcohol, Tobacco and Firearms, and other local agencies. Additionally, the Force has the only Asset Forfeiture Unit within the National Park Service that has the ability to seize money, vehicles, and property through the U.S. Attorney and the Department of Justice.
- The Force has been requested by the International Association of Chiefs of Police (IACP) to staff a fellowship position within the IACP. This manager is responsible for developing policy, conducting interviews and certification boards for chiefs of police, and fostering relationships with police managers throughout the country. The IACP

*"Drawing upon their vast experience, the Park Police have developed a world-renowned reputation for effectively handling large scale activities."*

The Police Chief,  
June 1998



*A violent demonstration erupts on parkland behind the White House.*

currently maintains two fellows on staff, one of who is a United States Park Police officer.

- The Force is responsible for the DARE programs in the District of Columbia school system. The Force also provides officers to schools in Prince George's and Montgomery Counties in Maryland, New York City, New York, and San Francisco, California. In 1998, a United States Park Police officer was selected, from 32,000 officers worldwide, as the DARE Officer of the Year. Further, the United States Park Police co-hosted the successful 1999 National DARE Conference in Washington, DC.
- The Force has been called upon to provide law enforcement training to local agencies, international programs, State police, and other Federal agencies. The Force has provided training for the governments of El Salvador and Jordan, the Bosnia National Police Force, the Israeli Police, the United States Secret Service, the Federal Bureau of Investigation, the National Park Service, numerous State police agencies, local and county police departments, and others.

The National Park Service has greatly benefited from the experience and expertise that the Force has developed in handling critical incidents, such as hostage situations, mass demonstrations and dignitary protection. Over the last several decades, the Force has been called upon by the National Park Service to assist with critical incidents in National Parks and sites throughout the country. The Force maintains fully equipped

Special Weapons and Tactics (SWAT) teams, which can be deployed on short notice. These teams consist of tactical entry personnel, hostage negotiators, and K-9. Additionally, the Force has mobilized entire details, which have been deployed to assist with large demonstrations, special events, and Presidential visits. The United States Park Police has received national recognition for its ability to handle mass demonstrations, large celebration activities such as the Presidential Inauguration, and rallies such as the Million Man March. The Force has become a recognized expert in the field of First Amendment protests, politically sensitive national and international issues, and unruly crowds that may be associated with these activities. Recognizing this, the International Association of Chiefs of Police requested that the Force prepare a training presentation on handling mass demonstrations and large crowds. This presentation was displayed at the 1998 IACP conference and received great praise.

The following is a limited sample of deployments by the Force to assist law enforcement rangers with critical situations within the National Park System.

- Homicide investigation, Yosemite National Park, 1999
- Violent civil disturbance, Yosemite National Park, 1970
- Security and protection for Zion National Park when outlaw motorcycle gangs threatened to disrupt the normal operations of the park, 1971
- Security and protection for the Martin Luther King Jr. NHS when neo-Nazis and the Ku Klux Klan threatened to cause havoc at the site, 1990
- Security and protection details at Mount Rushmore during Presidential visits, 1972, 1976, and 1990
- Hostage situation in Shenandoah National Park, 1992
- Fire details, Yellowstone and Grand Tetons, 1992 and 1994
- Fugitive detail, Yosemite National Park, 1993
- Drug investigations, Hawaii Volcanoes National Park, 1981
- Undercover narcotics investigation in Big Bend National Park and Lake Mead NRA, 1972; Assateague Island National Seashore, 1991; and Glacier Bay National Park, 1987 and 1988
- Undercover operations involving ARPA investigations, Liberty Square, Pennsylvania, 1994
- Homicide investigation, Acadia National Park, 1983
- Deviant sex investigations, narcotic investigations and enforcement of quality of life crimes, Manassas National Battlefield Park, 1993-present

Additionally, the Force provides Regional Law Enforcement Specialists to NPS Regional Offices throughout the country. These law enforcement specialists conduct

*Force officers maintaining crowd control in front of the White House, Washington, D.C.*



internal investigations, coordinate training for protection rangers, collect intelligence involving terrorist activities, serve as a liaison for local law enforcement, and serve as an advisor to the Regional Director on law enforcement issues.

Increased threats involving high-ranking public officials in the 1970's led the Department of the Interior to request that the Force provide a security detail for the Secretary of the Interior. The role of this detail is to gather intelligence on potential threats and to provide security for the Secretary as necessary.



*Officers assigned to the Special Forces Branch provide protection and motorcade escorts to the President of the United States and visiting dignitaries under the provisions of P.L. 90-331 and P.L. 94-524.*

In 1972, the United States Secret Service requested the assistance of the United States Park Police with Presidential security at Camp David located in Catoctin Mountain National Park. Since that time, the Force has provided SWAT Teams, motorcycle patrol, and K-9 to assist with security and escorts at Camp David. The SWAT Teams assigned to this detail are the primary tactical response team for any critical incidents that may arise while the President is in residence. Additionally, the Force provides the only primary escort vehicles for presidential motorcades leaving for or returning from Camp David.

The United States Park Police maintain the only full-time drug enforcement unit within the National Park Service. This unit includes undercover officers and investigators, an Asset Forfeiture Unit, and special investigations. The objective of this unit has been to control the flow of illegal drugs being sold, transported, manufactured, and used on

Federal parklands. Studies indicate that a significant percentage of serious crimes committed in Federal parklands patrolled by the Force are in some way related to drug activity. To effectively combat the incidents associated with drug activity, the Force has undertaken an intensive drug enforcement program designed to focus on specific fields of enforcement and education. The first and most inclusive program initiated by the Force is the aggressive enforcement by uniformed and non-uniformed officers of street-level drug activity, including possession, localized distribution, and gang activity. The second program combats the distribution, transportation, and manufacturing of illegal drugs on Federal parklands using specially trained plainclothes and undercover narcotics officers, a full-time SWAT Team, and an Asset Forfeiture Unit. The third program revolves around the Force's commitment to the community it serves by building partnerships with community groups and business associations. This particular program involves increased community involvement, drug abuse resistance education (DARE), and the use of positive police role models in the Police Explorer program, Boy Scouts of America. The following is a list of strategies developed to enhance our drug enforcement efforts.

**Patrol**—aggressive enforcement operations by patrol officers who are skilled in narcotics detection and laws governing search and seizure.

**Tactical units**—daily tactical enforcement by plainclothes District crime prevention units targeting street-level drug sales and drug use.

**Tactical operations**—larger scale tactical operations using surveillance, undercover buys, observation posts, and multiple units (e.g., SWAT, Aviation, K-9). In addition, the Force has medical support available from the Uniformed Services University of Health Sciences.

**Investigations**—narcotic investigations targeting sources to our National Parks.

**Marijuana eradication**—targeting marijuana cultivation areas through aerial surveillance, follow-up surveillance, and investigation.

**Regional assistance**—through a Memorandum of Understanding, a United States Park Police investigator is continuously on loan to the Drug Enforcement Administration. Regional drug suppliers, specifically those that use mass transportation in the Washington metropolitan area, are targeted. The United States Park Police also serve on the Metropolitan Washington Council of Governments Narcotics Officers Subcommittee, which shares and coordinates regional narcotic investigations, training, and resources.



*A narcotics and vice officer examining seized illegal drugs.*

## Current Status of the United States Park Police



The United States Park Police must be prepared to protect against the broad range of potential threats to our facilities, visitors, resources, and employees: to include theft from visitors and our priceless resources, vandalism, assault, robbery, bombings, and chemical and biological or radiological exposure. While these threats cannot be eliminated, positive initiatives can and have been taken to minimize the threat, or mitigate the impact and consequences of the threat. To date, the record of the United States Park Police in the fields of protection of our resources and visitors is outstanding. The Force has enjoyed an excellent reputation within and outside of the law enforcement community. Our record in crime reduction and prevention is unparalleled within the Washington metropolitan area. In addition to our annual statistics, the experience and ability of the United States Park Police in the area of crime prevention and enforcement can best be shown by the effect our Crime and Violence Task Force had when deployed in 1994 within the 5th Metropolitan Police District, Washington, DC. We are recognized internationally for our experience in handling large crowds and demonstrations. The Force has been recognized as an innovator in many areas of law enforcement. For instance, we initiated plainclothes anti-crime patrols in the 1930's at a time when few police agencies employed plainclothes officers in this capacity. We started our police training academy in the 1940's at a time when most police officers received little or no formal training. In 1957, the Force started the first canine unit in the Washington metropolitan area, and in 1973 the Force initiated the first police aviation program in Washington, DC.

We have significant concerns with our ability to retain this high level of professionalism and innovation if current trends are not abated. Historically, the United States Park Police personnel and operating budgets have not kept pace with increased costs leading to a gradual degradation of operational readiness through a shortage of personnel, training below the mandated level, shortage of supplies and equipment, outmoded equipment, and substandard facilities. If we can not recruit, retain, and properly train and equip new officers we will be unable to maintain the level of professionalism that should be expected of the United States Park Police.

This is not a new concern. Over the years, the staffing level of the Force has been identified as deficient by both internal and external reviews. For example, in 1956, the Secretary of the Interior commissioned an in-depth review of the Force. One of the primary findings of this report was that ". . . the Force is too undermanned to meet daily routine requirements, and that every effort should be made to increase the size of the Force by about fifty officers to bring it up to minimum current requirements." (Report of Donald S. Leonard, Detroit Michigan, to Fred A Seaton, Secretary of the Interior, June 1956, p. 57). The staffing levels of the Force were increased. The workload of the Force also increased, leading to future personnel shortages.



***“According to the USPP analysis, the current force strength of 650 officers is 150 officers below the number needed to adequately meet all of their requirements. Our analysis indicates that the Force is 170 officers below the number needed.”***

National Park Service,  
Strategic Counter  
terrorism Plan Report,  
Booz Allen &  
Hamilton, 1999

In 1986, the Force completed an internal analysis of all police positions on the Force and identified additional positions needed to provide adequate staffing to support our myriad law enforcement responsibilities. This study was used in support of additional funding and positions for the Force. In 1991 and again in 1993, this internal analysis was revisited to ensure our staffing level was appropriate to keep up with the rapidly changing demands placed upon the Force. A similar internal analysis was completed in 1999; the results of this review have been used in this study. Each of the studies concluded that the Force needed additional personnel to maintain the level of professional law enforcement services best suited to the national treasures that we protect. Recently, the firm of Booz, Allen & Hamilton was contracted by the National Park Service to perform an independent analysis security and a threat assessment of the monuments and memorials in the Washington, DC. The draft report, which applies only to the monument core area, supported the findings of the Force with regards to the current staffing shortage.

A review of base operating funds for FY 1994 through FY 2000 reflects that the operational funding for the Force has increased by about \$11 million (or 26.2%), from 43 million in FY 1994, to a requested \$54 million in FY 2000. Although an increase in base operating funds has helped, demands on the Force have also increased.

In an effort to address these issues, both Congress and the Administration have proposed funding increases for National Park Service operations. Although this funding will assist in correcting some of the existing problems, additional funding is required to bring the Force back to the level of operational readiness necessary to provide the public with the professional law enforcement service they expect. As much as one time funding assists in addressing certain issues, a long-term strategy to fiscal stability must be implemented. Current base funding levels may need to be adjusted to meet the increased demand for services of the Force. As demand for services increase, the strain on our resources also increases.

*From the Washington Times newspaper*



After a report of a gunman nearby, a Park Police helicopter searches near the White House.

### **Report of rooftop gunman slows traffic**

### Terrorism

#### *“Why attack monuments under the responsibility of the National Park Service?”*

- *They are vulnerable, an easy target, open and unprotected*
- *Represent something uniquely American*
- *National symbols recognized worldwide*
- *Located in the heart of the US Capital*
- *Offer opportunity for maximum death/ destruction of human life while highlighting the destruction of a national landmark”*

National Park Service, Strategic Counter terrorism Plan Report, Booz Allen & Hamilton, 1999

The ideal terrorist target is relatively unprotected, highly visible and symbolic. The national monuments and memorials administered by the NPS fit this definition. These areas, by their very design, are relatively open, welcome the public, and, as compared with other Federal facilities, lack significant protective countermeasures. The challenge in developing effective protective countermeasures for these areas is to (a) provide the appropriate level of public access, and (b) ensure that security countermeasures are not seen as intrusive while providing a high degree of security designed to deter terrorists and minimize the effect of an attack should a terrorist attempt one. An additional challenge to our antiterrorism program is the protection of the millions of people who annually gather at events sponsored by or on NPS lands both in our Nation’s Capital and at other sites throughout the country.



To date, the Force has successfully protected some of the National Park Service’s highest profile parks and monuments. The Force has achieved this using high visibility uniformed patrol, K-9 patrol, SWAT teams, helicopter patrol, and investigative and intelligence-gathering units. Recognizing that the level of terrorism activity has escalated within the past few years and the technology used by terrorists has expanded; Congress appropriated additional funds to the NPS in FY99 to support increased patrols by the Force. This one time funding greatly assisted the Force in providing additional resources on a short-term basis; however, long-term initiatives may be needed in order to develop permanent protection, detection, and prevention programs.

Among some of the most important sites protected by the Force are the national monuments, memorials, and associated facilities within the Washington, DC, New York City, and San Francisco areas, e.g., the White House, the Lincoln Memorial, the Jefferson Memorial, the Washington Monument, areas around the United States Capitol, the Statue of Liberty, and the Presidio. These areas, frequented by millions of visitors



***“The officers of the United States Park Police do an extremely good job of protecting the memorials to the extent of their ability and resources”***

National Park Service, Strategic Counter terrorism Plan Report, Booz Allen & Hamilton, 1999

each year, are highly visible symbols of the United States. Their intrinsic value cannot be measured or replaced. By damaging or destroying a highly visible symbol of the United States or killing, injuring, and maiming large numbers of innocent visitors to these monuments and buildings, terrorists could make a tremendous international statement.

In addition to terrorists, other elements could pose significant threats to national monuments. These groups include criminal factions, disgruntled citizens, and deranged persons. While a bomb detonation would have a great impact on a national monument, a more powerful device could be catastrophic. Additionally, damage can and has occurred from individuals with a can of spray paint or a rifle.

Also, the Force patrols roadways and areas crucial to both the national and local infrastructure. These areas include roadways to and from Washington, DC, Ronald Reagan National Airport, and Baltimore-Washington International Airport. In addition, the Force patrols lands directly adjacent to the Pentagon, Central Intelligence Agency, National Security Agency, White House, and most Executive Branch buildings in Washington, DC.

The design of NPS sites is to encourage visitation, thereby creating a “soft target.” Although these areas are geographically open and lack natural protection, the Force has accomplished its mission of protecting these resources. To maintain this level of success the NPS needs to develop and implement additional structural and design improvements to the facilities (hardening of sites) and the Force needs additional manpower and updated technology, training, and equipment.

*United States Park Police patrol parklands throughout the Nation including monuments, memorials and national treasures.*



*"We strongly believe that the most effective countermeasure available to the USPP and the NPS is the beat officer. No computer or other technological device can replace the human officer whose perceptual system and brain far exceed any other device in coming to a logical analysis and conclusion concerning a potential terrorist situation."*

National Park Service, Strategic Counter terrorism Plan Report, Booz Allen & Hamilton, 1999

### Conclusions of the Booz Allen & Hamilton Counter terrorism Report

- I. The memorials under the supervision of the National Park Service, National Capital Region in the mall are very lucrative terrorist targets.
- II. Though the personnel of the National Park Service do a highly professional job of preserving, protecting, and maintaining the parks and memorials to the extent of their ability and available resources, they do not have sufficient numbers nor are they adequately equipped and trained to prevent a determined terrorist attack.
- III. A significant deficiency of the National Park Service is inadequate communications capability to call for a response if a terrorist attack should occur, coordinate management of such an event, and effectively integrate with other Law Enforcement Agencies and responders.
- IV. Potential perpetrators could include highly organized, state sponsored, transnational terrorist organizations, international criminal organizations, national and local criminals and terrorists, or vandals, deranged persons, and other disgruntled citizens.
- V. The high potential for an unacceptable loss of life and property exists along with the severe degradation of the public image and confidence in the ability of the United States to protect its people and its treasures.



### SUICIDAL

"This was on the day that Clinton was testifying on video before the grand jury. I was covering the area in front of the White House. There were effigies of Clinton, protesters with signs, a group on their knees praying. Suddenly, I heard a commotion and saw this man who had already hacked at himself a few times with a screwdriver. He was screaming and yelling about the situation in Iraq. The Park Police did a great job. They calmed him down, cuffed him, and dabbed his wounds. It was all over and done with in ten minutes."

Michael Williamson- *Washington Post*

## Visitor and Officer Safety

*“It is not only resource management that has become year round; our parks are no longer isolated and used solely as vacation destinations. In many cases, they serve large urban and local constituencies with greater number of visitors coming year round. Providing visitor services is continual throughout the year in most parks. Along with more visitors has come an increased need for providing law enforcement and insuring visitor safety and protection.”*

Statement by Roger Kennedy, Director, National Park Service, Department of the Interior, before the Subcommittee on National Parks, Historic Preservation and Recreation, Senate Committee on Energy and Natural Resources, concerning the future of the National Park System and the ability of the National Park Service to carry out its responsibilities well into the 21st century, March 20, 1997.

A review of some of the statistics from the 1998 Uniform Crime Report reveals the enormity of the job facing the Force and provides insight as to the types of incidents reported to the Force by the public. What makes the enforcement task of the Force as mission-specific as that of other law enforcement agencies is the mandate from Congress to not only provide protection for the people visiting parks, but to protect the vast and diverse inventory of park system resources.

## PUTTING THE BRAKES ON ROAD RAGE

It's time to cool it while commuting. Aggressive drivers and hotheads are turning roads into danger zones. Here's how communities — and you — can curb road rage. BY DENNIS McCAFFERTY



Virginia's George Washington Memorial Parkway is a scenic route overlooking Washington, D.C. landmarks. In April 1996, it turned deadly as two drivers engaged in a high-speed duel, weaving through traffic at speeds up to 80 mph until their cars jumped a median and crashed into two oncoming cars. One of the speeders died; so did two innocent motorists, including a mother of three young children.

<b>1998 United States Park Police Crime Statistics</b>	<b>Type of Criminal Offense</b>	<b>Number of Incidents</b>	<b>Number of Incidents Cleared By Arrest or Exceptional Means</b>
	Homicide.....	2	1
	Rape .....	17	12
	Attempted forcible rape .....	4	1
	Robbery.....	83	47
	Kidnap .....	2	2
	Aggravated assault .....	308	142
	Burglary .....	63	18
	Larceny .....	829	286
	Auto theft .....	28	8
	Weapon offenses.....	391	369
	Arson.....	19	4
<b>Other Offenses, 1998</b>	Driving while intoxicated .....		495
	Traffic incidents, not including DUI .....		88,482
	Boating law enforcement incidents .....		185
	Natural resource violations .....		858
	Aircraft law enforcement incidents .....		272
<b>Officers Assaulted in Line of Duty</b>	Officers assaulted by vehicle .....		10
	Officers assaulted by firearm/blunt object .....		3
	Officers assaulted by personal weapon/threats .....		25
	Total number of assaults .....		38
<b>Service Incidents</b>	Total service calls .....		32,840
	Search and rescue .....		272
	Emergency medical services.....		340
	Educational - DARE/Police Explorers .....		224
<b>Quality of Life Crimes</b>	Vandalism.....		759
	Sex offenses .....		328
	Liquor law.....		1,394
	Trespass.....		1,783

Recently, Congress provided new legislation and amended earlier statutes to significantly strengthen the NPS's ability to protect both natural and cultural resources. The NPS FY 2000 budget request includes \$1.5 million increase to implement the Resource Protection Act. Even this increase will not allow us to fully utilize these new authorities with vigorous education and enforcement activities.



## Staffing

*“This study effort uncovered USPP shortages. It was not uncommon to find an officer who was assigned to cover multiple beats. Further, due to the officer shortage, the USPP Central District has been forced to prioritize beats and to eliminate some. USPP Central District includes 9 critical beats including the White House, the Washington Monument, and the Lincoln Memorial.”*

National Park  
Service, Strategic  
Counter terrorism  
Plan Report, Booz  
Allen & Hamilton,  
1999

New patrol areas have recently been added to the primary jurisdiction of the Force. These include the Pennsylvania Avenue NHP, the Georgetown Waterfront Park, the Capital Crescent Trail, the Franklin D. Roosevelt Memorial, and the Korean War Memorial in Washington, DC, as well as the addition of the Presidio in San Francisco and the Statue of Liberty, Ellis Island, and Fort Wadsworth in New York. This increase in workload combined with retirements, resignations, and a history of random recruit classes has created significant vacancies in our workforce that affects the operational readiness of the Force. Consequences such as diminished visitor protection, slowed response time on emergency calls, lack of special enforcement initiatives for reckless driving and environmental crimes, decreased officer safety, and the lack of a credible deterrent to terrorist threats in and around our National treasures may occur if the operational readiness of the Force is allowed to further decline.

The table on page 19 shows the significant increase in the workload that the Force faced during the period of 1978-1998. The workload analysis is based on statistical information derived from the United States Park Police Annual Reports. The figures represent the number of incidents reported to the Force during each year.



*San Francisco field office horsemounted officers patrolling the Presidio.*



<b>USPP Growth 1978-1998</b>	<b>Growth Category</b>	<b>1978 Count</b>	<b>1998 Count</b>	<b>% Change</b>
	Total Personnel .....	560	638	14
	Number of Reported Incidents .....	48,066	97,059	102

In addition, total visitation in 1998 in Force-patrolled areas was in excess of 75 million people.

The table above clearly illustrates that the number of officers within our workforce has not kept up with the significant increase in workload. In response to this trend, the Force prepared a detailed beat analysis (workload) in FY 1986. The beat analysis was based on the following accepted standards:

1. Determine the area to be patrolled.
2. Establish size of area that can reasonably be patrolled within an 8-hour period by a single unit. (Beat)
3. Determine the hours that each beat is to be covered each day.
4. Develop manpower deployment as illustrated below:

1- Beat patrolled 24 hours per day; 7 days per week = 8,736 hours annually  
 1-Officer works 2,080 (260 days x 8 hours a day) hours annually minus the hours not available for patrol:

**Basic workhours per year: .....2,080**  
*Subtract*  
 Annual leave.....160  
 Holidays per year .....80  
 Sick leave .....104  
 Annual training.....80  
**Officer available: .....1,656 hours per year**

Number of officers needed to patrol one beat 24 hours a day; 7 days a week  
 (8,736 divided by 1,656 = 5.3)

Number of officers needed to patrol one beat 16 hours a day; 7 days a week  
 (5,824 divided by 1,656 = 3.5)

Number of officers needed to patrol one beat 8 hours a day; 7 days a week  
 (2,912 divided by 1,656 = 1.8)

The analysis identified a need of 655 officers. The analysis was reviewed by the Department of the Interior and was subsequently approved for submission in the Presidents Budget request in FY 1988.

Since that time the Force expanded operations to include the Drug Enforcement Program. This expansion authorized the increase of 34 officers, which increases the total authorized positions to 689 officers.

The Force initiated a beat analysis in 1991, 1993 and 1999 based on the formula used in the 1986 analysis. The 1999 review determined the following. New areas (since 1988) requiring the services of the Force: Presidio (34 officers); Fort Wadsworth (34 officers); Statue of Liberty/Ellis Island (33 officers); Pennsylvania Ave/Korean War Memorial (10 officers); and the Franklin D. Roosevelt Memorial (6 officers) for a total of 117 officers.

This increased demand for services has increased the proposed operational readiness level of staffing to 806 officers.

<b>USPP Staffing Requirements FY 86-FY98</b>	<b>Category</b>	<b>Additional Personnel Required for Coverage</b>	<b>Total Force Personnel Required for Minimum Coverage</b>
	Beat Analysis FY 1986 .....	NA .....	655
	Drug Enforcement Program .....	34 .....	689
	Presidio .....	34 .....	723
	Fort Wadsworth.....	34 .....	757
	Statue of Liberty/ Ellis Island.....	33 .....	790
	Pennsylvania Ave/Korean War Mem .....	10 .....	800
	Franklin D Roosevelt Mem .....	6 .....	806
	Total Personnel Needed .....		806

*Note:* This table does not include the number of personnel needed for new patrol responsibilities associated with the addition of the Georgetown Waterfront Park in Washington, DC, or personnel recommended in the Booz-Allen & Hamilton Strategic Counter Terrorism Plan to the NPS addressing counter terrorism needs in Washington, DC, New York City or San Francisco CA.

***The Force currently has 648 officers, including the June 1999 hiring of 24 recruits. This leaves the Force with a shortage of 158 officers.***

The NPS and Administration in the FY 2000 budget propose an increase of \$1.9 million for the hiring of 48 recruits. However, the United States Park Police is in need of an additional \$2.7 million increase that would establish a base funded recruiting plan to eliminate this personnel shortage. An out year hiring plan was developed to identify the annual hiring and funding needs necessary for implementation. In FY 2000, the Force requires \$2,679,241 to eliminate the current shortfall in existing personnel costs and provide a funding mechanism that would establish a base funded recruiting program to include start up costs, salary and benefits for current year hires, as well as fund the annualized salary and benefit costs for prior year hiring. In addition, the funding would eliminate the need to reduce operational programs that are already at minimal levels, in order to accomplish the hiring goal of 806 officers.

The following proposed out year hiring plan details the funding required to maintain the base recruit program:

FY 2001 .....	\$2,154,608
FY 2002 .....	\$2,203,086
FY 2003 .....	\$2,252,656
FY 2004 .....	\$2,303,341
FY 2005 .....	\$2,355,166
FY 2006 .....	\$2,408,157
FY 2007 .....	\$2,462,340

Assumptions used in the development of the proposed out year hiring plan:

- Fund the current personnel funding shortage and establish a recurring base hiring program by allowing the savings from attrition to fund one class of 24 recruits within existing base funds. Currently savings from attrition are utilized to fund operational shortfalls.
- Fund recurring salary and benefit costs to cover the hiring of the additional 48 recruits needed and utilize maximum training schedule established by the Federal Law Enforcement Training Center of three classes for a total of 72 officers annually.
- The current rate of attrition, which is currently 43 officers.
- That two recruits per class will not graduate the training program (current average).
- Salary and benefits costs are increased annually to reflect an approximate pay increase of 3%.

**Retention and Recruitment**

Pay and benefit issues have a significant impact on the recruitment of qualified applicants, including minorities and women, as well as the retention of experienced sworn officers. Inconsistent interpretations of pay legislation, inadequate cost of living adjustments, increased salaries and benefits of local, State and county police departments, competition with other Federal agencies for applicants, and a lack of funding for additional recruit classes to fill existing vacancies have had a severe adverse impact on the Force. Our attrition rate has been significant. In 1998 alone, 26 officers left the Force for other agencies. Our average attrition rate has increased to 43 positions per year, or about 7% of our current staffing levels, when factoring in resignations, retirements, and voluntary separations. When this occurs, the Force loses not only personnel, but also the experience and training these employees take with them to their new agencies.

To address this alarming trend, the Force has undertaken several initiatives to review the problems associated with employee retention, recruitment, and morale. In September

*“From January 1998 to August 1999, the Force lost a total of 32 officers to other law enforcement agencies, private industry, and other career opportunities. Of those 32 officers, 2 were supervisors with over 12 years of experience each, 3 were female including 2 officers with 10 and 11 years of experience respectively, and 17 officers with 5 years of experience or more.”*

1999 United States Park Police Pay Legislation Package. Based on analysis of exit interviews conducted in 1998/99.



*Community programs play a significant role in our efforts to decrease crime in the parks.*

1998, MCC Consulting contracted with the United States Park Police to conduct a study regarding retention and employee satisfaction. The study focused on issues important to our officers. Focus groups were used to gather information. Officers comprised most of the groups; however, supervisors (Sergeants and Lieutenants) attended several group discussions and gave their perspective. A random selection process was used to invite most of the focus group participants. The consultants conducted 12 focus groups. Officers attended eight of the groups while supervisors attended four of the groups. In addition, members of the executive staff attended a group interview/planning session. Discussion within the groups focused on general questions about the strengths and weaknesses of the organization. In addition, participants, in response to questions about morale, enumerated the three top reasons why officers leave the Force, and noted one change that would significantly impact morale and retention within the Force. Additionally, questions concerning the exit interview process and the educational level of current and resigning officers were also investigated.

*“The number one reason officers leave and the one that would have a positive effect on retention and morale is salary and other monetary compensation. As one person put it, “Pay is a mess.”*

Employee retention and satisfaction study, MCC Consulting, 1998

The study concluded that the number one reason officers leave the Force is pay. Pay and benefit issues raised by officers in the study include a pay disparity, excessive number of in-grade steps, low technician’s pay, clothing allowance, and overtime.

*“There is great sentiment that the Force needs to consider changing the present pay scale and compress the number of steps to reach top pay,” noted the study. It goes on to state “a Title V employee (sworn officer) has no incentive to remain with the Force when that same officer can go to ATF, Secret Service or the FBI and make \$80,000 a year after five years.”*

Employee retention and satisfaction study, MCC Consulting, 1998

A concluding question asked to focus group participants was “What one change could the department make that would significantly impact officer retention and morale?” The most frequent answer was pay.

**Sample excerpts taken from employee exit interviews conducted by the Force in 1998/99:**

**Q. What is (are) the reason(s) for your decision to leave the job?**

*A. "Financial. I'm getting a GS 18-11 position plus A.U.O."*

Male, Sergeant, 15 years experience, Washington, D.C., left for Criminal Investigator position with Department of the Treasury

*A. "His reason for leaving the U.S. Park Police was based solely on salary. His current salary is approximately ten thousand dollars less than his new starting salary with SFPD."*

Asian Male, Private, 3 years experience, San Francisco, CA, left for Police Officer position with SFPD.

*A. "Upon completion of training at the New York Fire Academy, the starting salary at this new position is similar to the entry level of the Force. However, after five years service he will reach top pay of approximately \$63,000 as opposed to approximately \$49,000 after sixteen years with the Force." The officer claims it was very difficult to decide to leave his position as evidenced by the fact that he has on one occasion deferred with offered firefighters position. The officer stated that if the pay, benefits and retirement system with the Force was similar to what his new position will offer, he would never think of leaving.*

Male, Private, 1 year experience, New York City, left for position with NYFD.

After reviewing the Employee Retention and Satisfaction Study, the Force developed an Employee Retention and Recruitment Plan (Pay Compensation Package), which is currently under review by OMB and the Department of the Interior. The proposed pay compensation package is an indication of our continued support in attempting to recruit and hire the best-qualified personnel for the Force. We believe that enactment of this proposal will have a great impact on morale, retention, and the recruitment of personnel.

*"We also must realize that even as funding for the National Park Service has increased by about 5% annually since 1986, much of this has been used up by the increasing costs of these employees and the increasing demands placed on the service. Ten years ago, personnel costs made up 85% of a parks budget. Today that figure is often over 90% with some parks having personnel costs in excess of 95%."*

Statement by Roger Kennedy, Director, National Park Service, Department of the Interior, before the Subcommittee on National Parks, Historic Preservation and Recreation, Senate Committee on Energy and Natural Resources, concerning the future of the National Park System and the ability of the National Park Service to carry out its responsibilities well into the 21st century, March 20, 1997.



Additionally, one of the most significant funding issues affecting the Force has been the gradual conversion from a Title 4 (officers covered under the DC Police/Firefighter Retirement System) to a Title 5 (current FERS System) workforce. Prior to 1984, all Force officers were covered by Title 4 pay and entitlement regulations. Title 4 benefit costs ranged from 12 to 15% of an employee's salary. Since 1984, almost all new employees are covered under Title 5 laws. Title 5 benefit costs range from 45% to 50% of an employee's salary. Title 5 now covers approximately 75% of the workforce. Future funding requests must take this factor into account as this transition to a predominantly Title 5 workforce, with its approximately 300% increase in benefit expenses, is one of the largest single contributing factors in the Force's inability to fund and fill all authorized police positions. The NPS FY 2000 budget request includes a \$1.1 million increase for this transition, building upon increases in FY 1998 and FY 1999.

### **Facilities**

The Force is facing a critical situation with the repair and replacement of equipment and existing facilities. A number of the facilities within the Force need extensive renovation to meet the needs of our officers and to provide adequate facilities for the public. Interview rooms, holding cells, locker rooms, bathroom facilities, and evidence storage rooms are insufficient or in need of immediate repair in many of our stations. The potential for OSHA sanctions, tort claims involving visitor safety, and court cases being dismissed due to inadequate security in evidence rooms is very realistic. The Force relies on individual parks for facilities, and thus facility deficiencies are addressed through appropriate Regional and park levels where decisions for funding are based on the priorities of park managers. The Force budget, in most cases, does not cover facility maintenance, construction, or repair. These programs are funded through the NPS budget. In FY 1998, Congress provided a one-time increase of \$12 million dollars to the Force to rehabilitate the Anacostia Operations Facility and for other operational support. Although the Anacostia Operations Facility was identified by the Force as a high priority need for the safety of employees and the public, it did not meet the criteria outlined in the Cultural/Natural Resource Preservation Program or the NPS 5-year construction priority list. Therefore, it was not included in the NPS budget request. Currently, approximately \$2 million dollars worth of facility repairs are under review in the NPS PMIS.

### **Communications**

The United States Department of the Interior has instituted a multi-agency standard for land/mobile radio communications in conjunction with the Public Safety Wireless Network (PSWN). The requirements for that standard include digital modulation and encryption based on the Telecommunications Industry Standard TIA-102. The existing Force radio system is not capable of meeting any portion of this standard, thus compromising any interagency public safety land mobile radio system.

Additionally, the National Telecommunications and Information Administration (NTIA) has mandated that all Federal agencies conform to narrowband frequency assignments. Currently, the Force utilizes a wide band non-digital and non-encrypted radio system. This system was purchased in the 1975. While some upgrades have occurred in the interim, the core of the radio system, as it exists today, is essentially the same as it was in 1975. It is not possible to convert the existing system to meet the mandates for narrowband, digital, or encrypted operation as mandated by competent authority.

In order to comply with the mandates from the National Telecommunications and Information Administration and the Department of the Interior regarding land mobile radio communications systems, it is necessary to completely replace the Force land mobile radio system.

**Equipment replacement fund**

Finally, while some progress has been made in recent years, specifically FY 1998, to address equipment replacement, the Force is facing similar circumstances in this portion of our budget. In order for the Force to cover costs associated with personnel, benefits and unanticipated expenses, funds originally programmed for equipment replacement must be reprogrammed to these costs, thereby eroding our equipment replacement fund. This situation has had a significant impact on the replacement of equipment such as ballistic vests, helmets, defensive equipment, uniforms, first aid supplies, training equipment, weapons and supplies

**Accountability**

The United States Park Police maintains a full-time Internal Affairs Unit, Audits and Evaluations Unit and a Planning and Development Unit to ensure accountability within the organization. Additionally, the organizational structure of the Force is defined by a clear chain of command from the level of the Chief of Police to officers working the street. This chain of command is designed to ensure that rules, regulations, policies, procedures, and fairness are followed and instilled among the organizational culture of the Force. Furthermore, the Force Personnel Section works cooperatively with the Human Resource staff within the National Park Service to ensure that the Force recruits and hires the best and most diversified officers. The Force Safety Officer and Force Facilities Manager work to ensure that a hazard-free environment is available to both the public and officers. Finally, the Force commits itself to providing a workplace free from harassment and bias. Officers and new supervisors receive mandatory training in issues such as diversity, EEO and sexual harassment. The Force has finished new guidelines for the investigation and handling of EEO and sexual harassment complaints. In addition, we have recently taken steps to evaluate the needs of women on the job by establishing a Gender Equity Task Force. The result of the task force was the creation of an Employee Equity Committee that will review issues developed by the Gender Equity Task Force and those suggested in the Employee Satisfaction and Retention Study.

*“Telecommunications equipment used by the Park Police are at times unreliable, and do not interoperate. Further, NPS radios do not interoperate with those of other law enforcement agencies as required by Congress. Section 11712 of the Balanced Budget Act of 1997 directs the U.S. Attorney’s office to provide for telecommunications interoperability between 28 Federal law enforcement agencies and the Washington D.C. Metropolitan Police Department.”*

National Park Service, Strategic Counterterrorism Plan Interim Report, Booz Allen & Hamilton, 1999

Our commitment to combine sound fiscal management with public service is found in our GPRA program. In 1993, Congress passed the Government Performance Review Act (GPRA), which holds government agencies accountable to Congress for performance. The Force has actively and successfully supported this program by developing an initiative to track crime statistics within our parks, implement changes in patrol procedures to meet crime patterns, and inform the public of potential problems. The Force initiative includes setting goals for the reduction of crime within our parks that we patrol and developing programs to meet these goals. The Force has consistently been successful in attaining most of those goals; however, due to an increase in land acquisition, workload, and personnel shortages there is the potential that this trend may not continue.



*The Force has implemented procedures to reduce crimes within our parks, including the defacing of property.*

The following represents part of the Force's successful commitment to the GPRA program in 1998.

**Goal Category I -  
Preserve Park Resources**

IaO1: Incidents of destruction, damage, and theft of National Park Service property are reduced from the FY96 level by 2%.

\* WMA=  
Washington Metropolitan Area  
  
NYFO =  
New York Field Office  
  
SFFO =  
San Francisco Field Office

Stations	WMA*	NYFO*	SFFO*	Total Incidents
Vandalism (Gov't Property)	171	111	270	552
Burglaries	26	7	20	53
Theft (Gov't Property)	28	22	41	91
MVAs/Damage (Gov't Property)	369	4	32	405
<b>Total</b>	<b>59</b>	<b>14</b>	<b>36</b>	<b>1,101</b>
<b>Baseline:</b>				<b>1,311</b>
<b>Total FY98:</b>				<b>1,101</b>
<b>Target:</b>				<b>1,285</b>

**Natural Resource Violation Enforcement:** In FY 1998, the Force initiated a greater emphasis on violations involving our Nation's natural resources. The initiative yielded 1,886 cases. Many of these involved ARPA violations, hazardous material and dumping investigations, illegal hunting and tree cutting, and damage to natural and cultural assets. Our San Francisco Field Office led the way in resource violation enforcement with 848 cases.

*The Force has instituted a policy of aggressive enforcement of natural resource violations to prevent incidents such as this, which occurred on park land in Washington, D.C.*





**Goal Category II -  
Provide for the Public  
Enjoyment and Visitor  
Experience of Parks**

\* WMA=  
Washington Metropolitan Area;

NYFO =  
New York Field Office;

SFFO =  
San Francisco Field Office

IIa1: Visitor safety incidents are reduced by 2% compared with FY96 level.

Stations	WMA*	NYFO*	SFFO*	Total Incidents
Crimes against Persons:				
Homicide, Rape,				
Robbery, Assault .....	205	25	29	259
Motor Vehicle Accidents .....	2,388	36	20	2,444
<b>Total .....</b>	<b>2,593</b>	<b>61</b>	<b>49</b>	<b>2,703</b>
<b>Baseline: .....</b>				<b>3,731</b>
<b>Total FY98: .....</b>				<b>2,703</b>
<b>Target: .....</b>				<b>3,656</b>

The Force took numerous steps to decrease the amount of violent crime in the parks that we patrol. The following is a list of programs and initiatives that may have played a significant role in the reduction of visitor safety incidents.

- Crime reduction initiatives targeting crimes against persons. Included in these initiatives are increased high visibility patrols, and utilization of horsemounted, scooter and bicycle patrol.
- Increased use of plainclothes officers and undercover officers. These officers focused on specific crimes identified by the crime analysis officers assigned to each Station.
- Increased traffic enforcement and specific programs designed to combat aggressive driving and the common violations associated with aggressive driving. The Force participated in numerous aggressive driver campaigns including “ Respect Red” and “Smooth Operator.”
- Increased utilization of Motorcycle and Traffic Safety Unit officers in educating and training Force officers, as well as enforcing traffic violations.
- Increased media coverage and a proactive approach to bringing media attention to specific criminal patterns or traffic enforcement initiatives.
- The distribution of safety pamphlets to park visitors and the Force’s participation in such events as safety seminars in conjunction with the Road Runners Club of America.

The Force initiated several programs targeting increased narcotics and quality of life crimes enforcement. However, the Narcotics and Vice Unit is still significantly short of personnel, which prevents the Force from fully participating in and following up on narcotic investigations. Additionally, the lack of personnel has restricted the number of officers assigned to the DEA sponsored High Intensity Drug Trafficking Area (HIDTA) Task Force, which inhibits the amount of contacts and intelligence provided to the Force.



	1998 FY Total	1996 FY Total
Narcotic contacts: .....	1,018 cases	2,651 cases

	1998 FY Total	1996 FY Total
Quality of Life Crimes: .....	3,313 cases	No data

The above statistics clearly indicate that the United States Park Police is committed to sound fiscal management and public service in spite of uncontrollable factors such as personnel and equipment shortages. The continued success of this program relies on proper fiscal planning and long-term crime reduction strategies.

*Officers face dangers ranging from armed assaults to brushfires.*



*Officers assist with an injured motorist involved in a motor vehicle accident*



*"The Park Police have been a miracle"*

Inspector Claude Beheler,  
Commander Fifth District Washington Metropolitan Police Department

## Park Police To Depart Amid Praise

*Help for D.C. Police 'Resounding Success'*

By Linda Wheeler  
Washington Post Staff Writer

The teenager glowered, his arms folded across his chest as he sat in the driver's seat of his battered green Oldsmobile Cutlass. The "federal"—his nickname for the U.S. Park Police officers who had been patrolling his neighborhood on a special detail—stopped him because they couldn't read the numbers on his car's tags.

"These jokers don't play," said the youth, who declined to give his name to a reporter after police gave him a \$50 ticket. "They pull you over for nothing. You didn't get hassled like this before."

But that was before the arrival in February of 50 Park Police officers to help D.C. police patrol parts of the city's 5th Police District. They were among scores of federal law enforcement officers assigned to work in District neighborhoods after Mayor Sharon Pratt Kelly asked President Clinton for more federal resources to fight crime.

D.C. Police Chief Fred Thomas sent the Park Police contingent to 5D at the request of Inspector Claude Beheler, the district commander. The federal officers focused on the Edgewood and Trinidad sections of Northeast and Bloomingdale in Northwest, neighborhoods known for gang-related violence. Unlike their counterparts with the District police force, the Park Police officers do not respond to radio calls. They just cruise the streets and look for drug dealers, stolen cars and gun fights.

In eight months of patrolling seven days a week from noon to midnight, the Park Police have seized 104 guns, recovered 123 stolen vehicles, issued more than 2,000 traffic citations and made more than 1,400 arrests, according to Lt. Bob Kass, a Park Police supervisor.

The Park Police officers are preparing to leave the three neighborhoods and return to their usual jobs



U.S. Park Police officers, part of a special detail assigned to help D.C. officers patrol the 5th Police District, search the occupants of a vehicle they stopped at Meigs Place and Benning Road in Northeast.

patrolling around national parks and monuments. The agency had agreed to work in the city until Sept. 30, the end of the budget year.

The officers depart amid praise from police, prosecutors and residents, even some who initially

***"When the Park Police stop these criminals, they know they have been stopped."***

— Rick Sowell, ANC Commissioner

didn't want federal officers patrolling their communities.

Rick Sowell, an advisory neighborhood commissioner and an officer for the Bloomingdale Civic Association, didn't think that federal officers could be held accountable by community members for their actions. He said Kass and other Park Police officials eased that concern by regularly attending community meetings.

Now, Sowell said, he'll miss the extra police patrols.

"When the Park Police stop these criminals, they know they have been stopped," he said. "The bad guys of this community are

really threatened. The Park Police put them in a sweat."

U.S. Attorney Eric Holder Jr., who coordinates federal law enforcement programs in the District for the U.S. attorney general, said the deployment was a "resounding success." Tonight, Holder will present each Park Police officer on the special patrol with a plaque. "It is really sad to see it end," Holder said. "This is absolutely the best example of federal and local cooperation."

Beheler, the 5D commander, credits Park Police officers with helping to reduce his district's reported crime by about 9 percent this year. They came to his patrol area a couple of months after he lost a dozen officers who were arrested as part of an FBI sting. His police district, like the other six in the city, has been severely short of the number of D.C. officers it is supposed to have.

"The Park Police have been a miracle," Beheler said.

Park Police Chief Robert Langston said the popular program has been costly to his department. He said a promised supplemental budget to pay for it was never passed in Congress. Langston said he has spent \$3 million from the Park Police budget to pay for the special patrols, a reallocation of money that led him to cancel two training classes for recruits and delay ordering new cruisers.

Starting Oct. 1, the Park Police

officers will return to mostly dealing with tourists. Many officers said they will miss the action.

Last month, in the Trinidad neighborhood, Park Police officers attempting to arrest a man who dropped a coat containing a gun were pelted with bottles. Then, police said, someone fired 17 shots at the officers.

No one was hurt, Kass said, but they arrested 13 people on disorderly conduct charges and one man for possession of a firearm.

"I have learned a lot about narcotics and all aspects of police work," said Officer Paul Edwards, who had less than a year with the Park Police when he volunteered for the special patrols. "This is the equivalent of about five years of learning on my regular beat at Hains Point."

Virginia Matthews, who has lived in Edgewood for 40 years, said she's afraid that once the extra officers leave, her neighborhood will again become too dangerous for a simple activity like sitting on a front porch.

"Things are much, much, much better since those Park Police came here," she said. "We don't hear so many shootings at night and those boys aren't standing on my steps."

"I hope it doesn't get as bad as it was before the Park Police came. It will be impossible to live here."

## Action Elements

The following are those elements identified, as being the most critical needs facing the United States Park Police in its ability to carry out its mission.

- Human Resources
- Facilities and Equipment
- New Technology

This report provides the reader with a proposed cost summary at the beginning of each action element to provide an overview of the fiscal resources that may be needed to meet these proposals. A final cost summary is located at the end of the report to give the reader a complete cost analysis of the overall proposals. The methodology utilized in formulating cost estimates for operational needs are based on current fair market value and the educated experience of subject matter experts, as well as prescribed cyclic replacement schedules and show of normal wear and tear of equipment.

As noted earlier, this document is under interagency review and does not necessarily have administration approval, so it should be considered an NPS planning document. Although the language of Public Law 105-391, Section 801, does not specifically require a cost analysis, this report provides some insight as to the overall costs of these proposals. In light of this, the Force has taken steps to ensure the accuracy of the proposed costs. However, the proposed costs are estimates only and should be taken into consideration on that basis only. In some cases, the proposals found in each Action Element are currently under review by both the National Park Service and the Department of the Interior, thus some analysis and review procedures have not been completed. Additionally, as in the case of new technology and communications, many of the proposals and the costs associated with them frequently change as new technology is introduced.

In addition, the needs identified in this report are based on the current status of the Force. As new areas of patrol responsibilities are added or unanticipated events occur such as an increase in the threat of a terrorist incident, the needs of the Force may change, requiring a new analysis.

Within each element, three primary worksites may be identified as having unique findings applicable to their specific locations. Each worksite will be designated as the following:

San Francisco Field Office (SFFO) - includes those areas administered by the NPS within the San Francisco metropolitan area and the Presidio.

New York Field Office (NYFO) - includes those areas administered by the National Park Service within the New York City metropolitan area.

Washington Metropolitan Area (WMA) - includes those areas administered by the National Park Service within the Washington metropolitan area.

# Human Resources

## Human Resources

### Summary of Costs

	Initial	Annual Recurring
Base Recruiting program (Eliminate shortfall in current personnel costs) .....	\$ 2,679,241	\$2,155,000
Employee Recruitment and Retention Plan		
a) Pay Compensation Package .....	\$ 5,000,000	recurring
b) Personnel Section - recruiting .....	\$ 30,000	recurring
Industrial Psychologist .....	\$ 100,000	\$ 83,000
Training (Force wide) .....	\$ 1,600,000	\$ 380,000
<b>Subtotal Human Resources: .....</b>	<b>\$ 9,409,241</b>	<b>\$ 7,648,000</b>
Out year funding needs to maintain the base-recruiting program:		
FY 2001 .....		\$ 2,154,608
FY 2002 .....		\$ 2,203,086
FY 2003 .....		\$ 2,252,656
FY 2004 .....		\$ 2,303,341
FY 2005 .....		\$ 2,355,166
FY 2006 .....		\$ 2,408,157
FY 2007 .....		\$ 2,462,340
<b>Total Human Resources: .....</b>	<b>\$ 9,409,241</b>	<b>\$23,787,354</b>

*Note:* The funding needs identified above are in addition to the FY 2000 budget proposal.

### Human Resources- Personnel

#### Findings

The Force's ability to achieve and/or maintain authorized strengths, as well as the ability to gain additional positions as responsibilities expand, continues to decline. Currently, the Force faces a shortage of approximately 158 sworn officers. This situation has restricted the Force's ability to fully staff all patrol responsibilities, thus inhibiting visitor and resource protection.

In FY 1986, the Force prepared a detailed beat analysis evaluating current jurisdictional areas. This analysis identified a need of 655 officers. The analysis was reviewed by the Department of the Interior and was subsequently approved for submission in the President's Budget request in FY 1988. Since that time, the Force expanded operations to include the Drug Enforcement Program. This expansion authorized the increase of 34 officers, which increased the Force-authorized positions to a total of 689 sworn officers.

In FY 1995, the Park Service began to acquire new park areas patrolled by the Force starting with the Presidio. Since then, the National Park Service has acquired the following new areas requiring the patrol of the Force: Presidio (34 officers); Fort Wadsworth (34 officers); Statue of Liberty/Ellis Island (33 officers); Pennsylvania Avenue/Korean War Memorial (10 officers); and the Franklin D. Roosevelt Memorial



(6 officers), for a total of 117 officers. These increases in patrol areas have necessitated the need for additional staffing to meet the increased workload. Beat analyses were conducted to include these new areas into the operational readiness of the Force. The proposed staffing estimates are the result of these studies. The projected staffing requests total 806 officers to meet the needs of these newly acquired lands and to maintain the operational level of the Force.

### **Recommendations**

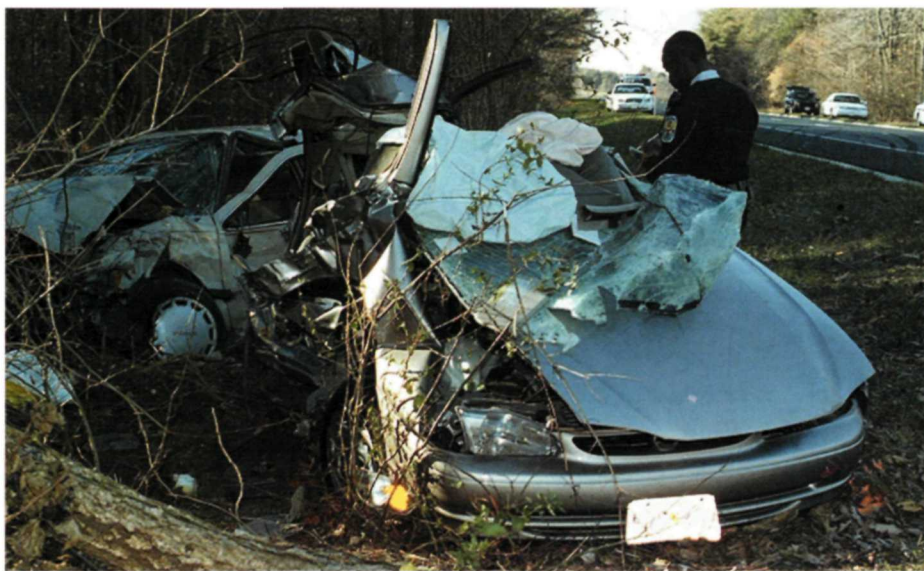
In order to address this issue, the President's budget request for the National Park Service proposes an increase of \$1,861,000 for the hiring of 48 officers in FY 2000\*. This increase in funds will help to reduce the current shortfall; however, a long-term hiring plan must be implemented to address the potential effects of staffing trends.

The Force proposes an out-year-hiring plan that will hire 72 officers a year for 7 years. This plan will allow the Force to meet the projected staffing need of 806 officers while taking into account the current attrition rate.

The success of this plan requires the commitment of the NPS to provide complete funding for each fiscal year for the hiring of sworn officers. Attached in the table (Summary of Costs) on page 32 is the out-year hiring plan and funding requirements that are necessary to correct the growth of these vacancies.

### **Adverse Impact**

Without proper funding to address this alarming trend, staffing problems will continue. The successful enforcement of the mission of the Force may be affected. Critical police services could be impacted, leading to the potential increase in crime and reduced public safety within our National Parks.



*Officer investigating a motor vehicle accident on the Baltimore-Washington Parkway.*



Proposed Costs	Initial	Recurring
Implementation of Base Recruiting Program .....\$ 2,679,241 .....\$ 2,155,000 (Reduce shortfall in existing personnel costs)		
Personnel - Industrial Psychologist .....\$ 100,000.....\$ 83,000		
Out Year Hiring Plan (approximately 7 years) .....\$16,139,354 .....\$16,139,354		

*\*Note:* The FY 2000 Budget does propose an increase of \$1.9 million to hire 48 officers. However, in order to address and establish a base funded recruiting program to resolve the current shortage of 158 officers, the Force needs to hire 72 officers annually. This program can only be accomplished with the provision of adequate funding. The needs identified above are in addition to the FY 2000 budget proposal.



*Officer Jackie Anderson-Parker teaching a DARE class at a elementary school in Washington D.C. Officer Anderson-Parker was the 1998 National DARE Officer of the Year.*

## **Human Resources- Recruitment/Retention**

### **Findings**

As noted earlier, our increasing attrition rate has been significant. The average attrition rate for the Force is estimated at 43 positions per year, to include resignations, retirements, and voluntary separations. When this occurs, the Force loses not only personnel, but also the experience and training these employees take with them to their new agencies. To address this alarming trend, the Force has undertaken several initiatives to review the problems associated with employee retention, recruitment, and morale. An independent Employee Satisfaction and Retention Study was conducted by Manso-Cook Consulting in December 1998, which concluded that the most significant problem associated with the retention of employees was pay. This study was conducted with the support of the Chief of Police and involved individual employee interviews, group discussions, evaluation of recruitment efforts, exit interviews of employees leaving for other agencies and a review of data including personnel policies, benefits, pay and morale.

After reviewing the Employee Satisfaction and Retention Study, the Force developed an Employee Recruitment and Retention Plan (Pay Compensation Package) that outlines the needs of the Force to bring salary rates up to standards comparable with local competing law enforcement agencies. A study conducted by McCarthy Consulting and the Fraternal Order of Police in 1999 concluded that the base salary of Force officers is insufficient to compete with other local, State, and Federal law enforcement agencies. The results of the McCarthy Study suggest that several areas within the Force pay structure need to be addressed to compete with the other local law enforcement agencies. These areas include excessive steps to reach maximum pay, low base salary, and inadequate technician's pay for specialized positions. The proposed pay legislation package is a clear indication of our continued efforts to recruit and hire the best quality personnel for the Force.

In addition, an evaluation conducted by the Force Human Resources Unit concluded the following:

- A need for consistent opportunities for multidisciplinary training to guide career and professional growth in all fields.
- No viable recruitment-marketing plan due to the lack of budgetary allotments and hiring and testing authority.
- A need to dedicate staff to a full-time recruitment effort.
- Inadequate physical workspace/conditions for the Human Resources Unit.

### **Recommendations**

A pay increase as defined in the Employee Recruitment and Retention Plan (Pay Compensation Package) will play a significant role in the ability of the Force to recruit and retain qualified officers. The Force believes this pay package will assist in preventing a further increase in the attrition rate. Additionally, the Force will request

assistance from OPM and NPS for the expertise necessary to develop training opportunities needed to address police officer and civilian essential competencies and to develop a 5-year recruitment plan that identifies specific marketing strategies, funding sources, manpower, and equipment needs.

**Adverse Impact**

Staffing deficiency combined with recruitment and retention problems will only escalate with time. Currently, over 25 percent of the Force is eligible to retire. If this trend continues, the operational readiness of the Force will continue to decline and affect public safety as well as the safety of the officers on the street.

**Proposed Costs  
Employee Recruitment  
and Retention Plan**

	<b>Initial</b>	<b>Recurring</b>
a) Personnel Section .....	\$ 30,000	\$ 30,000
b) Pay Compensation Package .....	\$5,000,000	\$5,000,000



## **Human Resources - Training**

### **Findings**

Courts require and the public expects a certain level of competence that cannot be achieved without proper training and equipment. The training and development of personnel is essential to the success of the Force in completing its mission. An evaluation conducted by the Force Training Branch concluded the following:

- Existing workspace is insufficient/inadequate to perform a fully operational training function for a 700-person police agency. We must constantly search for space for classroom training and to conduct realistic scenarios.
- Existing funding is insufficient to carry out the many and varied training programs required of a fully operational Federal law enforcement agency.
- Equipment necessary for the Training Branch to carry out its duties and responsibilities is antiquated and/or insufficient.
- Mandated basic supervisory training is behind schedule. We must rely on other law enforcement agencies to fulfill our training needs.
- Funds to fully equip, train, and maintain the standards of training for Force officers have been diverted to fund recruit training.
- Several important equipment items and an annual training budget are required to sustain a highly trained and capable workforce.

### **Recommendations**

Ensure that adequate funding is available annually for training programs including supervisory, mid-level, command and executive staff training, mandated in-service, instructor certifications and updates, computer-based training, and any other specialized law enforcement training needed for the Force to carry out its mission.

Acquire funding to purchase equipment and facilities identified by the Training Branch to ensure that mandatory training requirements are met.

### **Adverse Impact**

Shortcomings in training today will affect the Force's ability to maintain its standard of professionalism tomorrow. In addition, an inadequately trained workforce could result in unacceptable service to the public, jeopardize the safety of the public and the officers, and lead to tort claims against the Government. An inadequate and/or incomplete training program rises to the level of negligence and creates the potential for substantial tort liability.



Proposed Costs	Initial	Recurring
	\$1,600,000 .....	\$ 380,000

Proposed costs include the following:

- Supervisory, mid-level, command and executive staff training, mandated in-service training, instructor certifications and updates, computer-based training, and any other specialized law enforcement training needed for the Force to carry out its mission.
- Specialized training for Counter Terrorism response (First Responder) and SWAT
- Purchasing of the following equipment:
  - Training ammunition
  - Driver training equipment (skid pan, rental of driver training track)
  - Defensive tactics training equipment
  - Physical fitness equipment
  - Audio/visual equipment for class presentations



*Swat officers train at the FBI Academy on "live fire" tactical building entries and hostage rescue situations.*



**Human Resources -  
Health/Fitness/Medical**

**Findings**

The law requires that “physically vigorous” individuals fill covered law enforcement positions. Further, the Department of the Interior requires that all law enforcement officers meet medical standards and participate in a physical fitness program. However, some of our facilities do not have the space for exercise equipment or a locker room with showers. Of those facilities that have fitness equipment, many are not adequate in the number or type of equipment.

**Recommendations**

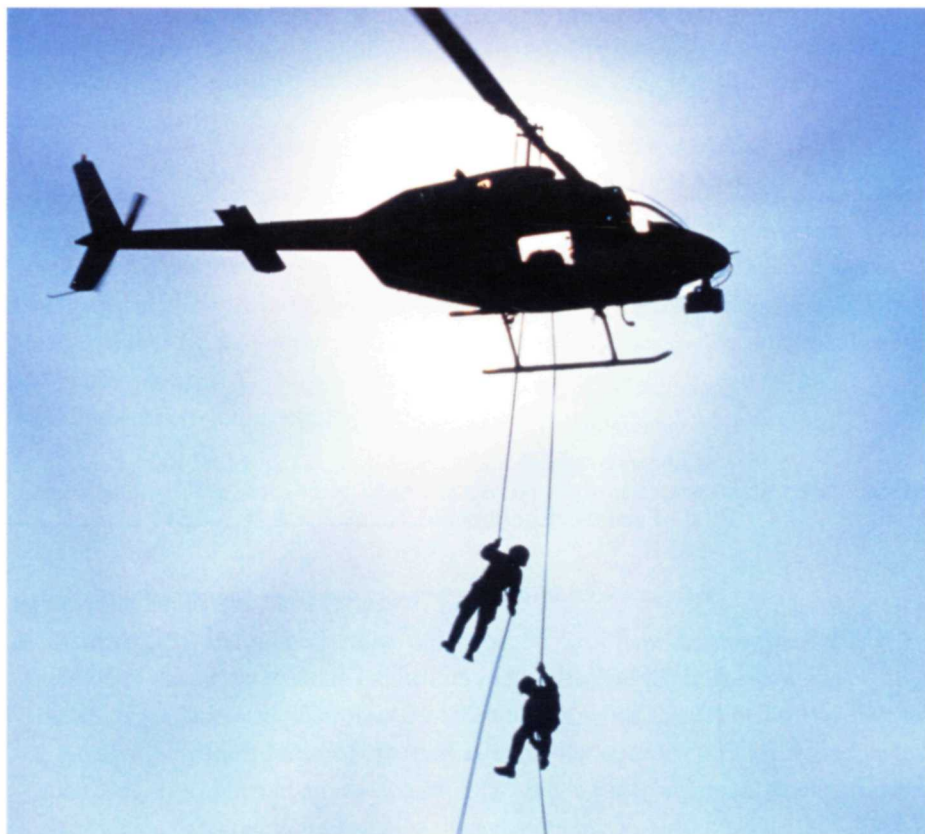
Provide adequate facilities for officers to maintain the required level of physical fitness.

**Adverse Impact**

Officers will not be able to maintain their required level of physical fitness, resulting in increased probability of illness and lost time injuries. Without the time or equipment necessary to maintain required fitness levels, the operational readiness of the Force will suffer.

**Proposed Costs**

Proposed costs have been factored into the costs associated with facilities



*Tactical Officers train in rappell techniques from Eagle 2. Officers use these skills during rescue situations and insertions into marijuana fields.*

## Facilities and Equipment

Proposed Costs Facilities and Equipment	Facilities	Initial	Annual Recurring (maintenance)
<b>Summary</b>	Force-wide *	\$24,050,000	\$ 350,000
	<b>Vehicles</b>		
	Force-wide	1,887,000	353,000
	<b>Equipment</b>		
	<b>SFFO:</b> SWAT Equipment	20,000	20,000
	<b>NYFO:</b> SWAT Equipment	20,000	20,000
	<b>WMA/Counter-Terrorism</b>		
	Computers	6,000	
	“First Responders” safety equipment	100,000	30,000
	<b>WMA/SWAT</b>		
	Armored personnel carrier	125,000	
	Step van (call-out capabilities)	30,000	
	SWAT equipment	300,000	
	Facilities - 24' rappel tower, tire house	100,000	
	Facilities - garage/storage	750,000	
	<b>WMA/Aviation</b>		
	New Helicopter	2,000,000	
	Operating Costs	560,000	560,000
	Hanger Security/safety	75,000	
	Equipment	30,000	30,000
	<b>WMA/CIB</b>		
	Equipment - Digital Darkroom	49,000	3,000
	Laptop computers (25) w/ docking stations	62,500	2,000
	<b>Total - Facilities/Equipment</b>	<b>\$ 30,164,500</b>	<b>\$ 1,368,000</b>

\* Findings subject to DAB review, NPS review and value engineering analysis

**Facilities and Equipment -  
Buildings**

**Findings**

Properly designed, constructed, and maintained police facilities are critical to the successful accomplishment of the mission of the Force. Currently, the Force is working on a system-wide plan for facilities. Final decisions concerning Force facilities, including priorities, rest with the Regional Director of the National Capital Region and the various park superintendents. The Force budget does not cover facility maintenance, construction, or repair. These costs are borne by the parks or by Service-wide funds for repair, rehabilitation, construction, and major maintenance. Few parks receive sufficient funds to meet these needs; therefore, facility maintenance often occurs on demand by responding from crises to crises, leading to poor conditions

Very few of the buildings used by the Force were built for police use. The needs of the Force have generally been provided for in leftover park structures, trailers, and other temporary facilities that are too small and totally inadequate for the law enforcement function. Many facility problems today result from this adaptive reuse of buildings.

Many buildings are in substandard condition and do not meet minimal fire code regulations, handicapped accessibility codes, nor do they have sufficient locker rooms and restrooms for both male and female officers. In some cases, there is inadequate separation of visitor areas from law enforcement activities and minimal physical security features.

Congress in 1998 appropriated approximately \$12 million to rehabilitate the Anacostia Operations Facility in Washington D.C.. This project had been declared a priority by the Force, but did not reach the top of the NPS priority list. Although the building was in total disrepair and a hazard to both the public and the employees working in it, it only received minor funding to correct immediate emergency repairs. In the interest of public and employee safety, the Force, contributed nearly all of the funds required to rehabilitate this major operational facility.

An evaluation of Force facilities, maintenance and construction proposals concluded the following:

**SFFO (San Francisco Field Office)**

- The Operations and Administrative offices for the SFFO are currently located in a temporary mixed use building on the Presidio in San Francisco. The Fort Scott buildings are ultimately to be used for other purposes, and the SFFO must relocate to a modern, permanent facility. Since new construction on the Presidio is limited and controlled, renovation of an existing Presidio building will require substantial custom construction to permit it to function as a modern police station.

- The SFFO currently rents time at various shooting ranges in the Bay Area to accommodate required weapon qualifications and training for all sworn Field Office personnel. The ranges are expensive to lease and are 15 to 20 miles from the Presidio, necessitating wasted time spent traveling to each site.

#### **NYFO (New York Field Office)**

- The NYFO has expanded significantly over the past 25 years, yet the primary work site, Building 275 on Floyd Bennett Field, has not kept up with increased numbers of officers or additional functions. The building is overcrowded, in poor repair, lacks adequate holding facilities for prisoners, and has no interview room for witnesses and/or suspects.
- The building where vehicle maintenance and some property office and evidence processing functions are performed lacks heat and running water. There are leaks in the roof. The building needs substantial repairs.
- The pistol range, which is currently located between two hangars, is scheduled to be relocated due to planned public usage in the area. No funding or alternative location has been identified.
- The stables in Rockaway are in poor condition and emergency repairs are underway. A major renovation is needed.
- There is a lack of separation for prisoner processing at the new Great Kills Park facility.

#### **WMA (Washington Metropolitan Area)**

- Evaluations conducted by the Force Facility Manager of facilities in the WMA found many significant problems (see recommendations on page 43). The recommendations proposed are based on evaluations and discussions conducted by Force supervisors, the Force Safety Manager, the Fraternal Order of Police and the Command Staff and have not necessarily been identified as a priority by park managers. Thus, many of these proposed projects have not been subject to DAB review or value engineering analysis, nor have they been included in the NPS Five Year Maintenance and Construction Plan.
- The Force has identified approximately \$2 million in proposed facility repair and maintenance for Force facilities in the NPS PMIS.

## **Recommendations**

Require each park to conduct a critical evaluation of Force facilities to identify condition, suitability, and deficiencies. Identify corrective measures and/or alternative solutions, budget resources, and timeline schedules for implementation of corrective solutions. This effort should involve the United States Park Police Command Staff and be managed at the Regional level.

### **SFFO**

Identify a building in the Presidio with sufficient floor space to accommodate all SFFO functions, and obtain funding to renovate appropriately to create a modern, accessible, and functional police facility.

Several facilities within the Presidio would be sufficient for modification into a safe pistol/rifle range. A shooting range managed by the Force will more easily facilitate qualifications and special training. The use of newly developed “frangible” ammunition (lead free) is environmentally friendly, reduces the need for lead removal, and relaxes OSHA regulations.

### **NYFO**

Construct or adapt an appropriate facility for the New York Field Office headquarters and the Brooklyn/Queens District Station. Preliminary plans to rehabilitate Tylunas Hall for use by the New York Field Office need to be carefully reviewed for long-term use.

Identify location and funding for new pistol range and training facility. Several other agencies use our existing range, so a cost-sharing arrangement is possible.

Eliminate the potential for contact with the public by prisoners at the Great Kills Park processing facility.

### **WMA**

Complete the planned building addition to the Baltimore-Washington Parkway Station; remove temporary trailer.

Identify location and construct new permanent Mall stables with office and paddock; remove temporary stables and modular office.

Complete plans and construct George Washington Memorial Parkway Turkey Run Station and vacate substandard Glen Echo building.

Construct new Horsemounted Patrol office at Ft. Hunt and Great Falls Parks; remove temporary trailers.





Construct new motorcycle garage and office for Motorcycle Patrol Unit; remove temporary trailer.

Construct kennels and office for K-9 Patrol Unit; remove temporary trailer.

Identify location and construct a new Rock Creek Park Station.

Expand Equipment and Property Office at Brentwood or acquire and equip a new facility.

Provide appropriate permanent facilities for Narcotics and Vice Unit, Asset Forfeiture, and Human Resources Unit.

Relocate golf concession mower repair shop from the basement of the Central Station and improve safety and operational efficiency by constructing a secure prisoner processing and holding facility and expand locker room, exercise area, and administrative office.

**Adverse Impact**

Appropriate, efficient, well-maintained, and safe facilities are critical to the Force. Erosion of facilities and infrastructures have a direct negative impact on the ability to recruit and retain highly trained, professional police officers and their ability to maintain order, enforce laws, conduct criminal investigations and initiate prosecutions for crimes committed within our area of responsibility. Additionally, the lack of adequate facilities increases potential dangers to the public as well as to the Force employees. The need to protect the public from potentially dangerous situations and the government from resultant liability often outweighs the cost associated with constructing and maintaining appropriate facilities.

Proposed Costs	Initial	Recurring (Maintenance)
	\$ 24,050,000 .....	\$ 350,000

**Facilities and Equipment -  
Vehicles**

**Findings**

The very nature of traditional urban law enforcement activities places an extreme demand on the performance and upkeep of vehicles used for this purpose. A replacement schedule, which is roughly equivalent to one-third of the fleet annually, is considered to be the minimum necessary to maintain our fleet of police vehicles in a safe, operable condition. The replacement schedule is based on the GSA accepted standards of replacing police vehicles at approximately 60,000 miles, or every 2 to 3 years.

**WMA (Washington Metropolitan Area)**

Under normal budgetary conditions, the Force can usually afford to only replace approximately 17% of this annual need (\$300,000). Vehicle maintenance is problematic. The police garage is small and in poor repair. It has poor lighting, minimal ventilation, restricted parking, and is understaffed. The continuously aging fleet of vehicles demands more attention, resulting in higher overall maintenance costs and increased down time.

**SFFO (San Francisco Field Office)**

Funding for the General Services Administration (GSA) fleet, currently used by the San Francisco Field Office, is covered within the 15% support costs in all budgets. Because of increased traffic congestion requiring motorized patrol, created by the assumption of the Presidio, we need to establish a Motorcycle Unit. These vehicles would be indispensable during times when visitation is heavy, during special events, or when accidents on nearby streets and highways bring Presidio traffic to a virtual standstill. Limited, narrow roadways are typical of those found throughout the GGNRA.

Due to the increased number of special events, demonstrations, and the potential for large-scale natural disasters to occur within the Region, park and the Presidio, the availability of a mobile command post would be extremely beneficial. During these types of events, no facility or vehicles are available for use as a command center. Even when utilizing facilities and vehicles for purposes that were not intended, the lack of proper communications, planning, and telecommunications equipment hampers every event or operation.

*Fort Point NHS GGNRA.  
A portion of the presidio  
patrolled by officers on  
mountainbikes, horseback  
and in cruisers.*



**Recommendations**

Increase the operating budget to provide replacement vehicles on schedule. Relocate and/or upgrade the Washington metropolitan area’s police vehicle repair garage and equipment to suitable facilities. Increase the number of well-trained and equipped mechanics to service Force vehicles. Purchase the following vehicles:

50 full sized police package sedans .....	\$1,000,000
Emergency equipment (lights, siren, etc) .....	126,000
10 Harley Davidson motorcycles .....	150,000
10 Harley Davidson motorcycle sidecars .....	50,000
10 small motorcycles .....	50,000
2 horse trailers .....	16,000
2 horse trucks .....	60,000
2 passenger vans.....	40,000
4 light trucks/prisoner transports.....	200,000
4 four-wheel drive utility vehicles.....	120,000
1 special use vehicle .....	75,000
<b>Total .....</b>	<b>\$1,887,000</b>

**Adverse Impact**

The safety of the officers operating these aging emergency vehicles, as well as that of the motoring and pedestrian public, is at a much higher level of risk. The ability of the Force to effectively and professionally carry out its mission to enforce laws, maintain order and protect the citizens visiting the National Parks in the areas we serve is greatly diminished.

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<b>Proposed Costs</b>	<b>Initial Cost</b>	<b>Recurring Cost</b>
	\$ 1,887,000 .....	\$ 353,000

**San Francisco and New York Field Offices Special Equipment**

**Findings**

The Field Offices have almost completed establishing SWAT teams. Funds originally received by the Force to fully equip, train, and maintain the teams have been diverted to fund recruit training. Several important equipment items and an annual operating budget are required to sustain a highly trained and capable SWAT team.

**Recommendations**

Add funding to the NYFO and the SFFO base ONPS budgets to support the continued training and operation of the SWAT teams. In addition, purchase the remaining equipment required allowing the SWAT teams to be used in their full capabilities.

**Adverse Impact**

Without proper funding, training and equipment, the Force faces liability issues when the use of SWAT teams becomes mandatory. Thus, due to the unique and important role that SWAT teams play in our mission, the Force cannot allow the use of these assets until they are adequately equipped and trained.

**Proposed Costs Equipment and Training**

	<b>Initial</b>	<b>Recurring</b>
SFFO .....	\$ 20,000 .....	\$ 20,000 .....
NYFO .....	\$20,000 .....	\$20,000 .....



*Marine Unit on patrol in the New York Field Office.*



**Washington Metropolitan Area Special Equipment**

**Intelligence/Counter-Terrorism Unit**

**Findings**

The United States Park Police Intelligence/Counter-Terrorism Unit effort consists of 1 Lieutenant and 1 Detective located in Washington, D.C. Currently, the New York and San Francisco Field Offices do not have any personnel assigned these responsibilities on a full-time basis.

The United States Park Police has primary law enforcement responsibility over areas with some of the highest potential threat levels in the United States. These are the Washington Monument, Lincoln Memorial, and parks immediately surrounding the White House, the National Mall, and the Statue of Liberty.

The physical security at these monuments and memorials is inadequate for the current threat and is only now being seriously addressed. A study conducted by Booz-Allen & Hamilton in 1999 at the request of the NPS, National Capital Region, evaluated current safety issues associated with a potential terrorist threat in the area of the monuments and memorials in Washington, D.C. A draft of this study, provided to the Force, indicates, “Inadequate funding has prevented the purchase of modern technology and needed equipment that could provide needed protection for the memorials.”

**Recommendations**

Purchase computers to store significant intelligence data. Purchase equipment for “first responders” to nuclear/chemical and biological weapons— required for all Force patrol personnel (protective suits, hoods, etc.).

**Proposed Costs Equipment and Training**

<b>Initial</b>	<b>Recurring</b>
\$106,000 .....	\$ 30,000

For breakdown see cost summary page.





**Washington Metropolitan Area Special Equipment**

**Special Weapons and Tactics (SWAT) Team**

**Findings**

The Force maintains three full-time SWAT teams in the Washington metropolitan area. These teams play a significant role in the protection of high-level dignitaries, high-risk search warrants, fugitive arrests, presidential escorts and tactical response to Camp David, as well as providing the first response to any terrorist threat to our Nation's monuments and memorials. An evaluation of the SWAT teams concluded the following:

- The SWAT teams must conduct extensive training in order to maintain their proficiency.
- Currently, the facilities used to train and practice skills such as rappelling and weaponry are not available on a continuing or as needed basis. The facilities are managed by outside organizations and used by numerous agencies, resulting in the lack of availability.
- New technology must be acquired to meet the increase demands associated with potential terrorist threats.

**Recommendations**

Purchase and/or construct both a 20-foot rappel tower with helicopter skids and an 80-foot rappel tower with helicopter skids and a tactical side with windows.

Build a Tactical Firearms Training Facility (tire house) in which teams could practice and refine their skills.

Build a garage/storage facility for storage of specialized vehicles and equipment.

Purchase a new armored personnel carrier.

Purchase and outfit a step van with gun locker/bench seats for SWAT call outs.

Purchase additional weapons and tactical equipment. These include counter sniper rifles, scopes, night vision adapters, Global Positioning System field units, etc.

Purchase equipment needed to allow SWAT to effectively conduct raids. This equipment includes breaching ammunition, 2 Hydra-Ram breaching tools and replacement of ammunition used during training exercises.

**Adverse Impact**

A well-trained and properly equipped SWAT team is critical to the mission of the Force and the NPS. Without proper funding, training and equipment, the Force is potentially exposing the visitors to our parks, as well as our officers, to unnecessary risks.

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**Proposed Cost****Initial**

\$1,305,000

A breakdown for the initial cost estimates is located on the summary page.

Vehicles (not including armored personnel carrier) are included in the Technical Services Branch cost projection for the Washington metropolitan area.



*Eagle 1 performs rescue from Air Florida crash, Washington, D.C.*

**Washington Metropolitan Area Special Equipment**

**Aviation Unit**

**Findings**

The Aviation Unit provides more than 1,000 critical missions per year including medevacs, dignitary air support, search and rescue operations and patrol. Personnel, equipment, facilities, and training are difficult to maintain and should be reviewed to meet the ever-present demands of the Section’s mission.

**Recommendations**

Appropriate additional funding to address operating costs and Office of Aircraft Services (OAS) fees. *Note:* The FY 2000 budget includes a requested increase of \$800,000 for the Aviation Unit operational costs.

- Replace the Bell 206L3 with a similar model for training and routine missions.
- Install fire suppression system at Hangar facility and security system.
- Procure other needed equipment (helmets, flightsuits, etc.)

**Adverse Impact**

The Aviation Unit is critical in performing airborne law enforcement support to ground units. The Unit provides search and rescue operations and drug eradication missions to many NPS areas as well as to other jurisdictions and provides medevacs for a variety of areas as needed. The Aviation Unit is the only law enforcement aviation unit in the District of Columbia. The Aviation Unit provides the U.S. Secret Service air support for Presidential and dignitary movements and is a integral part of the “Dignitary Protection” package developed by the U.S. Secret Service, the U.S. State Department, and the Washington Metropolitan Police Department. Currently, there is no other Federal or city law enforcement agency available or capable of handling these functions on a daily basis. The Force has been providing these services to these affected agencies since the dismantling of the Metropolitan Police Department Aviation Unit. These vital functions cannot be maintained if the Unit is not properly funded or staffed.

*Note:* The Force is reimbursed by some agencies that use the Aviation Unit on a consistent basis, such as the United States Secret Service. In the case of the Metropolitan Police and the Fire and Rescue Services in the Washington metropolitan area, the Force does not receive direct compensation for the use of the Aviation Unit helicopter. However, indirectly, the National Park Service and the Force benefit from this arrangement because fire and rescue services are provided free of charge to parks within the National Capital Region. In addition, the District of Columbia Government free of charge to the Force provides services and facilities such as prisoner processing at the Central Cell Block. If these services, as well as others provided by local governments, were charged to the NPS, the costs would be extreme compared to the costs associated with the operation of the Aviation Unit.

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**Proposed Costs**

	<b>Initial</b>	<b>Recurring</b>
Replace Bell 206L3 .....	\$2,000,000	
Operating costs and OAS fees * .....	\$ 560,000	
Fire suppression system and security system* .....	\$ 75,000	
Equipment* .....	\$ 30,000	
Operating costs and OAS fees .....		\$ 560,000
Equipment .....		\$ 30,000

The equipment listed above is required for safety and to meet FAA (Federal Aviation Administration), OAS, and OSHA requirements.



*Eagle One takes off from the U.S. Capitol grounds transporting a person who was injured after a gunman opened fire inside the building.*



**Washington Metropolitan Area Special Equipment**

**Criminal Investigations Branch**

**Findings**

The Criminal Investigations Branch has been unable to acquire modern technologies that would enhance the ability of the unit to conduct thorough investigations. In addition, the Branch faces a severe shortage of personnel affecting the capabilities to conduct investigations. Investigations are scaled down, officer safety is compromised, and the ability of the Branch to respond to multiple incidents in a timely manner is restricted.

**Recommendations**

Request funding to fill existing vacancies\* and purchase the following:

- Digital darkroom
- Twenty-five (25) laptop computers
- Provide recurring budget to procure updated equipment and technology not yet identified/available\*\*
- Provide recurring budget that will allow for the acquisition of necessary training\*\*\*

**Adverse Impact**

The ability of the Criminal Investigations Branch to respond to and manage significant law enforcement criminal incidents and conduct investigations will be compromised without proper staffing and equipment.

<b>Proposed Costs</b>	<b>Initial</b>	<b>Recurring (upgrades and maintenance)</b>
Kodak Digital Darkroom with camera and software .....	\$ 49,000 .....	\$ 3,000
Twenty-five (25) laptop computers with docking stations .....	\$62,500 .....	\$ 2,000

\* Staffing requests included in out year hiring plan.

\*\* Equipment request included in technology budget

\*\*\* Training requests included in training budget

## New Technology

Cost Summary	Initial	Annual Recurring
<b>SFFO</b>		
New Technology .....	\$ 750,000 .....	\$ 100,000
AFIS .....	\$ 83,484 .....	\$ 10,018
<b>NYFO</b>		
AFIS .....	\$ 83,484 .....	\$ 10,018
<b>WMA</b>		
Radio Systems (Force-wide) .....	\$16,950,200 .....	\$ 200,000
New Technology .....	\$14,156,400 .....	\$ 4,482,400
NCIC 2000 .....	no data .....	no data
AFIS (DOI/NPS) .....	\$ 1,035,000 .....	\$ 124,200
<b>TOTAL</b> .....	<b>\$33,058,568</b> .....	<b>\$ 4,926,636</b>

*Note:*

- Radio system requirements and costs are presently under study. Total cost for the Force radio system is approximately \$17 million. Total cost for entire NPS approximately \$130 million. The costs indicated are estimates only and will be changed as the costs associated with new technology change.
- Costs provided by John E. Daubenhey, Staff Communications Specialist, NPS
- Costs do not include engineering studies that must be completed prior to the implementation of a new system.

**Force-Wide  
New Technology -  
Narrow Banding**

**Findings**

The current Force radio system is 25 years old, is not voice secured for sensitive security operations, and requires maintenance and repair. As a result, far too often officers cannot transmit or receive vital information. It is overcrowded on one channel, but infrastructure and safety issues prevent establishment of multiple workgroups on different channels. Multiple channel operations are only used for special details and significant law enforcement events due to the lack of sufficient personnel. Additionally, due to its age and obsolescence, the system is in substandard condition and frequently requires repair with used parts from secondary sources since many parts are no longer manufactured.

The Force is mandated by the Department of the Interior to acquire narrowband equipment by FY 2005. Additionally, all agencies responsible for Presidential protection duties are required by the U.S. Secret Service to be encrypted. To date, there is no secure encryption available for the current radio system.

**Recommendations**

Procure a new digital, narrowband, encrypted, trunked radio system that would permit the following:

- secure communications during critical Presidential and dignitary movements
- multiple working groups to share one radio system
- meet the narrowband requirements for FY 2005, and the additional, more stringent narrowband requirements currently scheduled for FY 2008
- procure all the infrastructure necessary to fully implement a wide area radio system, i.e., antennae, comparators, repeaters, dedicated phone lines, handheld and mobile radios
- must be upgradeable as encryption and narrowbanding standards are revised over time

**Adverse Impact**

Unless funding is dedicated to the narrowband program, the Force will not be in compliance with the mandates imposed by the Department of the Interior. Additionally, failure to procure a non-trunked radio system would significantly limit the available working groups, and would compromise officer safety as well as diminish community service through overcrowding of the radio system.

**Proposed Costs**

In order to meet the National Telecommunications and Information Administration mandate to transition Government VHF (by January 1, 2005) and UHF (by January 1,2008) radio systems to narrowband assignments and to meet the Department of Interior mandates for employing digital modulation and encryption technologies to public safety land mobile systems, the following estimated costs\* are being projected. These costs cover the United States Park Police operations Force-wide and their deployable emergency support communications systems.

**Force-wide Radio System Cost Analysis**

<b>Item</b>	<b>Quantity</b>	<b>Cost</b>	<b>Total Cost</b>
Smartzone controller .....	3 .....		\$ 2,500,000
Portable Radios-VHF.....	600 .....	\$ 4,000 .....	2,400,000
Portable Radios-UHF.....	100 .....	4,000 .....	400,000
Mobile Radios .....	325 .....	3,800 .....	1,235,000
and installation .....	325 .....	150 .....	48,750
Motorcycle Radios .....	40 .....	4,500 .....	180,000
and installation .....	40 .....	150 .....	6,000
Aircraft Radios .....	4 .....	5,750 .....	23,000
and installation .....	4 .....	500 .....	2,000
Base Station Radios .....	20 .....	3,500 .....	70,000
and installation .....	20 .....	200 .....	4,000
Intelligent Repeaters.....	50 .....	18,000 .....	900,000
and installation .....	50 .....	500 .....	450,000
Antenna System .....	50 .....	1,500 .....	75,000
and installation .....	50 .....	5,500 .....	275,000
Emergency Power .....	60 .....	6,250 .....	375,000
and installation .....	60 .....	1,000 .....	60,000
Control consoles.....	15 .....	135,000 .....	2,025,000
and installation .....	15 .....	5,000 .....	75,000
Mobile Data Terminals .....	250 .....	3,500 .....	875,000
and installation .....	250 .....	500 .....	125,000
Automatic Vehicle Location .....	250 .....	1,500 .....	375,000
and installation .....	250 .....	500 .....	125,000
Radio Equipment Site .....	10 .....	300,000 .....	3,000,000
and installation .....	10 .....	3,000 .....	300,000
ISDN Relay modem.....	300 .....	1,250 .....	375,000
<b>Emergency Support Communications</b>			
Portables-UHF .....	300 .....	3,800 .....	1,140,000
Portable repeaters UHF .....	6 .....	15,000 .....	90,000
Portable repeaters VHF .....	3 .....	15,000 .....	45,000
Portable control stations.....	9 .....	3,500 .....	31,500
<b>Total Cost Estimate Force-Wide .....</b>			<b>\$16,950,200</b>

\*Prior to any procurement actions, detailed engineering studies need to be developed to match technology with operational requirements. Final numbers will need to be adjusted accordingly.

**San Francisco Field Office  
New Technology**

**Findings**

Funding from Year 2000 (Y2K) compliance sources have enabled the replacement of our Computer Aided Dispatch (CAD) system, but are insufficient to procure the remaining components for an integrated data system. This system would link CAD, radio, Mobile Data Terminals (MDT), Enhanced 911 (E-911), a Records Management System (RMS), and Emergency call stations. Upgrades to our radio system and installation of an integrated data system will ensure compliance with all digital, narrowbanding, NCIC 2000, and NIBRS departmental requirements.

**Recommendations**

Procure a modern integrated data system that will allow officers to submit reports from vehicles, query Department of Motor Vehicles information during traffic stops, reduce or almost eliminate the paper reporting system, and provide an accurate, efficient system of collecting and maintaining records.

**Adverse Impact**

The current system of a PC based records database, separate from the CAD system, is wasteful of employee time required to double enter data. It perpetuates an inefficient, environmentally unsound, paper driven reporting system. It is difficult or impossible to query the current SFFO records database to prepare required monthly, quarterly, and annual reports.

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<b>Proposed Costs</b>	<b>Initial</b>	<b>Recurring</b>
	\$750,000 .....	\$ 100,000





## **Washington Metropolitan Area - New Technology**

### **Findings**

An evaluation of technology in the WMA concluded the following:

- No Local Area Network (LAN) exists outside of the Headquarters building.
- Only Headquarters is connected to the Department of the Interior backbone (DOINET). No existing LAN backbone in the Washington metropolitan area (WMA).
- AS/400 mini-computers have been purchased for each of the Field Offices and the Federal Law Enforcement Training Center (FLETC).
- No integrated Records Management System (RMS) or Computer Aided Dispatch (CAD) system.
- No wireless data system in any Force vehicles.
- The Force is not currently connected to the NPS automated Criminal Incident Reporting System (CIRS).
- While Force reports are compliant with the requirements of the National Incident Based Reporting System (NIBRS), all data is hand-compiled and sent to NPS via electronic mail.
- Email is not available for all Force employees individually.
- While a 5-year plan exists, lack of funding has severely impacted the ability to properly implement the plan.

### **Recommendations**

Evaluate the Force 5-year plan for data communications. Establish LAN's at all worksites at an approximate cost of \$360,000. Establish a LAN connection between all Washington metropolitan area sites at a recurring cost of approximately \$7,200 per month. Connect all worksites to the DOINET backbone at an approximate cost of \$60,000. Using the DOINET backbone, establish communications and common data dictionaries among the Force AS/400's.

Establish an integrated approach to all data and voice communications issues, including RMS, CAD, and mobile data applications, throughout the Force at an approximate cost of \$20,000 per vehicle and \$1,000,000 for the Integrated system. Establish a Computer Data Packet Delivery System (CDPD) at an approximate cost of \$5,500 per month for 100 vehicles.

Using a Lotus Notes platform, compatible with the NPS system, on the AS/400, automate the Criminal Incident Reporting System to assure compliance with both the NPS and NIBRS reporting standards at an approximate cost of \$50,000. Using a Lotus Notes platform on the AS/400, establish an Email system that allows each employee individual access to Email and access to the Internet on an as needed basis.

**Adverse Impact**

The lack of modern technology has made it difficult for the Force to effectively and efficiently deal with many of the issues that confront us daily. Our ability to share information with other agencies, both Federal and local, is severely hampered.

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**Proposed Costs**

<b>Initial</b>	<b>Recurring</b>
\$ 14,156,400 .....	\$ 4,482,400

*United States Park Police  
Communications Section,  
Washington, D.C.*



**Washington Metropolitan Area/  
New York Field Office  
New Technology -  
NCIC 2000**

**Findings**

An evaluation of NCIC 2000 concluded the following:

- There is a Congressional mandate for all agencies to go to NCIC 2000 or cease terminal access operations.
- Department of Justice controls all access to NCIC by outside agencies through Control Terminal Agencies.
- United States Park Police (WMA) utilize the Metropolitan Police Department (MPD) as a Control Terminal Agency. MPD recently (1999) underwent a major upgrade to acquire NCIC 2000 interface.
- The Force is currently not equipped to transmit or receive fingerprint or digital image data, and is not able to achieve compatibility with existing equipment. Current data transfer by text-based teletype is totally inadequate for NCIC 2000 operations or modern law enforcement functions.
- No system-wide plan has been established to implement Digital Imaging and/or Fingerprint Identification technology into the Force's investigative, communications, or prisoner processing facilities.
- No system-wide plan has been established to implement Mobile Data Terminals into Force vehicles.

**Recommendations**

Acquisition and implementation of a Computer Aided Dispatch system that will conform to NCIC 2000 specifications, and is compatible with surrounding jurisdictions.

Acquisition of digital image and fingerprint transmission and reception technology for Communications Center, prisoner processing facilities, and certain investigative facilities, e.g., Major Crimes Section, Narcotics and Vice Section, and the Identification Unit.

Acquisition of Mobile Data Terminals with full digital image capability for particular Force vehicles, e.g., mobile crime lab, accident reconstruction.

Acquisition of Mobile Data Terminals with text-based data capability for particular Force vehicles assigned as primary patrol vehicles.

Commission a study to determine the extent to which MDT and Digital Image technology would be implemented in future acquisitions.

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**Proposed Costs**

New technology and associated costs under review

**Force-Wide  
New Technology  
Automated Fingerprint  
Identification System**

**Findings**

Due to lack of funding and changing technology, the Force has fallen behind in acquiring the equipment needed to enhance our criminal investigations. The Force has a need to develop and implement an AFIS program. Currently the only access available to this system is in the San Francisco Field Office and limited areas within the Washington metropolitan area.

**Recommendations**

Procure the following equipment:

- AFIS “live scan systems” for New York and San Francisco Field Offices
- AFIS “systems” station to allow stand alone AFIS capabilities and tie in other NPS/DOI agencies
- Provide recurring budget to procure equipment and technology not yet identified/available
- Provide recurring budget that will allow for the acquisition of necessary training

Procurement of the AFIS system would allow for the quick, efficient screening of all fingerprints processed, resulting in a better closure rate for crimes through the expeditious identification and apprehension of criminal suspects.

**Adverse Impact**

The ability of the Force to respond and manage significant law enforcement incidents and conduct investigations will be compromised. Criminal cases involving the processing of fingerprint evidence will take longer to complete. Due to limited access to equipment, only serious cases and offenses are currently processed.

<b>Proposed Costs</b>	<b>Initial</b>	<b>Recurring</b>
<b>SFFO and NYFO</b>		
2 live scan stations .....	\$ 166,968	
Service contract per year.....		\$ 20,036
<b>AFIS to allow for DOI/NPS input for the Washington metropolitan area</b>		
Full back-end storage and data interface .....	\$1,035,000	
Per year on site maintenance .....		\$ 124,200

**Cost Analysis Summary**

	<b>Initial</b>	<b>Annual Recurring</b>
<b>Human Resources</b>		
Fund implementation of base Recruiting program (FY2000) .....	\$ 2,679,241	\$ 2,155,000
Fund Employee Recruitment and Retention Plan:		
a) Pay adjustment .....	5,000,000	5,000,000
b) Recruiting .....	30,000	30,000
Industrial Psychologist .....	100,000	83,000
Training (Force wide) .....	1,600,000	380,000
<b>Subtotal Human Resources: .....</b>	<b>\$ 9,409,241</b>	<b>\$ 7,648,000</b>
Out year funding needs to maintain the base-recruiting program:		
FY 2001 .....		\$ 2,154,608
FY 2002 .....		2,203,086
FY 2003 .....		2,252,656
FY 2004 .....		2,303,341
FY 2005 .....		2,355,166
FY 2006 .....		2,408,157
FY 2007 .....		2,462,340
<b>Total - Human Resources: .....</b>	<b>\$ 9,409,241</b>	<b>\$23,787,354</b>
<b>Facilities/Equipment</b>		
Facilities Force-wide .....	\$24,050,000	\$ 350,000
Vehicles Force-wide .....	1,887,000	353,000
Equipment: SFFO SWAT .....	20,000	20,000
NYFO SWAT .....	20,000	20,000
<i>WMA/Criminal Investigations</i>		
Equipment - Digital Darkroom .....	49,000	3,000
Eight laptop computers (25)w/ docking stations .....	62,500	2,000
<i>WMA/Aviation</i>		
New Helicopter .....	2,000,000	
Operating Costs .....	560,000	560,000
Hanger Security/safety .....	75,000	
Equipment .....	30,000	30,000
<i>WMA/SWAT</i>		
Armored personnel carrier .....	125,000	
Step van (call-out capabilities) .....	30,000	
SWAT equipment .....	300,000	
Facilities - 24' rappel tower, tire house .....	100,000	
Facilities - garage/storage .....	750,000	
<i>WMA/Counter-Terrorism</i>		
3 high memory computers .....	6,000	
"First Responders" safety equipment .....	100,000	30,000
<b>Total - Facilities/Equipment .....</b>	<b>\$ 30,164,500</b>	<b>\$ 1,368,000</b>
<b>New Technology</b>		
<i>SFFO</i>		
New Technology .....	750,000	100,000
AFIS .....	83,484	10,018
<i>NYFO</i>		
AFIS .....	83,484	10,018
<i>WMA</i>		
Radio Systems (Force-wide) .....	16,950,200	200,000
New Technology .....	14,156,400	4,482,400
NCIC 2000 .....	no data	no data
AFIS (DOI/NPS) .....	1,035,000	124,200
<b>Total - New Technology .....</b>	<b>\$ 33,058,568</b>	<b>\$ 4,926,636</b>
<b>TOTAL REQUEST .....</b>	<b>\$ 72,632,309</b>	<b>\$ 30,081,990</b>



National Law Enforcement  
Officers Memorial,  
Washington, D.C.



*This report is dedicated to the women and men of the National Park Service who have paid the ultimate sacrifice to ensure the safety of visitors to our National Parks as well as the preservation of our Nation's natural and historical treasures. Photo courtesy of Larry Ruggert.*

*All other photos are from the National Park Service/USPP*



**United States Department of the Interior  
National Park Service  
United States Park Police**