

A Report by a Panel of the

**NATIONAL ACADEMY OF
PUBLIC ADMINISTRATION**

for Congress and the Department of the Interior

August 2001

**THE U.S. PARK POLICE:
FOCUSING PRIORITIES,
CAPABILITIES, AND
RESOURCES
FOR THE FUTURE**



ABOUT THE ACADEMY

The National Academy of Public Administration is an independent, nonprofit organization chartered by Congress to improve governance at all levels—local, regional, state, national, and international. The Academy’s membership of more than 500 Fellows includes current and former members of Congress, cabinet-level appointees, senior federal executives, state and local practitioners, business people, nonprofit leaders, and scholars with distinguished records in public management. Since its establishment in 1967, the Academy has assisted hundreds of federal agencies, congressional committees, state and local governments, civic organizations, and institutions overseas through problem solving, research, analysis, information sharing, developing strategies for change, and connecting people and ideas.

Most reports and papers issued by Academy panels respond to specific requests and needs of public agencies. Projects also address governmentwide and broader societal topics identified by the Academy. In addition to government institutions, the Academy is also supported by businesses, foundations, and nonprofit organizations.

A Report by a Panel of the

**NATIONAL ACADEMY OF
PUBLIC ADMINISTRATION**

for Congress and the Department of the Interior

**U. S. PARK POLICE:
FOCUSING PRIORITIES,
CAPABILITIES, AND
RESOURCES
FOR THE FUTURE**

August 2001

Panel

Royce Hanson, *Chair*

Frank J. Chellino

Thomas C. Frazier

Mary Hamilton

Kristine Marcy

Michael Rogers

Gary Wamsley

Officers of the Academy

Jane G. Pisano, *Chair of the Board*

Robert J. O'Neill, Jr., *President*

Philip J. Rutledge, *Secretary*

Sylvester Murray, *Treasurer*

Project Staff

J. William Gadsby, *Director, Management Studies*

Arnold E. Donahue, *Project Director*

Larry Dempsey, *Senior Consultant*

Pat Nobles, *Senior Consultant*

Elaine Orr, *Senior Consultant*

Kenneth F. Ryder, *Senior Consultant*

Cydni J. Sanchez, *Research Assistant*

William P. Shields, *Research Associate*

Martha S. Ditmeyer, *Project Assistant*

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

TABLE OF CONTENTS

ACRONYMS	vii
FOREWORD	ix
EXECUTIVE SUMMARY	xi
CHAPTER 1: INTRODUCTION	1
A Brief History of the Park Police	1
Organization and Structure of the Park Police.....	2
The Department of the Interior and National Park Service	4
The Academy	5
Methodology	5
CHAPTER 2: U.S. PARK POLICE ROLES AND MISSION	9
Statutory and Regulatory Basis for Park Police Activities	9
Park Police Roles and Mission	12
Core Functions	12
Specialized Functions	14
Urban Functions	16
Crime Trends and Enforcement Patterns	17
Response To Key Concerns	21
Statutory and Regulatory Basis.....	21
USPP’s Role in Relation to Other Law Enforcement Agencies	22
Functions and Costs of Activities Beyond NPS’ Mission.....	24
Panel Findings and Recommendations	25
Clarifying the Park Police Mission.....	25
Focusing the Park Police Mission.....	26
The Geographic Scope of Park Police Activities.....	27
Priority of Other Park Police Activities	29
Reimbursing Park Police for Services	30
Park Police Accountability and Subordination.....	31
CHAPTER 3: U.S. PARK POLICE BUDGET	35
Overview of Park Police Budget Issues	35
Lack of Unified USPP Budget.....	37
Improvements Needed in Current USPP Budget Development Process	38
Budget Execution Reforms	41
Identifying an Aggregate, Unified Park Police Budget	43
Planned vs. Enacted Operating Costs	43
Planned vs. Actual USPP Spending.....	44

Budgeting for Unplanned Special Deployments.....	45
A More Consistent and Extensive Reimbursement Policy.....	47
Operating Budget Components and Spending Trends.....	49
Planned Short-Term Spending Trends.....	49
Actual Short-Term Spending Trends.....	51
Differences Between Planned and Actual Spending over the Last Three Fiscal Years.....	52
USPP’s Annual DC Pension Payment Poses Severe Budgetary Risks.....	57
Other Budget Issues.....	58
Helicopter Operating Costs.....	58
Indemnification Issues.....	59

CHAPTER 4: STAFFING FOR FUTURE NEEDS 61

Historical Staffing Levels.....	61
Trends in Numbers and Locations of Sworn Officers.....	62
Officer Shortages.....	64
Methods Used To Determine Staffing Needs.....	65
Basis for the 1986 Beat Analysis.....	66
Beat Analysis Updates.....	67
Academy Demonstration to Assess Staffing Needs.....	68
Use of Overtime To Meet Staffing Needs.....	71
Planning for Officer Replacements.....	72
Ratios of Higher-Ranking Officers To Privates.....	74
Increased Civilianization.....	76
Reexamining the Mix of Law Enforcement Staff.....	78
Need for Systematic Workforce Management.....	80

APPENDICES

Appendix A: Project Panel and Staff.....	83
Appendix B: Conference Report, House Report No. 106-914.....	87
Appendix C: USSP Comments on Draft Report.....	91
Appendix D: USPP Organization and Structure.....	95
Appendix E: Memoranda of Understandings/Agreements.....	101
Appendix F: The Federal Budget Cycle.....	103
Appendix G: Long-Term USPP Spending Trends.....	105
Appendix H: ORM Tasks and Time Estimates.....	109
Appendix I: Selected List of Contacts and Interviewees.....	117
Appendix J: Selected Bibliography.....	123

CHARTS AND TABLES

Chart 1-1: United States Park Police Organizational Structure	3, 95
Chart 3-1: Budget Development Process Alternatives	40
Table 2-1: Workyears by Function, CY 2000, Operations Division, Washington Area.....	14
Table 2-2: Percentage of Total Incidents Outside NPS Jurisdiction, Total and by Type, CY 1996-2000.....	17
Table 2-3: Summary of USSP Incidents: CY 1986-2000, Washington Area	18
Table 2-4: Summary of Incidents, CY 1996-2000, San Francisco and New York City.....	19
Table 2-5: Closure Rates in Percent on Investigative-Type Crimes, CY 1986-2000.....	20
Table 3-1: Enacted Appropriations, FY 1999-2001	36
Table 3-2: Operating Budget, FY 2000	44
Table 3-3: USPP Total Spending, FY 2000	45
Table 3-4: Approved USPP Aggregate Operations Financial Plans, FY 1998-2000	50
Table 3-5: Actual USPP Spending, FY 1998-2000.....	52
Table 3-6: Difference Between Planned and Actual Spending, FY 1998-2000	53
Table 3-7: USPP Total Spending, FY 1998-2000	55
Table 3-8: USPP Washington Area Spending Comparisons	56
Table 4-1: Park Police Sworn Officers	63
Table 4-2: Attrition Data for 1998-2000.....	72
Table 4-3: Ratios of Officers by Rank as of End of CY 2000	75
Table G-1: Long-Term USSP Spending Trends	105
Table G-2: Potential Sources of Long-Term USSP Spending Growth.....	106

ACRONYMS

CIB	Criminal Investigations Branch
CSRS	Civil Service Retirement System
CY	Calendar Year
DC	District of Columbia
DEA	Drug Enforcement Administration
DOI	Department of the Interior
ELO	Emergency Law and Order Program
FBI	Federal Bureau of Investigation
FERS	Federal Employees Retirement System
FLETC	Federal Law Enforcement Training Center
FTE	Full-Time-Equivalents
FY	Fiscal Year
GGNRA	Golden Gate National Recreation Area
GNRA	Gateway National Recreation Area
IACP	International Association of Chiefs of Police
MOU	Memorandum of Understanding
MPD	Washington, DC Metropolitan Police Department
NCR	National Capital Region
NPS	National Park Service
NYFO	New York Field Office
NYPD	New York Police Department
OAS	Office of Aviation Support
OMB	Office of Management and Budget
OPM	Office of Personnel Management
ORM	Office of Records Management
SFB	Special Forces Branch
SFFO	San Francisco Field Office
SFPD	San Francisco Police Department
SWAT	Special Weapons and Tactics Team
USPP	United States Park Police
USSS	United States Secret Service

FOREWORD

The U.S. Park Police is the nation's oldest federal law enforcement agency and has a long and distinguished history of protecting parklands in the nation's capital. As Washington expanded into a metropolitan area, Park Police responsibilities grew to cover numerous *parks and parkways* in its environs. More recently, the Park Police has applied its experience and urban policing skills to additional venues in New York and San Francisco. Of course, the Park Police continues to play key roles in the protection of the president and foreign dignitaries and in the management of special events and demonstrations in the Washington, DC area.

The Academy is pleased to have been asked by the Congress and the Department of the Interior to prepare this important report. Its focus is on the Park Police's mission, budget, and staffing, functions that are fundamental to the performance and effectiveness of any organization. The Academy Panel of experts benefited from the participation of law enforcement professionals with extensive experience in crime prevention and investigation, as well as individuals with a wide breadth of experience in government management, budget, and personnel issues. Its work was aided by excellent cooperation from the Park Police, the National Park Service, the Department of the Interior, and numerous law enforcement entities.

The Panel strongly believes that the mission and priorities of the Park Police should be clarified. It recommends that renewed emphasis be placed on the nation's capital, including the safety and assistance of park visitors and the protection of its resources, particularly its historic national treasures. Major improvements in budgeting and staffing are also needed. These are readily attainable with strong Park Police leadership and the development of its capacity and skills related to financial management, equipment acquisition, *technology* integration, and workforce planning. The Panel believes that the next Park Police chief and new Interior and National Park Service leadership have a unique opportunity to make major, long-standing improvements in the Park Police that will serve the nation well.

We want to thank the Congress and the Department of the Interior for their assistance and support in this study. We are particularly grateful for the cooperation and assistance of the Park Police and the National Park Service. Let me also express my thanks to the Academy Panel and the project staff for producing this important report.



David F. Garrison
Vice President

EXECUTIVE SUMMARY

Congress directed the National Park Service (NPS) to have a National Academy of Public Administration (Academy) Panel independently review the U.S. Park Police's mission, budgets, and staffing, functions that are fundamental to an organization's performance and effectiveness. The Panel found that the overall performance of the Park Police and of NPS and its National Capital Region (NCR), to whom the Park Police reports, can be greatly improved.

The Park Police faces difficulties that reflect management, leadership, accountability, and communications problems within both the Park Police and NPS. The Park Police mission is diffuse, functionally diverse, and geographically fragmented, involving multiple clientele and varied interests. Further, priorities are not clearly articulated. Financial management is decentralized among NPS regions, parks, and dozens of reimbursable accounts. Financially, no one in positions of responsibility is knowledgeable or accountable, nor can anyone be expected to be, given current circumstances. Staffing levels are counted inconsistently and arbitrarily, making it virtually impossible to obtain consistent personnel data on a full-time equivalent, position, or payroll basis. Workforce planning is ad hoc and sporadic. Within this environment, the leadership needed to address these challenges is lacking.

This report highlights the steps that NPS and the Park Police need to take to improve leadership, finances, planning, and management. The foundation for these improvements is Park Police personnel, highly motivated and dedicated officers. The Park Police is well regarded by its peers and well known for its ability to control crowds and demonstrations. Yet this reputation will erode rapidly without immediate management attention. Concerted action is required at multiple levels to correct those problems that the Panel has identified.

New leadership at Interior, NPS, and the Park Police offers a unique opportunity for major change. The Panel believes that its recommendations will markedly improve Park Police management, increase its accountability, and enhance NPS and congressional oversight. The nation's capital—with its millions of visitors, large metropolitan population, and historic monuments—deserves nothing less.

CLARIFYING MISSION

The Park Police's mission and responsibilities cover resource protection and visitor safety, core police functions common to almost all national parks and public space. At the same time, they include an array of specialized duties, such as presidential protection, special event management, crowd control, and urban-oriented law enforcement responsibilities. These activities are daunting given the Park Police's geographical dispersion to multiple parks and installations in the Washington area, New York City, and San Francisco. In addition, the Park Police's mission sprawls into other jurisdictions, including non-park federal compounds and neighboring jurisdictions, through cooperative agreements and understandings.

The Panel addressed the basis for the Park Police’s mission, its relationship to the missions of the other law enforcement entities, and the extent to which its mission goes beyond that of NPS. These are discussed in detail in Chapter 2. In brief, the Panel found that:

- The statutory and regulatory basis for Park Police activities is broad and extensive; the Panel found no significant Park Police activities that go beyond these far-reaching authorities.
- Almost all Park Police activities take place in areas of concurrent jurisdiction where other law enforcement entities, ranging from the FBI to local police, share similar authorities and responsibilities. The Park Police relies on these organizations for many services, such as detention, prosecution, adjudication, and trial, as well as assistance in policing, investigations, and emergency services.
- About 15 percent of Park Police activities and its staffing and financial resources are devoted to activities that extend beyond the NPS’ mission. Many, such as presidential and dignitary protection and drug enforcement operations, often are extraneous to the park service mission. To be sure, these activities are important and prominent, but park superintendents increasingly view them as draining police resources from their parks.

The sprawling nature of the Park Police’s mission can be attributed to the broad statutory authorities covering multiple jurisdictions, its assignment to three NPS regions and multiple parks, and its practice of providing non-reimbursable services to others. The sprawl is further compounded by the lack of explicit statements of mission priorities—whether at the park or region level, within the Park Police organization, or from NPS or the department. Left to its own devices, the Park Police will continue to act on a more open-ended mission statement. The organization’s management must curb this tendency. Clear priorities must be established throughout the organization, and mission prioritization should start at the top. **Therefore, the Panel recommends, as a first step, that the secretary of the Interior, in conjunction with the director of the National Park Service, clarify the mission, responsibilities, and priorities of the Park Police.**

The Panel developed its own set of mission priorities that it strongly recommends to the Interior secretary and NPS director. These priorities and their rationale are:

- **The Park Police mission should increasingly focus on Washington, DC, as the nation’s capital, and on its surrounding areas. Priority should be given to the safety and assistance of park visitors, the protection of resources, particularly monuments, memorials, and other national treasures, from damage and terrorism, and the management of special events and demonstrations.** The large number of visitors, the significance of the national monuments, the importance of special events, the preservation of First Amendment rights, and the potential threat of terrorism give this area preeminence.
- **The National Park Service should work with its park superintendents in New York and San Francisco to transfer USPP’s current responsibilities in these locations to**

park rangers. These should include USPP activities at the Statue of Liberty and Ellis Island, Gateway National Recreation Area, and Golden Gate National Recreation Area, except for the Presidio Trust. Certain Park Police activities are lower priority and distract its leadership. Responsibilities were assigned to the New York and San Francisco field offices in the 1970s when the commissioned park ranger force was limited and inexperienced. However, these conditions no longer prevail and there are ample reasons, including mission characteristics and superintendent preferences, to reconsider these responsibilities. Park Police services at the Presidio Trust are less problematic because they are fully reimbursable and do not drain Park Police resources and staff.

- **USPP and NPS should work toward joint operations and involving state and local police forces in patrolling major commuter parkways, investigating accidents, controlling traffic and parking enforcement, and providing neighborhood policing services. The long-term goal should be to transfer or contract out these activities, whenever possible, to state and local jurisdictions.** Park Police operations in the Washington area would also benefit from more explicit mission priorities. Candidates for reduction or less emphasis include traffic and parking enforcement, where revenues go to local jurisdictions. Changes in reimbursement policies appear warranted for activities that are of little or no benefit to NPS, such as presidential and dignitary protection and escort duties. These changes would cause organizations to reconsider their demand for Park Police services. The Panel's consideration of mission priorities strongly influenced its recommendations on reimbursement in Chapter 3.

ENHANCING LEADERSHIP AND ACCOUNTABILITY

Responsibility and accountability in the existing NPS and Park Police organizational structures are fragmented. Although park superintendents are nominally responsible for law enforcement in the parks, their effectiveness in that role is under review. A recent study of the park rangers recommended strengthening their law enforcement accountability. The secretary of the Interior has directed the Interior inspector general to review the department's law enforcement organizations. Communications between the Park Police and park superintendents are limited, and joint management plans designed to reach agreement on law enforcement needs and priorities are almost totally neglected.

Several different approaches can be taken to enhance leadership and improve accountability for the Park Police mission and activities. Greater interaction is needed between the Park Police and park superintendents, its principal clients. Closer linkages between the Park Police and the National Capital Region also are essential given the significance of the capital's special events and demonstrations, as well as NCR-provided administrative and facility support. At times, the Park Police mission transcends individual park and NPS interests. This requires direct communication at the departmental level and with other federal agencies. The greatest opportunity to improve accountability, increase cooperation, and promote better communications seems to be a shortened chain of command. **Therefore, the Panel recommends that the Park**

Police chief be subordinated to the director of the National Park Service, rather than the director of the National Capital Region.

The Panel recognizes that this type of organizational restructuring can be difficult and complex to implement. If that proves to be the case here, the Panel would strongly urge that NCR become more responsive and accountable for the Park Police's management and performance. The Park Police should assume increased responsibility and accountability for resource management and workforce planning, but NCR's oversight and managerial support would be critical. In addition, NPS must immediately invest in the competencies that the Park Police requires for these tasks. Skills in financial management, personnel planning, equipment acquisition, and technological planning are essential for a Park Police of the future. The next chief will require immediate support in these areas until the organization develops the in-house competencies and personnel to implement the Panel's recommendations. For these reasons, **the Panel recommends that executive search firms, such as the Police Executive Research Forum and the International Association of Chiefs of Police, be used to identify candidates for Park Police chief who not only have law enforcement credentials and experience, but also have a strong managerial background and demonstrated leadership capabilities.**

IMPROVING FINANCIAL MANAGEMENT

Chapter 3 focuses on resource and financial management, including budget development and execution, equipment acquisition, and technology integration. Substantial improvements are needed for these functions. Specifically, the Panel found that:

- Park Police spending has increased significantly over the last thirteen years, and growth has accelerated over the last three.
- Accounting for much of that growth were increases in the annual pension payment and average benefits due to the shift to the Federal Employees Retirement System. Yet there also was significant real growth in personnel compensation, including overtime, travel, and other expenses, more so than in other NPS budgets.
- Park Police spending exceeded approved planning levels, primarily in the Washington area. Increases in pension funding, personnel compensation, and overtime exceeded planned levels. Excluding overtime funding from reimbursement for unplanned events, overtime spending remained 60 percent or more above planned levels for the last two years.

An essential first step toward improved financial management is the development of a comprehensive, unified USPP budget. A highly decentralized budget process, myriad funding sources, and a geographically dispersed field structure significantly complicate that task. No one in the Park Police, NCR, or NPS controls or monitors total Park Police spending. Nor is there a management reporting process that provides a reasonably comprehensive, unified Park Police budget. Efforts to control and monitor portions of the Park Police budget are not likely to be successful given the multiple funding sources available and the fungibility of resources.

The Panel therefore recommends that the Park Police, in conjunction with NPS and within the current NPS appropriation account structure, develop a unified, integrated and comprehensive Park Police budget. It should include estimates for all costs, both operating and construction or rehabilitation, and funding from all sources, whether appropriations, user fees, other reimbursements, or emergency law and order funds. This budget should be provided to and monitored by the Park Police chief, the Park Service, Interior, and Congress.

NPS budget development is a highly decentralized process, building up from individual parks through the 7 regions to NPS headquarters. It does not work well for a centralized organization like the Park Police, which operates in multiple parks in 3 NPS regions. The Park Police budget development process should provide a vehicle for developing security plans for individual parks and improving communications between park superintendents and the Park Police on security and law enforcement issues. **The Panel recommends that Park Police components, in conjunction with the superintendents of the parks they service, develop and submit their budgets to the Park Police chief. In turn, the chief should submit a unified USPP budget proposal to the NPS director.**

One strength of NPS' decentralized budget system is clear financial accountability for budget execution. Park superintendents receive budget allotments early in the fiscal year and are expected to manage their parks within that allotment. This helps to control aggregate spending and maintain fiscal discipline. NCR provides similar budget allotments to the Park Police in the Washington area and to its New York and San Francisco field offices. However, these allotments are frequently delayed beyond the start of the fiscal year and do not include substantial reimbursable resources. The Park Police chief currently has little oversight or control over the allotment or use of budgetary resources for the field offices. In contrast, Park Police headquarters maintains and controls appropriated resources for the Washington area; component division and branch commanders do not receive a budget allotment to operate their commands.

The Panel believes that the Park Police chief should use budget execution as a key management process and distribute funds to major components to foster increased fiscal discipline. **The Panel therefore recommends that the Park Police chief, early in the fiscal year, provide separate budget allotments to major commanders in its field offices and major components that include appropriated funds allotted by the park service, as well as anticipated reimbursements. Major Park Police commanders, like park superintendents, should be expected to operate their commands during the year within the budget allocations. The chief should work with the commanders and park service staff to develop appropriately detailed financial plans to accompany these allocations, including restrictions on the use of selected resources where appropriate and desired.**

The Park Police does not budget separately for unplanned special deployments. It finances the costs of these unplanned events from three different sources: its existing budget, reimbursements from sponsors of non-First Amendment events, and resource transfers from Interior's Emergency Law and Order (ELO) program. The ELO process appears to provide a flexible yet carefully controlled means of funding unanticipated major events. Special deployments for unplanned

events of a non-emergency nature cannot be avoided, but their financial impacts can be better controlled and financed. **The Panel recommends that the Park Police, the Park Service, and Interior continue to use the current Emergency Law and Order transfer process to help fund the special deployment and other costs associated with major unplanned special events. For smaller, unplanned, park-sponsored special events, the USPP should seek reimbursement from the sponsoring park for the additional costs of special deployments supporting the events.**

The Panel believes that similar reimbursement processes can promote cost consciousness among other users of Park Police services and can reduce excessive demands on limited resources and capabilities. This is particularly justified for services clearly extending beyond the NPS mission. Wider application of a cost reimbursement policy would be helpful in mitigating these requests. In particular, the Panel questions the rationale for having the Park Police provide law enforcement advisory services to NPS regions. **The Panel recommends that the Park Police budget for services that extend beyond the park service mission, such as personnel protection, escort duties, and services provided to other federal, state, and local agencies, based on prior experience. The Park Police should provide additional services beyond budgeted levels on a reimbursable basis. The law enforcement advisory services provided to Park Service regions by the Park Police, if continued, should be funded by reimbursements.**

The Panel found that actual spending for equipment over the last three fiscal years has been consistently less than planned in the Washington area. These funds were reallocated to meet other spending needs. Equipment underfunding is especially prominent in the Washington area where the Park Police does not appear to follow approved equipment replacement or maintenance plans for cruisers and other major pieces of equipment.

Because NPS budget development is conducted incrementally, reductions in equipment one year tend to be incorporated into subsequent base budgets. A budget initiative that increases budgetary resources above the base funding level can be proposed to correct past underfunding. Yet this approach would face the gauntlet of other regional and NPS requests and have little likelihood of success during periods of constrained resources. **The Panel recommends that the Park Police develop a multi-year replacement plan for cruisers and other major equipment for the Washington area. This plan should be the basis for developing annual equipment funding requests and allocating approved budgetary resources consistent with overall USPP budget limits and spending priorities.**

The Park Police's annual payment to the DC pension fund has been one of the fastest growing components in the Park Police operating budget, over both the short- and long-term. It has contributed significantly to the difference between actual and planned Park Police operating spending over the last three fiscal years. This annual pension payment is volatile and inherently difficult to project, given that it is based on the number and timing of retirements of officers covered under the Title IV DC pension program. Neither the Park Police nor the NPS can exercise meaningful discretionary control over this annual payment. Congress has recognized the mandatory nature of comparable annual pension payments that the Secret Service makes for its officers covered under the DC Title IV pension program, and that Treasury makes for DC

police officers, firefighters, and teachers. Both are funded through mandatory, permanent indefinite appropriations. Because of the mandatory nature of the Park Police pension payment, **the Panel recommends that the Park Police and NPS work with Congress to reform the funding by shifting it to a permanent indefinite appropriation similar to the current Secret Service's and Treasury's annual payments.**

Law enforcement agencies often provide assistance and exchange law enforcement services on an informal *quid pro quo* basis, rather than through more formal cost reimbursements. The Park Police has numerous understandings and agreements authorizing mutual support for federal departments and with other federal, state, and local law enforcement agencies in the Washington area, New York, and San Francisco. Specific legislated exemptions from local liability laws facilitate the provision of these Park Police support services. Yet multiple and often inconsistent federal, state, and local laws governing indemnification and legal liability have impeded most law enforcement agencies' willingness to respond to requests for law enforcement assistance due to liability concerns. **The Panel therefore recommends that Congress and the legislatures of Maryland, Virginia, and the District of Columbia establish a legal framework for police units in the Washington area that provides for mutual aid in case of emergencies and alleviates the burden caused by indemnification.**

PLANNING THE WORKFORCE

Chapter 4 addresses staffing needs, personnel management, and workforce planning. The Panel found that the Park Police's current processes and practices need substantial improvement. There is significant evidence of staffing shortfalls in patrolling, and the Panel has identified several areas that could go a long way toward rectifying them.

A comprehensive staffing assessment is critically needed. Prior Park Police beat analyses appear reasonably appropriate for patrol activities, but these account for less than 50 percent of sworn officers in the Washington area. The number of specialized units and uniformed personnel in administrative positions is high, and the beat methodology poorly characterizes and addresses needs for these areas. Civil service civilian and guard staffing is also not systematically addressed. **The Panel recommends that a thorough staffing needs assessment based on the Park Police mission, as clarified, be performed. It should examine the balance among patrol activities, specialized units, and administrative assignments. The assessment should use primarily external expertise to ensure its objectivity and credibility, and the results should be addressed through the budget processes recommended in Chapter 3.**

Personnel policies and practices have undermined Park Police staffing levels, adversely impacting performance, including:

- **Recruiting.** Current processes do not provide a steady flow of new recruits to offset attrition or accommodate new tasks. Recruit training consists of a few classes that are frequently postponed or cancelled due to fiscal constraints. A more timely process for recruit accession and training is needed, one that is less susceptible to inadequacies in financial planning and execution. **The Panel therefore recommends that the Park**

Police administratively earmark and separately control an entry training budget. To facilitate more frequent graduations, Park Police recruit training should be accelerated to the first available Federal Law Enforcement Training Center class and/or trained in conjunction with law enforcement rangers, when possible.

- **Supervisory Ratios.** The Park Police has consistently filled higher level vacancies in preference to funding additional entry-level positions. Thus, the number of supervisory-level officer positions has increased disproportionately to total staffing. There is now one supervisory officer for every 2 privates, as opposed to most other police forces that operate at supervisor ratios ranging between 1 to 4 and 1 to 6. Given the higher salaries associated with these supervisory positions, the Panel is convinced that re-balancing the force could support a substantial increase in patrol officers. **The Panel recommends that the Park Police reduce its ratio of supervisory to non-supervisory positions to a level approximating that of other local area police entities.**
- **Civilianization.** The number of officers performing administrative tasks, rather than law enforcement duties, is high. The Panel believes it is excessive. As a general rule, the Panel endorses a policy that has sworn officers only in positions requiring law enforcement training and expertise. There have been some Park Police efforts to increase the use of civilians for dispatcher functions, and its most recent assessment in 1993 identified 51 positions that could be civilianized. **The Panel recommends that the Park Police civilianize positions currently occupied by officers where law enforcement training and experience are not required. This should be done as these positions turn over, and the staffing needs assessment can be a vehicle to define specific civilianization goals.**
- **Law Enforcement Staffing.** The Park Police currently uses a mix of sworn officers and unarmed guards for facility protection, though both the number and capabilities of the guard force appear to have declined in recent years. At the same time, the Park Police is planning to hire additional contract guard personnel, primarily to operate detection equipment being installed at several monuments. With terrorism being accorded a higher priority, and less than adequate security coverage being provided for several important national monuments, the Panel believes the Park Police needs to increase its protection of these resources. It needs to re-think its strategy of monitoring deployed sensors, maintaining a physical presence, and responding to the potential for both individual or multiple terrorist incidents that could threaten these facilities and their visitors. **The Panel recommends that the Park Police change its law enforcement staffing mix to add armed security patrols with duties that are more limited than those of sworn officers to the current mix. This professional security patrol force, composed of government employees, possibly under contract with GSA, should provide full-time security services at critical park facilities, including historic national memorials, monuments, and other treasures.**

The Panel found that the Park Police needs processes for managing workforce acquisition, development, and performance. This is a major undertaking that requires a career staff focused on recruiting, training, career development, promotion, retirement, and attrition. As with other

areas, the Park Police has taken initial steps in this direction, but there is little indication that its operational managers are actively engaged in these aspects of workforce planning and management. **The Panel recommends that the Park Police establish a workforce planning and management system that addresses all aspects of human resources management, including attrition, recruitment, and training of officers and civilians.**

CONCLUDING COMMENT

The Park Police force is composed of highly dedicated and motivated officers with a commendable history and record of accomplishments. Yet Park Police management and leadership difficulties are compelling, and remedial action is imperative. The Panel believes that its recommendations will go a long way toward improving the Park Police through clarifying its mission, strengthening its leadership and accountability, and improving its financial and workforce management.

CHAPTER 1 INTRODUCTION

The Department of the Interior's Fiscal Year (FY) 2001 Appropriations Act established a separate appropriations account for the U.S. Park Police (USPP), within the National Park Service's (NPS) operations account. In its conference report,¹ Congress expressed concern that USPP's budget had grown by nearly 80 percent above inflation since 1987, an increase that was comparatively larger than other NPS operations and Department of the Interior (DOI) accounts. Congress also was concerned about requests to fund items already financed in prior years. To improve accountability and oversight, the conference report imposed specific funding limitations and management controls, including a detailed review and approval of USPP financial plans for FY 2001.

Additionally, those overseeing the Park Police raised concerns about mission creep, and specifically that USPP's scope of activities may have grown unreasonably or extended beyond its mission and Congress' intent. In light of these circumstances, Congress directed NPS to contract with the National Academy of Public Administration (the Academy) to conduct an independent review of USPP's structure and financial plan. DOI contracted with the Academy in January 2001 to conduct this study, which addressed four principal areas:

- whether USPP's goals and missions are in accordance with statutory and regulatory requirements
- current USPP functions or activities that may go beyond NPS' mission or support the functions of other federal, state, or local law enforcement agencies, including USPP costs associated with such activities
- current and projected USPP staffing needs, including the methodology used to develop them
- actual USPP spending over the last three years relative to planned spending, with a focus on specific items including overtime and special deployments, new personnel activities, helicopter operating costs, and equipment replacement

A BRIEF HISTORY OF THE PARK POLICE

The Park Police is the oldest federal uniformed law enforcement agency; its origins date back to the 18th Century. In 1791, President George Washington created "park watchmen" to patrol the Capitol Grounds, the White House, and other nearby politically important buildings. Subordinate to commissioners who supervised the capital city, these watchmen were assigned to other areas of the District of Columbia (DC) as well, including 17 federal reservations.

¹ See Appendix B, Conference Report to P.L. 106-921.

Throughout its more than 200-year history, USPP has adapted to many changes in executive branch organization. The Office of Federal Buildings and Grounds was established in 1802 and made responsible for the park watchmen, an arrangement that lasted until 1849 when they were assigned to DOI, which oversaw the federal lands of the capital. The chief engineer of the U.S. Army assumed responsibility for city administration and policing functions from 1867 until the end of World War I. It was during the late 1800s that the watchmen began to be called Park Police. In 1925, the Office of Public Buildings and Grounds of the Nation's Capital had responsibility for USPP,² but President Franklin D. Roosevelt abolished the office shortly thereafter, and placed its functions under the control of the NPS Director.³ USPP has been an entity within NPS since that time.

As these shifts in administrative control took place, the growth of the nation's capital brought a slow but steady increase in the Park Police's jurisdictional responsibilities and functional authorities. USPP's assigned duties extended beyond the parks to include the entire federal city in the 1880s and as the federal workforce grew and expanded into neighboring jurisdictions, to the parkways, facilities, and park areas adjacent to DC. Cultural events, entertainment, and festivals became a regular presence on the Mall and in area theaters and parks for which USPP had responsibility.

In the 1970s, USPP responsibilities grew beyond the Washington area. At that time, the national park system was still developing its law enforcement capabilities using commissioned park rangers, who were scattered among hundreds of parks and other properties. New York and San Francisco became homes to new national recreation areas, and NPS was responsible for managing them. Given that USPP had the largest concentration of skilled law enforcement professionals in NPS, the Service had it assume the law enforcement functions in these new locations. USPP was already a resource in park areas where criminal incidents required the specialized expertise and investigative skills of an urban police force.

ORGANIZATION AND STRUCTURE OF THE PARK POLICE⁴

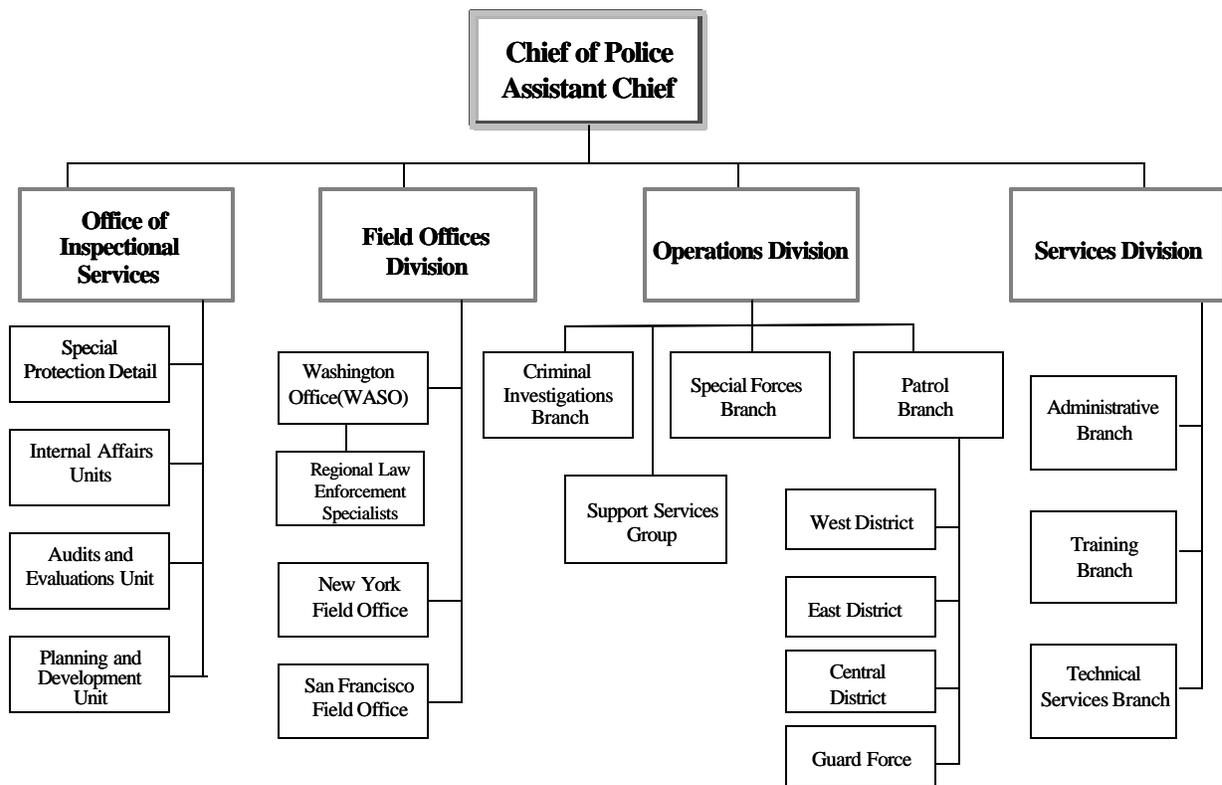
The Park Police is heavily concentrated within the national park system's National Capital Region (NCR). Given USPP's long-standing affiliation with the area, its chief and headquarters are located in the District, subordinate to NCR and its regional director. Chart 1-1 depicts USPP's organizational structure, composed of three major divisions and a staff Office of Inspectional Services.

² 43 Stat. 175

³ DC Code Ann 4-202

⁴ A more detailed description of USPP's organizational structure is provided in Appendix C.

**Chart 1-1
United States Park Police Organizational Structure**



The chief leads the force and is directly responsible for its operations, administration, and management. The divisions include the Operations, Services, and Field Offices Divisions, each of which is managed by a senior Park Police Deputy Chief.

- **The Operations Division** is responsible for operational activities in the Washington area. It consists of the Patrol Branch, the Criminal Investigations Branch, the Special Forces Branch, and the Support Services Group. A major heads each of these.
 - The Patrol Branch is the largest element of the Operations Division and is responsible for patrol in the Washington area. It includes 220 officers, 12 civilians, and 24 non-police guards who work within three geographic patrol districts and a separate guard force.
 - The Criminal Investigations Branch (CIB) is a centralized branch that serves as the investigative arm for crimes in all three districts. It conducts plain clothes and under cover investigations and includes a narcotics and vice unit.
 - The Special Forces Branch (SFB) is composed of 2½ Special Weapons and Tactics Teams (SWAT), an aviation unit, and motorcycle units. It is the principal liaison with the U.S. Secret Service (USSS) on presidential and foreign dignitary protection, performs escort duties, and serves as the focal point for special events, demonstrations, and potential terrorism threats in the Washington area.

- The Support Services Group includes the horse-mounted patrol, K-9 units, the watch commander, shift commanders, and a traffic safety unit.

The more functionally specific units in the Operations Division—Criminal Investigations, Special Forces, and Support Services—have 169 officers and 7 civilians.

- **The Services Division** provides administrative, communications, training, and other technical support services to the force. It has 46 officers and 70 civilians.
- **The Field Offices Division** includes a small Washington-based headquarters that manages the New York and San Francisco field offices. Also, 11 officers—a major and 10 captains—who serve as law enforcement specialists are in this division.
 - The New York Field Office (NYFO) provides most of the protection services for the Statue of Liberty, Ellis Island, and the Gateway National Recreation Area (GNRA) in the New York City area. It has 110 officers and 9 civilians.
 - The San Francisco Field Office (SFFO) provides most, but not all, of the protection services for the Golden Gate National Recreation Area (GGNRA) and the Presidio Trust, a separate government corporation controlling large areas of the Presidio contiguous to GGNRA. It has about 66 officers and 20 civilians.

The chief’s office includes the Office of Inspectional Services, which has 24 personnel and handles internal affairs, audits and evaluations, and planning and development. In addition, the secretary of the Interior’s five-person special protection detail is assigned to and managed within this office.

THE DEPARTMENT OF THE INTERIOR AND NATIONAL PARK SERVICE

Prior to 1976, no statutory language explicitly addressed DOI’s ability to enforce criminal laws. That year, the General Authorities Act of 1976 authorized the secretary to designate officers and employees to exercise this law enforcement responsibility.⁵ In turn, the secretary gave authority to the NPS director who identified “all officers of the United States Park Police and all other employees of the National Park Service who possess law enforcement certification” as law enforcement officers.⁶ The act limited the secretary’s ability to delegate NPS’ federal law enforcement responsibilities to state and local governments. At the same time, it explicitly encouraged federal cooperation in enforcing state and local laws and ordinances in park areas; it authorized the secretary to provide, wherever possible, for concurrent jurisdiction over parklands with state and local law enforcement entities.

The secretary exercises responsibility for Interior’s law enforcement function through a staff component located in the Office of the Secretary. The Office of Managing Risk and Public Safety establishes policies, procedures, standards, and coordination among the numerous offices that have law enforcement activities. This small office provides and communicates departmental

⁵ 16 U.S.C. 1a-6(b)

⁶ 41 F. R. 44876

policy on these activities through the department manual, and oversees the department's law enforcement components. However, it has no specific operational role or responsibility for law enforcement activities.

Other Interior offices also have law enforcement responsibilities. These include commissioned NPS park rangers who carry out policing functions in most national park areas, as well as officials in the Bureaus of Indian Affairs, Land Management, Reclamation, and the Fish and Wildlife Service. Given the diversity of law enforcement environments and the department's decentralized structure, most police officers and functions are closely integrated into their respective bureaus' organizational substructures, whether at regional, state, land management area, or park levels. As a result, officers and functions tend to be subordinated under bureau officials who have responsibilities that go well beyond law enforcement. USPP is an exception to this department-wide approach in that it is a single organization subordinate to NCR. USPP components serve a significant number of area or park superintendents. These superintendents are subordinate to regional directors in Washington, Philadelphia, and San Francisco; yet Park Police components report directly to the USPP chief.

THE ACADEMY

Established in 1967, the Academy is a nonprofit, congressionally-chartered institution, that provides independent advice and counsel on making government work better. Its studies have helped federal, state, and local agencies achieve new levels of effectiveness. The Academy's unique resource is its membership, more than 500 elected fellows who have distinguished backgrounds and diverse experience at every level of government. The Academy maintains a core professional staff that is augmented by consultants recruited for their superior qualifications to contribute to specific projects. Panels composed of Academy Fellows and other invited experts direct project activities. Appendix A provides a list of the Panel members who conducted this study, as well as the staff who participated in it.

METHODOLOGY

Both Academy Fellows and specialists knowledgeable in law enforcement activities composed the Panel that oversaw this study. The Panel held several meetings to hear from the key participants in Park Police management and oversight; approved project methodologies and workplans; reviewed major issues; and considered and approved recommendations. The Panel and staff provided periodic status reports on the study's progress to DOI, NPS, USPP, and congressional staff.

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

The approach to this study entailed:

- a comprehensive search of materials related to USPP, its history, missions and functions, current activities, and those of comparable law enforcement organizations. These documents included GAO, executive branch, DOI, NPS, and congressionally directed studies. Three particularly helpful reports dealt with law enforcement in the national park system: two internal studies conducted by the Park Police and the park rangers, and a study prepared by the International Association of Chiefs of Police (IACP) focusing on commissioned park rangers.
- a review of the statutory and regulatory basis for the missions of NPS, USPP, and law enforcement organizations with similar duties and responsibilities. This analysis assisted the consideration of alternative policing roles and missions and the allocation of functions among agencies.
- a detailed examination of NPS and USPP budgets, performance plans, annual reports, and similar materials. These offered insights into USPP's roles, missions, resources, and capabilities.
- in-depth interviews with USPP officials, park superintendents, and NPS regional officials involved with park policing activities, finances, and support. Representatives from USPP's division, branch, and district components in the Washington area were interviewed, as were selected individual officers. Site visits to Philadelphia, New York, and San Francisco yielded interviews with park police components, commissioned park rangers, park superintendents, and regional staff.
- interviews with Washington area law enforcement entities to understand cooperative relationships between them and the USPP, approaches to managing issues of common interest, and the balance of cross police servicing, though no attempt was made to price the costs and benefits of these exchanges. The U.S. Capitol Police, USSS, Washington, DC Metropolitan Police Department (MPD), and Fairfax and Prince George's County Police Departments were among the groups contacted.
- a staffing analysis of positions, full-time equivalent employment, vacancies, and accessions, and review of USPP's methodologies to construct and allocate its workforce. Interviews helped to ascertain the impact of staffing on mission accomplishments and shortfalls. The Academy previously developed a methodology to estimate resources and staffing in other agencies; a modified version was used to examine Park Police staffing needs in selected areas. Using interviews and comparisons with other law enforcement entities, staffing profiles were developed for Park Police needs and capabilities.
- an extensive analysis of budget data on the projected, approved, and actual sources of USPP funding. Spending trends were analyzed, and the budget development and projection methodologies evaluated (when available), which served as a basis for assessing possible changes in methods and processes.

The Park Police has the reputation of being a professional law enforcement agency with qualified, well-trained, and dedicated officers and civilians. Further, it has outstanding

capabilities in many areas for which it is well-known and highly regarded. The research conducted for this study generally supports these views. At the same time, this study was not intended to be a comprehensive evaluation of USPP's effectiveness in carrying out the full range of its law enforcement activities. It focused on missions, finances, and staffing.

CHAPTER 2 U.S. PARK POLICE ROLES AND MISSION

Congress directed NPS to contract with the Academy to:

- evaluate the Park Police mission and goals relative to statutory and regulatory requirements
- assess USPP’s mission vis-à-vis other federal, state, and local law enforcement agencies, including a review of the extent to which USPP is involved in supporting law enforcement functions extending beyond NPS’ mission, and the estimated costs associated with them.

This chapter describes the statutory and regulatory basis for the Park Police’s goals and activities, including its geographic and jurisdictional scope, and the priorities associated with its mission. Also discussed are crime trends and enforcement patterns and USPP’s subordination and accountability within the NPS organizational structure.

STATUTORY AND REGULATORY BASIS FOR PARK POLICE ACTIVITIES

As noted in Chapter 1, the Park Police trace their origins to 1791 when President George Washington established “park watchmen.” In the 1880s, these watchmen began to be called park police and were given the same duties and powers as the DC metropolitan police.⁷ Their jurisdiction expanded to include DC public squares and reservations and, later, the DC Code defined their urban police functions.⁸ This longstanding USPP-DC affiliation is further reflected in personnel legislation. Until passage of the Federal Employees Retirement System (FERS) in 1986, the DC Government’s pension plan—not federal plans—covered USPP officers. Even today, most senior officers remain under the DC government retirement system.

Congress officially designated the United States Park Police in 1919.⁹ Its geographic jurisdiction was originally confined to DC. In 1930, however, responsibility for the George Washington Memorial Parkway was added.¹⁰ A 1948 law directed that:

on and within the roads, parkways, and other Federal reservations in the environs of DC over which the United States has, or shall hereafter acquire, exclusive or concurrent criminal jurisdiction, the several members of the United States Park Police shall have the power and authority to make arrests for the violation of any law or regulations issued pursuant to law.¹¹

⁷ 21 Stat. 405

⁸ 4 DC 201; 22 Stat. 243, 41 Stat. 364

⁹ 41 Stat. 364

¹⁰ 46 Stat. 482

¹¹ 62 Stat. 81, PL 80-447

In 1970, the “environs of the District of Columbia” were further defined to include, “Arlington, Fairfax, Loudoun, Prince William, and Stafford Counties, and the City of Alexandria in Virginia, and Prince George’s, Charles, Anne Arundel, and Montgomery Counties in Maryland.”¹² It was noted that without 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.”¹³

Throughout most of its history, the Park Police’s focus on land and building protection derived from its broader resource protection and personnel safety missions. Its presidential protection authority comes from the authority given to the USSS director to request the assistance of other government departments and agencies.¹⁴ USSS has regularly relied on the Park Police to perform protection-related functions, including escort, surveillance, and security. The Presidential Protection Act of 1976¹⁵ expanded this authority to cover visiting dignitaries, and a 1986 law authorized the Department of State to request similar assistance for protection of foreign missions and officials.¹⁶

The National Parks System General Authorities Act of 1970 spelled out NPS responsibilities. It provided that: “...the National Park Service...is to conserve the scenery and the natural and historic objects and wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”¹⁷ The Park Police’s overall mission—“to protect visitors to and the resources of the national park system”—derives from and is compatible with the larger NPS mission. Section 8.3 of NPS Management Policies 2001 amplifies on the law enforcement mission and states that the objectives are the prevention of criminal activity, the detection and investigation of criminal activity, and the apprehension and successful prosecution of criminal violators.

This NPS authorities statute¹⁸ does not differentiate between the secretary of the Interior’s responsibilities for urban Park Service areas, and the more expansive rural national parks. Rather, its intent with respect to park law enforcement activities is to provide for the safety of visitors and the preservation of the historical and natural assets. In addition, statutory language explicitly encourages the secretary to share law enforcement responsibilities with other federal agencies and state or local jurisdictions that have similar roles in federal domains.

As NPS-designated law enforcement officers, the Park Police is authorized to exercise powers throughout the national park system, even though its mission and activities are concentrated in urban environments. At times, various USPP activities appear to extend beyond NPS’ mandate or fit with differing degrees of compatibility within it. Some, such as White House protection and traffic control along Washington’s parkways, are the historical legacy of more than 200 years of USPP development and activities. Others, like drug enforcement, community policing,

¹² PL 91-383; DC Code Ann 4-208

¹³ DC Codes 4-206 and 4-208

¹⁴ PL 90-331

¹⁵ PL 94-524

¹⁶ 22 USCA 4801-05; P.L. 99-399.

¹⁷ P.L. 91-383

¹⁸ 16 USC Sec. 1a-6

and counter-terrorism facility protection, are the result of recent presidential directives, changes in policing concepts, and local initiatives.

The Park Police's community policing activities stem from law enforcement's increased emphasis on community outreach and prevention duties. Having received presidential sponsorship and encouragement, USPP actively engages in drug prevention training in DC. Indeed, officers located there have increasingly performed the same and diverse level of work as any urban police department. Public policy has similarly encouraged USPP to foster partnerships with state and local law enforcement entities, and regional task forces. In addition to park visitor assistance, USPP provides emergency support for those in need. USPP has more than 65 agreements with surrounding jurisdictions, obligating it to provide assistance to varying degrees; many of these agreements have reciprocal commitments.

New York City's GNRA and San Francisco's GGNRA were established in 1972.¹⁹ At the request of the NPS regional director, and with the headquarters' concurrence, the Park Police assumed law enforcement and security responsibilities at GNRA and established a New York field office. A memorandum of understanding between GNRA's regional director and the NCR director implemented this arrangement. A similar process created a San Francisco field office to provide security and protection for GGNRA. Both field offices began to staff these two areas in 1974. In 1996, after the Department of Defense transferred the property to NPS, the Presidio Trust Act directed USPP to police San Francisco's Presidio. Following the World Trade Center bombing in 1993, responsibility for protecting the Statue of Liberty and Ellis Island also shifted from commissioned rangers to USPP.

Additional statutory authorities and responsibilities reflect the Park Police's geographical expansion. Language extending concurrent jurisdiction to USPP is frequently incorporated in state and city statutes. For example, the State of Maryland, the Commonwealth of Virginia, and the City of San Francisco have conferred peace officer status upon USPP officers.²⁰ New York gave them limited powers in 1982,²¹ and expanded their power to full police officer status 13 years later.²² In 1999, New Jersey gave them arrest authority.²³

Recent presidential guidance has emphasized counter-terrorism protection activities, a major concern in the monument-rich areas of Washington and New York where the Park Police is heavily concentrated. Executive Orders and other guidance, such as President Clinton's Presidential Directive 63 ordering a review of critical infrastructure protection, have provided explicit mission guidance to NPS and USPP. In response, the Park Police has sought staff and resources increases for related activities. Also, NCR is adding closed circuit televisions, alarms, and screening systems at 6 key memorials. USPP's central district will monitor the televisions and sensors at these locations and use its existing patrols to respond to alarms and to investigate suspicious activity.

¹⁹ P.L. 92-589 and P.L. 92-592

²⁰ Code of Virginia 19.2-12, Md. Code Article 27, Section 594B, and California Penal Code 830.8(B) & (C)

²¹ Section 140.25, 2.15, and 2.2 New York State Criminal Procedure Law; Section 35.30 New York State Penal Code

²² NY Criminal Procedure Law 2.15.9; 2.20.1(d),(e),(g); 140.25,1(b)

²³ New Jersey S-160 Section 2A: 154-5 of New Jersey State Criminal Justice Code

Protests at the 1999 World Trade Organization meeting in Seattle led the Park Police to prepare for similar disruptions in the future. It upgraded its personnel and demonstration control equipment in anticipation of potentially disruptive protests during the 2000 World Bank and International Monetary Fund meetings in DC. USPP was also asked to provide facility protection at other locations, such as Philadelphia where it helped protect the Liberty Bell and Independence Hall against threats of attacks during the 2000 Republican National Convention.

PARK POLICE ROLES AND MISSION

The Park Police's roles and mission derive from the authorities described above and in Chapter 1. They are similar to the law enforcement functions that commissioned park rangers perform throughout the rest of the national park system.

Core Functions

Most Park Police activities involve normal park ranger and traditional police responsibilities, such as:

- citizen service, protection of persons, and public safety duties
- traffic, parking, and pedestrian control
- presence and surveillance in public park areas
- protection of park property and park visitors' personal property
- responding to complaints and community concerns regarding personal injury, property loss, and inconvenience
- investigation of crimes and apprehension of those suspected of crimes

The Park Police performs these activities largely through routine patrols, whether by car, motorcycle, horseback, or foot.

The activities listed above can be characterized as "core" Park Service activities in which USPP and park rangers have a shared vision and similar values. There are, however, some differences in emphasis. For example, traffic management in USPP's urban environments proves demanding with the volume of traffic and parking activities being particularly burdensome in the Washington area. The Park Police estimates that nearly \$5.2 million in violation revenue accrue to the local municipalities that handle the related prosecutions and adjudication. Yet neither the federal government nor the Park Police collects any of this revenue, not even reimbursement for overtime costs for court appearances. In contrast, park rangers, who predominate in rural areas, have fewer traffic control violations, but report much higher incidents of resource violations, such as those associated with fishing and hunting.

In the Washington area, the Academy staff, based on Park Police data, estimates that USPP, exclusive of supervisory and support functions, spends nearly 32 percent of its operational workyears on core functions. As shown in Table 2-1, facilities and visitor protection accounts for about 16 percent of police workyears, traffic and parking enforcement for 11 percent, and

emergency services a little under 5 percent during calendar year (CY) 2000. The vast majority of these activities are performed on park lands, though some USPP emergency services, particularly helicopter medevacs, go beyond park boundaries.

Table 2-1
WORKYEARS BY FUNCTION, CY 2000
OPERATIONS DIVISION, WASHINGTON AREA

	<u>Workyears*</u>	<u>Percent*</u>
Facilities Protection	39	8.5
Visitor Protection	34	7.4
Emergency Services	23	4.9
Traffic Control	40	8.5
Parking Enforcement	<u>11</u>	<u>2.5</u>
CORE FUNCTIONS (Subtotal)	147	31.8
Presidential Protection	17	3.6
Foreign Dignitary Protection	7	1.6
Secretary of the Interior	3	0.6
Escorts	5	1.1
Special Events	28	6.1
Counter Terrorism	<u>26</u>	<u>5.5</u>
SPECIALIZED FUNCTIONS (Subtotal)	86	18.5
Drug Enforcement	28	6.0
Drug Education	4	0.8
Investigations	<u>34</u>	<u>7.3</u>
URBAN FUNCTIONS (Subtotal)	65	14.1
Supervisor	64	13.8
Other, reports, court, training, etc.	<u>101</u>	<u>21.9</u>
SUPERVISORY/OTHER (Subtotal)	165	35.6
TOTAL WORKYEARS	463	100

* Numbers may not add due to rounding

Source: U. S. Park Police

Specialized Functions

The Washington area Park Police supports specialized functions that usually go well beyond typical urban police and park ranger functions. This reflects Washington's unique status as the nation's political and governmental center. Such activities include protection functions associated with the president, foreign dignitaries, and the secretary of the Interior; the escorts that accompany their movements and motorcades; special event and demonstration functions; and counter-terrorism efforts. These specialized functions accounted for approximately 19 percent of Washington area USPP workyears in CY 2000. Some, such as special event support, are

comparable to events in other, primarily urban parklands. Yet the magnitude and significance of those in the nation's capital make comparisons difficult. Still others, like counter-terrorism functions, are similar to other resource protection activities, but with a different purpose and intensity; they also can be more manpower intensive.

Many USPP activities in the Washington area go, to varying degrees, beyond formal NPS jurisdictional boundaries or responsibilities. The most visible are the protective services provided to the president, foreign dignitaries, and the secretary of the Interior. These and other activities include:

- presidential and diplomatic escort details in the Washington area
- presidential and dignitary protective motorcades to Camp David and Andrews Air Force Base when weather precludes transportation by helicopter
- USPP helicopter surveillance of roof tops and routes for presidential and dignitary travel
- a full-time protective detail for the secretary of the Interior
- support for the Department of Agriculture's Beltsville Agricultural Research, the Food and Drug Administration, USSS' Rowley Center, Arlington National Cemetery, and other, mostly federal activities in the Washington area,
- drug abuse education support in DC and some parts of Maryland
- drug and related criminal investigations
- police support to the Olympic venues in Atlanta²⁴

Some specialized functions are associated with demonstrations, including those covered under the First Amendment right of peaceful assembly.²⁵ These events may have a few demonstrators or hundreds of thousands; notwithstanding their size, extensive Park Service regulations prescribe locations, parade routes, hours of activities, and even the type of placards and signs. Courts have consistently upheld NPS regulations governing these assemblies and it is USPP's responsibility to enforce them uniformly and fairly, both for political demonstrators and counter-protesting groups. The Park Police has generally had an outstanding record in achieving these goals.

In the Washington area, the Park Police estimates that it spends approximately 6 percent of its time on special events and nearly as much on demonstrations. Given the scope of this study, the time devoted to events and demonstrations is considered a critical USPP mission. However, some of the time spent on special events and demonstrations almost certainly pertains to activities that fall outside Park Service jurisdiction, just as some escort duties occasionally involve important park visitors. The Park Police data are not sufficiently refined to account for all these nuances, but they provide a reasonable measure of Washington area tasks. The Special Forces Branch, motorcycle, and horse-mounted patrols, which bear primary responsibility to

²⁴ The Park Police originally responded to a USSS request to provide policing support for the upcoming Salt Lake City Winter Olympics in 2002, but made no formal commitment to participate pending the availability of funds.

²⁵ The First Amendment provides that "Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances."

police the larger special events and demonstrations in the Washington area, account for the largest portion of this time.

Urban Functions

NPS and the secretary of the Interior have no specific statutory responsibilities for a policing mission, aside from the generic protection of visitors and park resources. However, the DC Code places additional responsibilities on USPP for policing throughout the Washington area. In addition, the urban environment in which the Park Police operates is different from other park areas. For example:

- USPP handles more than 80 percent of violent crimes in the park system and, except for larcenies and thefts, more than 50 percent of serious property crimes.
- Greater criminal investigative work is involved in urban areas, more so than in other park areas.
 - USPP handled more than 75 percent of the 350 assault cases taking place in national parks in 1999; the three Washington area districts had over two-thirds of them. However, USPP assault cases in the Washington area accounted for less than 2 percent of the total.
 - Comparisons with similar serious crime incidents—homicides, sexual assaults, motor vehicle theft, and robberies—yield similar patterns among USPP jurisdictions, and other NPS areas. The frequency of Park Police involvement in these crimes is much greater compared to park rangers.
- USPP accounts for a large percentage—over 20 percent—of drug arrests in DC and is responsible for nearly half of total Park Service drug arrests.

In the Washington area, USPP estimates that it spends about 14 percent of its time, or about 65 workyears, on urban crime-related duties. About 7 percent is for investigations, a task that covers park and non-park activities. Slightly less than 7 percent is spent on drug enforcement and drug education activities. The Park Police's CIB expends considerable amounts of time on these urban policing missions. In addition, district patrol units and personnel are diverted to these tasks as needed.

Table 2-2 summarizes Park Police data for incidents in which it was involved that fell outside NPS jurisdiction from CY 1996 to 2000. Some incidents undoubtedly reflect criminal activities that individual officers encountered outside normal duty hours or beyond park boundaries, yet a more detailed breakdown is not available.

Table 2-2
PERCENTAGE OF TOTAL INCIDENTS OUTSIDE NPS JURISDICTION,
TOTAL AND BY TYPE, CY 1996-2000*

	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>
TOTAL	10	11	13	15	12
Violent Crimes	13	14	17	14	12
Property Crimes	4	4	4	4	3
Non-Indexed Crimes**	12	15	14	17	12
Traffic/ Other	10	11	12	14	13

* Numbers may not add due to rounding

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

Source: U. S. Park Police

CRIME TRENDS AND ENFORCEMENT PATTERNS

The pattern of violent personal and serious property crimes taking place within Park Police jurisdictions generally mirrors the downward trend experienced throughout the United States. Nationwide, crimes in both categories have fallen consistently over the last eight years, down almost 45 percent in each category.²⁶ Table 2-3 depicts indexed violent and property crimes during selected years for USPP operations in the Washington area. These serve as an input to national uniform crime reporting. The table also includes non-index crimes and other incidents that USPP units handle.

²⁶ Dept. of Justice, Bureau of Justice Statistics, National Crime Victimization Survey, June 2001.

Table 2-3
SUMMARY OF USPP INCIDENTS: CY 1986-2000 (SELECTED YEARS)
WASHINGTON AREA

	<u>1986</u>	<u>1989</u>	<u>1992</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>
Violent Crimes, Total	504	499	540	385	300	311	299	265
Homicide	4	4	10	5	3	1	1	1
Rape/ Sodomy	39	37	16	6	6	7	6	5
Robbery	195	142	154	107	92	73	89	57
Assault	266	316	360	267	199	230	203	202
Property Crimes, Total	898	913	795	777	661	536	416	409
Burglary	80	102	53	37	38	38	25	27
Larceny/ Theft	690	766	711	694	590	470	358	356
Vehicle Theft	125	41	30	40	29	22	25	18
Arson	3	4	1	6	4	6	8	8
Non-Index Crimes Total	N/A	5,915	8,323	10,336	9,913	9,642	8,382	8,089
Vandalism	402	328	157	192	166	282	184	134
Weapon Offense	277	306	232	236	170	136	132	123
Drug Offense	1,604	1,917	1,614	1,847	1,589	1,852	1,960	1,582
Disorderly Conduct	729	912	622	585	477	384	325	344
Traffic/ Other Total	N/A	N/A	40,856	36,203	35,745	31,441	32,388	30,684
Traffic Incidents	N/A	N/A	5,110	4,876	5,711	4,763	4,512	4,813
Vehicle Accidents	3,543	4,164	3,753	3,422	3,337	3,096	3,214	3,197
Service Incidents	N/A	N/A	31,993	27,905	26,697	23,582	24,662	22,734

Source: U. S. Park Police Annual Reports

Table 2-3 shows a more than 45 percent reduction in both violent and index property crimes since 1992, while non-index crimes are at about the same level. The single largest non-index crime is drug offense, which has remained reasonably constant over many years.

Table 2-4 provides similar data for San Francisco and New York City during selected years. Reductions in some serious crimes are apparent, but the comparable trends in NYFO and SFFO are less apparent. Establishing trends for the offices proves difficult because consistent data are not available for prior years. In addition, jurisdictional changes have taken place in both areas, as SFFO began policing of the Presidio, and NYFO assumed responsibilities for the Statue of Liberty.

Table 2-4
SUMMARY OF INCIDENTS, CY 1996-2000 (SELECTED YEARS)
SAN FRANCISCO AND NEW YORK CITY

	SAN FRANCISCO			NEW YORK CITY		
	<u>1996</u>	<u>1998</u>	<u>2000</u>	<u>1996</u>	<u>1998</u>	<u>2000</u>
Violent Crimes, Total	12	47	48	26	52	38
Homicide	1	0	1	3	1	2
Rape/ Sodomy	4	5	6	0	5	3
Robbery	4	8	6	1	2	6
Assault	3	34	35	22	44	27
Property Crimes, Total	332	243	269	178	154	126
Burglary	34	16	15	31	9	20
Larceny/ Theft	277	223	246	139	140	96
Vehicle Theft	11	3	8	6	3	4
Arson	0	1	0	2	2	6
Non-Index Crimes Total	2,440	5,719	4,474	2,144	1,629	1,709
Vandalism	366	279	238	196	198	131
Weapon Offense	84	31	36	111	224	256
Drug Offense	1,013	562	722	222	346	246
Disorderly Conduct	199	219	349	63	100	105
Traffic/ Other Total	4,620	3,920	5,423	5,327	7,694	7,199
Traffic Incidents	1,090	462	1,317	1,694	1,736	2,075
Vehicle Accidents	68	101	149	50	57	79
Service Incidents	3,462	3,357	3,957	3,583	5,901	5,045

Source: U. S. Park Police Annual Reports

These data show the relatively heavy emphasis on traffic and parking enforcement and motor vehicle accidents, which are anticipated in urban areas. Washington area data indicate that the Park Police issued more than 36,000 moving violations and 29,000 parking citations in CY 2000. It also reported on more than 3,000 traffic accidents that year, a statistic slightly below the 1986 level. The Washington, New York City, and San Francisco areas have reported large numbers of other incidents and public contacts, such as lost and found reports, warning and courtesy citations, and disabled vehicle assistance.

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

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

Table 2-5
CLOSURE RATES IN PERCENT ON INVESTIGATIVE-TYPE CRIMES, CY 1986-2000

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

Source: U. S. Park Police

Table 2-5 provides data on closure rates for USPP's three jurisdictions, particularly for crimes that likely require extensive criminal investigative activity. Washington and New York City closure rates have increased significantly over the time period for which data are available.

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

RESPONSE TO KEY CONCERNS

The information provided above helps to answer several of the questions that Congress, NPS, and USPP asked the Academy to address.

Statutory and Regulatory Basis

There is sufficient statutory and or regulatory basis for virtually all current Park Police activities. These activities include:

- park resource protection and visitor safety, based on charges contained in multiple statutes pertaining to the secretary of the Interior and NPS
- urban policing duties, especially those activities assigned by DC Code to USPP, even though they extend beyond authority assigned to the secretary of the Interior
- policing special events and demonstrations and conducting crowd control, effectively derived from USPP's urban police responsibilities and its nationwide park protection authorities
- protective security details and escort duties provided under USSS' authority to request support from other federal departments and agencies
- active participation in drug enforcement and education, community policing activities, and counter-terrorism precautions, encouraged through presidential directives and other public policies
- service to other Washington area federal agencies through USPP's federal status and the additional authority granted by the states and localities in which it operates

The Park Police's mandate is extremely broad and varied. Its statutory base is expansive, and its substantial capabilities in specialized police work, reputation for integrity and professionalism, centralized availability, and comparative sophistication make it an attractive candidate for new assignments. Without mission clarification, this is likely to continue. Resource constraints are making it increasingly difficult to fulfill the full range of new assignments without sacrificing mission priorities.

USPP's Role in Relation to Other Law Enforcement Agencies

Other law enforcement organizations also serve almost all Park Police operational areas. As discussed earlier, Congress has encouraged DOI to move park lands from exclusive to concurrent jurisdiction wherever possible. Most USPP jurisdictions share concurrent jurisdictions with state and local entities for local crimes, and with other federal law enforcement agencies for federal crimes. However, a few areas, most notably the Presidio, remain exclusive federal jurisdictions and require an ongoing federal law enforcement.

Several major law enforcement organizations have capabilities to provide the Park Police mission.

- NPS park rangers have full jurisdictional authority in NPS parklands that USPP now services. In the early 1970s, there were very few commissioned park rangers, but they have grown into a nationwide force of more than 2,000. They have acquired law enforcement skills, capacity, and competence, and developed their criminal investigative capabilities. They increasingly manage complicated criminal cases, and have special teams to handle large crowds and special events.
- USSS is primarily responsible for presidential and foreign dignitary protection. Its large force is very well trained and is concentrated in the Washington area. Although its mission does not extend beyond the protection duties associated with the president and foreign dignitaries, it has the capability to handle most personnel protection and escort duties that USPP now performs.
- The Department of State has developed and expanded its Diplomatic Security Service to protect U.S. personnel, facilities, and foreign dignitaries visiting the United States. Using its rapidly expanding security infrastructure, State could increasingly assume the escort and protection duties that the Park Police now performs for it.
- Other federal law enforcement agencies, most notably the FBI and DEA, have excellent capabilities in the areas of criminal investigations and drug enforcement. The Department of Justice and FBI also have the lead for infrastructure protection and counter-terrorism activities under Presidential Directive 63. For cases involving serious criminal activity, drug distribution, and terrorism, the Park Police already acts as a partner under FBI or DEA leadership.
- State and local police departments have the demonstrated capacity to operate in areas contiguous to Park Police activities. They often assist USPP in emergency situations and when jurisdictional determination is not clear. As shown below, many major local law enforcement organizations have the authority and capacity to provide some current Park Police services:
 - Washington DC's Metropolitan Police Department (MPD) has the most extensive overlap with the Park Police. MPD and USPP together handle many personnel

protection functions and escort duties, as well as joint planning and operations for special events and demonstrations. During last year's International Monetary Fund-World Bank meeting, MPD took the lead; deputized peace officers from neighboring jurisdictions lent support, as did USPP in areas next to the White House and other federal locations. MPD also handles DC homicide cases for the Park Police. DC operates the morgue and, almost always, exercises prosecutorial and court jurisdiction in these cases. Given the widely scattered parks, circles, and squares within NCR, MPD is a regular presence in some park areas, and performs law enforcement functions ranging from presence to investigation and arrest. In cooperation with USPP, MPD is responsible for traffic control on DC streets.

- The New York Police Department (NYPD) provides similar support roles in those areas of GNRA where clear demarcation of jurisdictional boundaries is difficult; where criminal activity extends beyond jurisdictions; and where emergency services and support are required. In the Jamaica Bay area, NYPD regularly services a heavily trafficked boat dock, remote from the rest of the park area, where drug trafficking occurs. It also handled a drowning last year at one of GNRA's Staten Island parks.
- The San Francisco Police Department (SFPD) is one of the smaller urban police forces, and its interaction with USPP is more limited due to the Presidio's exclusive federal jurisdiction. Nonetheless, SFPD supports emergency search and rescue activities in the Presidio and provides broader law enforcement functions in GGNRA's more urban areas, both within San Francisco and those areas adjacent to it. Similarly, the California Highway Patrol covers the Golden Gate Bridge and access routes through the Presidio.
- Other state and local police departments play similar roles in areas of concurrent jurisdiction in Maryland, Virginia, New York, and California. They frequently provide emergency and law enforcement services, including ambulance, fire, search and rescue, criminal investigation, and drug enforcement.

USPP has over 60 formal Memoranda of Understanding or written agreements with many of the law enforcement agencies discussed above, as well as with numerous other federal agencies. These agreements provide for exchanges or policing services, sometimes on a reimbursable basis, and the Academy staff reviewed a large number of them. USPP, for example, assists Arlington National Cemetery with patrols; the latter, in turn, provides fire protection services to the NPS-administered Custis-Lee Mansion on the cemetery's grounds. USPP also has agreed to provide police assistance to the Pentagon, Fort Meade, the Central Intelligence Agency, and the Department of State—all with facilities immediately contiguous to parklands. Other agreements cover support activities—training, communications protocols, and intelligence sharing. In addition, there are numerous unwritten understandings providing for mutual police support and service exchanges. DC, for example, provides services such as detention, prosecution, adjudication, and trial, as well as ambulance and fire services to the parks. Given the wide scope of these agreements and the ad hoc nature of implementation, it was not possible to determine

the aggregate costs, benefits, and balance of these exchanges within the time available for the study. Appendix E contains a listing of the various agreements currently active between USPP and other entities.

Law enforcement organizations usually perform these missions cooperatively, not competitively. Most agencies define their respective areas of jurisdiction over time or through coordination prior to specific events. Sometimes, there are instances of competition among police jurisdictions, but they are occasional and relatively isolated. For example, USPP and park rangers sometimes showed up to support special events simultaneously, unaware that the other would be present. Similarly, USPP's and MPD's aviation units used their respective helicopters to respond to the same request for emergency support.

These examples notwithstanding, multiple law enforcement agencies have authority in almost all areas of USPP operations due to concurrent jurisdiction. USPP, however, is able to exercise federal authority in park areas, as well as state and local authorities in other defined areas. This is an extremely valuable combination that appeals to many departments and agencies—again making USPP an attractive candidate for additional demands.

Functions and Costs of Activities Beyond NPS' Mission

The above discussion provides information useful for identifying activities and estimating the costs of USPP activities that go beyond NPS' mission. Core functions are activities that clearly fall within NPS' mission and account for about 32 percent of USPP operational activities in the Washington area. Special events and counter-terrorism functions comprise about 11 percent. Additionally, the Panel believes that a portion of drug enforcement and criminal investigative functions is directly related to public safety and resource protection in the parks. Including a pro rata share of supervisory, training, and other operational functions, these account for more than 80 percent of Park Police mission-specific activities in the Washington area. Park-related law enforcement represents an even higher percentage of USPP work in New York City and San Francisco.

The Park Police's criminal incident data also can be used to identify offenses falling outside NPS jurisdiction. These data, which cover the Washington area unit and the two field offices, show that these crimes have averaged 10 percent to 15 percent between CY 1996 and 2000. They include a significant number of assaults, drug offenses, and traffic incidents. Some of these offenses are the types that individual police officers might encounter outside their normal duties, when they are required—not merely encouraged—to exercise their law enforcement authority. Still others almost certainly extend into areas beyond Park Service mission and interests. In addition to these incident data, there are other duties, such as personnel protection functions and escort details, that seem to stretch beyond NPS mission and responsibilities. Based on Park Police inputs, the Panel estimates that such activities in the Washington area account for about 20 percent of USPP's operational activities. Again, these would be concentrated in the Washington area, with lower levels expected in New York City and San Francisco.

Thus, these data sources support the observation that a reasonably modest level of USPP activities fall within its authority, yet go beyond NPS' mission and interests. For all locations, the Panel estimates that these activities range from 10 percent to 15 percent, possibly as high as

20 percent. It must be emphasized that this estimate solely reflects activities that appear beyond NPS' mission; it does not judge the validity or efficacy of their performance. Park superintendents or others working with the Park Police focus heavily on these activities and complain that they drain support for park activities. It has become increasingly important that both USPP and NPS develop a more meaningful mutual understanding of the strains that these non-NPS tasks place on their relationships.

PANEL FINDINGS AND RECOMMENDATIONS

The Panel reviewed the Park Police's statutory basis, mission, and activities. It also considered potential mission and organizational changes that could improve Park Police operations and help alleviate past concerns about mission creep, resources, fiscal discipline, and staffing.

Clarifying the Park Police Mission

With respect to Park Police mission, the Panel found that:

- The statutory and regulatory basis for the Park Police mission is exceedingly broad, spanning federal park and non-park assignments and state and local authorities, particularly in the Washington area. This range would stretch the capacities and resources of any police force.
- The range and breadth of activities are extensive and require a vast array of professional competencies. These include resource and visitor protection, sophisticated undercover drug operations, presidential and dignitary protection and escorts, counter-terrorism, traffic and parking enforcement, urban and community policing, and patrol duty. These stretch over some of the most valuable areas and symbolic treasures of America's heritage.
- USPP operates in three widely separated and distinct geographic areas, involving an extensive set of participants. These include three separate NPS regions; a multitude of park areas, superintendents, and site managers; a vast array of federal, state, and local law enforcement venues and officers; and a large number of local political and other officials. These complex relationships can inevitably distract, diffuse, and complicate Park Police interaction with its principal clients and colleagues.
- When combined with the broad scope of the USPP mission, the long-standing cooperation among law enforcement organizations and responsiveness to community concerns encourage a tendency toward mission sprawl. As noted above, activities falling outside normal NPS mission areas account for less than 20 percent of USPP resources or time. In some cases, they can be seen as a highly visible sign that other priorities transcend core functions.

Neither USPP nor its principal customer, NPS, benefits from such diffusion and breadth of mission. In addition, written or explicit guidance on USPP mission priorities is lacking at NPS,

the regions, individual parks, USPP, and individual districts and field offices. As a first step in the process of prioritizing USPP activities, **the Panel recommends that:**

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

Focusing the Park Police Mission

As it examined the Park Police's mission and responsibilities, the Panel became convinced that USPP needs a clear focus for its capabilities and activities. The Panel believes that mission clarification should encompass the following considerations:

- Washington, DC is the historic root of the Park Police, which maintains a key presence there. Most USPP resources and personnel are concentrated in the Washington area, as are its most critical capabilities.
- Safety and service for the millions of visitors to the Washington area are among the Park Police's most important activities. USPP's reputation for assistance and courtesy to park visitors are a source of pride for both the nation's capital and the American people.
- Protecting the nation's many monuments, memorials, and historic landmarks from misuse or abuse, even by well-intentioned visitors, remains a clear priority.
- Park Police management of the thousands of special events in the parks in Washington area venues is a key function derivative of USPP's public service and resource protection responsibilities. These include:
 - major NPS-sponsored events, such as the annual Cherry Blossom Festival, the Fourth of July celebration, and American Folk Life Festival, which draw huge attendance
 - hundreds of other national cultural and entertainment events held on the Mall and at the Sylvan Theater, Wolf Trap, Carter Barron, Ft. Dupont Park, and other venues
 - large numbers of events sponsored by companies, groups, and individuals that require permits and compliance with detailed regulations to maintain the safety and security of the parks and its visitors
- Preserving every American's First Amendment right to demonstrate peaceably is one of the nation's and the Park Police's critical priorities. These events range from huge annual marches, such as those sponsored by right-to-life advocates and million man and million mom causes, to individual protesters. NPS regulations carefully prescribe activities, and USPP provides for consistent application and enforcement.

- The risk of terrorism in the United States is reportedly on the rise and national monuments and memorials are among the most visible and vulnerable targets. They merit extra USPP emphasis.

Therefore, the Panel recommends that:

The U.S. Park Police mission increasingly focus on Washington, DC, as the nation’s capital, and on its surrounding areas. Priority should be given to the safety and assistance of park visitors, the protection of resources, particularly monuments, memorials, and other national treasures from damage and terrorism, and the management of special events and demonstrations.

The Geographic Scope of Park Police Activities

The Panel believes that the conditions and circumstances that led to a Park Police presence in New York City and San Francisco no longer prevail. Alternative approaches to fulfilling these activities should be pursued. The Panel found:

- When GNRA in New York and GGNRA in San Francisco were established, the commissioned park ranger force was exceedingly small and had only begun to assemble a force of sufficient size and competency to handle the policing capabilities needed to serve existing parks. Today, the ranger force has grown to more than 2,000 members, three times the size of the Park Police. It is regarded as a police organization that increasingly handles the full range of law enforcement duties, including search and rescue activities, emergency medical services, and fire suppression and control.
- Commissioned park rangers handle most NPS law enforcement responsibilities, even in such urban areas as Boston, Philadelphia, and St. Louis. They effectively recruit and utilize many seasonal employees as police officers, thereby adjusting to peak visitor workloads. New York and San Francisco area beaches experience these seasonal variations and require many of the types of life-saving and emergency medical skills provided by park rangers.
- Park rangers specialize in the environmental protection of resources, major concerns in GNRA and GGNRA. These areas have ecologically sensitive and geographically perilous terrain, such as Jamaica Bay, Breezy Point, and Great Kills in New York and Muir Woods, Reyes Point, and Ocean Beach in San Francisco. These parks also involve some urban policing functions like traffic and drug enforcement and criminal investigations; these skills fall well within the capabilities of today’s commissioned rangers.
- The Park Police is statutorily mandated to provide police protection in the Presidio’s urban portion, where thousands of people live and where businesses are located, to meet the Presidio Trust’s goal of economic self-sufficiency by 2013. Indeed, the Trust expects that its policing needs will grow as its commercial and residential

development continues. Both the Trust and GGNRA appear to favor an alternative policing arrangement that would have the Park Police handle the Presidio Trust area exclusively and have park rangers pick up additional duties in GGNRA, possibly simultaneously with the growth in Presidio policing.

As noted above, the Panel recommends that the Park Police mission should be focused on Washington, DC, and its surrounding area. It further believes that USPP field offices in New York City and San Francisco detract from this focus and distract leadership and management. **Therefore, the Panel recommends that:**

The National Park Service work with its park superintendents in New York and San Francisco to transfer the U.S. Park Police's current responsibilities in these locations to park rangers. These should include Park Police activities at the Statue of Liberty and Ellis Island, GNRA, and GGNRA, except for the Presidio Trust.

Previously, some park areas had been serviced by park rangers, then transitioned to the Park Police. The Panel believes that gradually reallocating responsibilities would help USPP and its leadership focus on their primary mission. The Panel recognizes that this reallocation cannot, and should not, occur precipitously; it requires careful planning to ensure a smooth and gradual transition. A significant number of personnel would be involved on both sides, as the park rangers would need to recruit and train additional personnel for these assignments. Further, disruption to professional careers and the personal lives of USPP officers should be a consideration in this transition. There are still some park rangers currently serving at the Statue of Liberty under the Park Police; such a reciprocal arrangement may be desirable on a transitional basis.

An in-depth review of park ranger capabilities and a full trade-off study was beyond the scope of this report. Recent NPS and IACP studies of the park rangers, as well as the statements of numerous interviewees, supported the view that policing GGNRA and GNRA are well within their capabilities. Issues of staffing, recruitment, training, and transition will need to be carefully considered, as well as coordination with state and local authorities.

Priority of Other Park Police Activities

In addition to priority activities, the Panel considered other activities currently performed by the Park Police in the Washington area. Although these activities are important, the Panel believes that some of them are secondary and could be de-emphasized. It found:

- MPD and neighboring localities have concurrent jurisdiction in virtually all Washington area park lands. However, this is sparingly exercised. The communities and their citizens benefit substantially from the existence of these parks and the commuter parkways within them, as well as from USPP's assistance and enforcement capabilities.
- The Park Police devotes extensive time and resources to traffic and parking enforcement, detracting from its other priorities. Neighboring jurisdictions receive

considerable revenue from fines and citations, but USPP does not receive any obvious return and, in fact, incurs additional costs associated with trials of these offenses. The DC government has increasingly used civilian personnel for parking enforcement, a capability it could easily extend to parklands.

- Increasingly, local jurisdictions are addressing traffic control on an integrated basis. MPD has accepted this responsibility for DC and Maryland's and Virginia's transportation departments have begun to include NPS parkways that feed traffic unto their roads or provide alternative routes in cases of congestion. These jurisdictions could handle this function, as well as accident reporting and traffic enforcement, in a more integrated fashion.
- It may be more appropriate for local authorities to handle some aspects of Park Police operations, including neighborhood policing, associated criminal investigations, and drug enforcement activities. For example, MPD has established police service areas in district neighborhoods as a means of responding to community concerns and generating a more integrated approach.

The fragmented nature of many Washington area parks makes Park Police enforcement difficult without cooperation with concurrent jurisdiction partners and integrating similar activities. **Therefore, the Panel recommends that:**

The U.S. Park Police and the National Park Service work toward joint operations and involving state and local police forces in patrolling major commuter parkways, investigating accidents, controlling traffic and parking enforcement, and providing neighborhood policing services. The long-term goal should be to transfer or contract out these activities, whenever possible, to state and local jurisdictions.

The Park Police, in comments on this section, noted NPS policies provide that, within park boundaries, NPS will fulfill its law enforcement responsibilities using NPS employees. The highly fragmented parkland and parkway structure of the Washington DC area tends to favor a much more integrated policing approach using joint operations with neighboring law enforcement entities. This approach should be incrementally tested and could well lead to transfer or contracting out selected activities cost-effectively to state and local jurisdictions.

Reimbursing Park Police for Services

The Panel believes that those who receive the benefits of the Park Police operations should shoulder more of the associated costs. It found:

- USSS, the Department of State, and other federal departments and agencies receive significant levels of Park Police services without cost. These services may be a luxury that the Park Police can no longer afford to provide, particularly when they extend beyond the NPS mission.

- Some agencies reimburse the Park Police for such services as helicopter operations and overtime. As discussed in Chapter 3, reimbursement services should increasingly become the norm, rather than the exception, in light of the demands of USPP's priority mission.
- This policy also should include some NPS and park activities. When parks add events requiring policing services that the Park Police could not have planned or budgeted, the requesting park or agency should reimburse for these activities.
- The rationale for providing senior Park Police officers as law enforcement advisors to NPS regions in the early 1970s was based on the relative inexperience of commissioned park rangers and the recognized skill of the USPP. Given the substantial growth in their number and quality, this rationale has weakened significantly, and continuation is no longer justified in light of the Park Police's priority demands.

To move toward a more conscious consideration of cost, the Panel recommends policies in Chapter 3 that promote greater reimbursement for services by non-NPS agencies, and in some cases, where NPS benefits. Use of these practices should highlight the real costs associated with the services that USPP provides. The Panel would not rule out the prospect of additional or expanded applications of this reimbursement policy to promote USPP's priority activities.

Park Police Accountability and Subordination

Throughout DOI, property managers exercise full responsibility for the land and buildings for which they are responsible. Thus, land managers in the Bureau of Land Management, Bureau of Reclamation, and the Fish and Wildlife Service use law enforcement officers to enforce federal laws, Interior and Park Service regulations, and usually state and local laws where there is concurrent jurisdiction. Similarly, NPS park superintendents exercise substantial control over all park functions, including public safety, resource protection, law and order, and park budgets, including a specific component for resource protection. For all practical purposes, commissioned park rangers are fully integrated and under the park superintendents' control. As a result, superintendents are required to participate in a law enforcement management course at Federal Law Enforcement Training Center (FLETC) prior to their assignment.

The Park Police is an exception to this practice as it is the sole centralized police unit in DOI and not subordinate to the local land manager. The USPP chief reports to the NCR director. In turn, Park Police field offices and multiple districts in the Washington area report through the USPP hierarchy to the chief.

This alternative management arrangement derives from USPP's historical development, its long-standing ties to DC, and the presence of many small parks in the Washington area. NCR's geographic reach extends from the eastern end of the Baltimore-Washington Parkway to Harpers Ferry, West Virginia on the west. It is the smallest of the NPS regions and smaller than many park areas located in the western part of the United States. The pre-existing Park Police organization and the efficiency of operations argued against establishing multiple small police

components for these limited areas. Thus, the USPP chief historically reported to the position that evolved into the NCR director, and NCR and USPP headquarters were co-located in East Potomac Park on Hains Point.

The Panel discussed and evaluated several options related to the subordination of the Park Police chief. These included options to:

- disperse some elements of the chief's direct line authority over components to park superintendents
- continue the current highly centralized Park Police structure and retain its subordination to NCR
- elevate USPP to the equivalent of a region with its chief reporting to the NPS director

The Panel found reasonable arguments for each of the options and believed the following considerations should guide the evaluation.

- USPP is a service-oriented organization that must nurture and develop support among its customers and clients. First and foremost are the park superintendents with whom the Park Police needs to have an extremely close and cooperative working relationship. Too often, USPP-NPS relationships have been severely strained. Subordinating some Park Police components or responsibilities under park superintendents could help to cultivate more direct communication and cooperation. For example, requirements that joint management plans be developed between the Park Police components and superintendents are rarely enforced. Joint or collateral personnel evaluations might help. Similarly, coordinated budget formulation and execution could forge closer working relations.
- Continuing the current hierarchical Park Police organization also has merit. USPP has the bulk of its personnel in the Washington area, and it services two of the three principal subregional park groups: Capital Parks Central and Capital Parks East. USPP relies on NCR for facilities and administrative support in such areas as position classification, equal employment opportunity, contracting, and finance. As noted above, USPP also works closely with the region headquarters to enforce regulations covering events and demonstrations. USPP will need a strong assist from more experienced administrative support staff at the region's headquarters if the Panel's budget and workforce planning recommendations are to be meaningful.
- Elevating the Park Police to the equivalent of a region, with its chief reporting to the NPS director, would give greater recognition to USPP's existing multi-regional responsibilities and the difficulties of coordinating these activities at regional levels. It also recognizes that many activities, such as personnel protection, escort duties, and special event and demonstration management are more national—rather than regional—in terms of import and interaction. Extensive liaison with USSS, the Departments of State and Justice, and the FBI are often required, making it difficult

for a regional park director to supervise the chief of an organization engaged in these broad activities. This arrangement also would ensure that the chief has direct input at the apex of the NPS structure, with competition for resources resting more squarely with the NPS director.

- The new secretary of the Interior has initiated an inspector general review of all law enforcement components in the department, with the purpose of establishing more uniform policies and practices. One issue to be addressed is a previous recommendation to create an NPS associate director to oversee law enforcement and public safety throughout the Park Service. Implementing this recommendation will likely result in more direct communication between NPS headquarters and USPP, irrespective of the chief's immediate subordination.

The Panel strongly endorses efforts to promote more direct interaction between Park Police components and park specialists through joint management plans, collateral personnel evaluations, and enhanced budget coordination. Also, strong ties are needed between USPP and NCR; this relationship could be strengthened further by implementing the Panel's recommendations regarding New York and San Francisco. Finally, the Panel recognizes that USPP activities and concerns sometimes need to be elevated above the perspectives of NCR and other regions.

The Panel considered deferring to the secretary's directed review of law enforcement across DOI, recognizing that this study will inform the review and its outcomes. However, it concluded that the current reporting arrangement poorly serves national and Park Service interests as it effectively dilutes responsibilities and accountability across multiple layers and institutions that have varying values and priorities. The Panel was struck by the close geographical proximity of USPP, NCR, and NPS, and the gulf among them in terms of communications and problem-solving. Management deficiencies at one level can often be corrected by timely intervention at another, but the Panel identified multiple points of managerial inadequacies:

- The Park Police has difficulty defining its own priorities, articulating its needs, and supporting them with a rationale and convincing data. In the absence of strong direction, USPP appears to have opted for goals driven by internal considerations, and deficiencies in administrative management processes have resulted in considerable internal and external discontent.
- NCR's involvement in Park Police affairs has ranged from overbearing to over-indulgent. It has rescued USPP from repeated fiscal crises, but has been reluctant to use its managerial talent to rectify long-festered fiscal and staffing differences and to improve budgetary, financial accounting, personnel, equipment, and facility modernization processes. Nor has NCR provided USPP with its own managerial talent. At times, NCR appears to have constrained the development of Park Police competencies, rather than empower the Park Police to operate better on its own.

- NPS headquarters and DOI staff, despite their proximity, appear to have tolerated well-known managerial deficiencies. Though often well-intentioned, some of their actions may have accelerated mission sprawl.

The lack of communication among these interdependent parties is perplexing, and has become cumulatively debilitating. **To break this cycle, the Panel recommends that:**

The U.S. Park Police chief be subordinated to the director of the National Park Service, rather than the director of the National Capital Region.

The Panel recognizes that this recommendation runs some risk that the critical interaction required at multiple levels, including the park and regional levels, may be thwarted. Yet the Panel believes that remedying communications difficulties at the top is more likely to promote interchange down the chain. The alternative runs too great a risk that mission priorities would be misplaced and that real needs would go unaddressed.

If this organizational restructuring proves too difficult or complex to implement, the Panel strongly urges that NCR become a more supportive, yet demanding, mentor for the Park Police. USPP will require major external support to implement the Panel's recommendations. At least in the near-term, much can and will only be possible by using external sources, given that regional resources and capabilities are constrained, as well. At the same time, NCR must be a supportive yet firm manager. It must use its oversight and managerial competencies to resolve procedural or substantive difficulties, rather than complicate or frustrate much-needed USPP reforms.

Irrespective of the accountability and subordination issue, the Panel believes that the new Park Police chief will require strong and demonstrated capabilities in organizational, financial, personnel, and change management. Strong management skills are required to manage USPP's complex mission and budgetary and personnel challenges, and to develop the competencies and personnel to implement these changes. **Thus, the Panel recommends that:**

Executive search firms, such as Police Executive Research Forum and the International Association of Chiefs of Police, be used to identify candidates for Park Police chief who not only have law enforcement credentials and experience, but also a strong managerial background and demonstrated leadership capabilities.

The successful candidate faces major increases in responsibility that require the Park Police's immediate investment to develop and execute its budget, manage its finances and human resources, and plan, acquire, and integrate replacement equipment and new technologies. As such, managerial qualifications should be among the highest priorities in the selection process.

CHAPTER 3

U.S. PARK POLICE BUDGET

Numerous entities, including congressional committees, DOI, and NPS, have expressed significant interest in Park Police budget issues. Congress directed NPS to contract with the Academy to:

- analyze Park Police spending patterns for the past three fiscal years (FY)
- compare planned and actual USPP spending to identify significant overruns
- assess the adequacy of USPP budget projections relative to actual spending for overtime and special deployments
- evaluate USPP's ability to assess costs of new activities before undertaking them
- compare spending for actual equipment replacement with amounts allocated in approved replacement plans
- review USPP operating costs for helicopter service while performing both NPS' and others' missions

OVERVIEW OF PARK POLICE BUDGET ISSUES

Given the Park Police's placement, its budget traditionally has been part of the overall NPS budget and its operating funding requests have been included within NPS' total request. USPP receives most, but not all, of its operational funding through annual appropriations. Congress did not distinguish USPP's operating appropriation from the rest of NPS operations until FY 2001, when it established a separate limitation. This action increased the visibility of Park Police operations, but it also had several other important ramifications. For example, the Park Service became unable to reallocate operating funds from other NPS entities to meet unexpected USPP costs.

Similarly, NPS' appropriation for construction and major maintenance includes funding for new USPP facilities and renovation. Thus, USPP funding requests for this type of work must compete with requests for facilities located in national parks, recreational areas, historic sites, memorials, monuments, and other sites.²⁷ It should be noted that USPP does not own or control the facilities it uses; it relies on park superintendents for construction, rehabilitation, and other maintenance support, including janitorial services.

²⁷ The major exception was a separate, one-time funding of \$10 million provided by the DC appropriations committee in FY 1998 to renovate the Anacostia Operations Facility in Anacostia Park for the USPP.

The Park Police is one of 380 NPS entities and its annual operations appropriation represents slightly more than 5 percent of NPS' total appropriation (see Table 3-1). However, USPP's appropriation has grown substantially more than NPS' total over the past three fiscal years. It experienced a 16.4 percent increase between FY 1999 and FY 2001, compared with an 8 percent increase for NPS. This higher relative growth is consistent with the longer trend cited in the conference report accompanying the FY 2001 Interior appropriations bill.

Table 3-1
ENACTED APPROPRIATIONS
FY 1999-2001
(\$ in Millions)

	FY 1999	FY 2000	FY 2001	Change	
				\$	%
NPS Operations	\$1,288	\$1,364	\$1,391	\$103	8.0
USPP Operations	\$67	\$72	\$78	\$11	16.4

Although the Park Police comprises only a small part of NPS' total appropriation, it has the largest operating account.²⁸ For example, USPP's FY 1999 operations appropriation—\$67.2 million—was more than the combined accounts of the next three largest NPS entities: Yellowstone National Park (\$23.5 million), GNRA (\$21.3 million), and Yosemite National Park (\$20.7 million). The size of USPP operations and the rapid growth in its appropriation have generated both interest and concerns.

Congressional committees, Interior, the Park Service, and the Park Police have different perspectives and specific concerns about budget issues, but they all have expressed interest in the effective allocation and use of USPP resources. Indeed, they appear to agree that the development and execution of the USPP budget need substantial improvement.

For Congress, the Park Police's apparent lack of fiscal discipline is of particular concern. USPP has requested additional funding for "high priority" activities that Congress believes it has already funded. Also, inadequately explained cost overruns have required unplanned budget reallocations. The relative increase in USPP's size, and the faster growth in its short- and long-term operations appropriation, have intensified Congressional concern.

For the Park Service, USPP's budget challenges entail formulation, monitoring, and control. NPS acknowledges that law enforcement missions often incur unanticipated expenses due to various emergencies that place a premium on contingency planning. However, NPS believes that the Park Police does little advance planning for such contingencies, but instead relies on the

²⁸ This compares only operating appropriations for the Park Police relative to other individual NPS parks. Both the parks and Park Police receive additional funding through the construction and major maintenance NPS appropriation and various reimbursements. Reimbursements are an important additional source of Park Police annual funding as discussed later in this chapter.

much larger NPS budget to “bail it out” when spending problems exist. These experiences have caused NPS to question the reliability of basic USPP budget projections, even for core activities.

However, the Park Police believes that it receives inadequate resources to meet its full range of law enforcement missions and responsibilities. The number of on-board police officers is substantially less than “an authorized strength level,” and there are serious funding deficiencies in such operating areas as equipment, training, and overtime. In addition, significant facilities problems result from the perceived low priority given to maintenance, construction, and rehabilitation.

Lack of a Unified USPP Budget

The lack of a unified, visible, and total USPP operating budget complicates the ability to analyze Park Police spending trends and to compare planned and actual spending. The Park Police provides protective and other law enforcement services to a number of different NPS entities in three of the seven NPS regions. The USPP organizational structure does not fit neatly within the NPS structure in which individual parks, recreation areas, monuments, and other entities are channeled through seven regions to NPS headquarters. Further, the Park Service’s budgeting and accounting systems follow the NPS organizational structure, but USPP has the only budget involving multiple entities in three separate regions: National Capital, Northeast, and Pacific West. No entity within USPP aggregated the individual appropriations to the Washington area, New York City, and San Francisco offices into a comprehensive document, or provided periodic reports to the chief’s office.

Another complicating factor is that the Park Police’s annual appropriation is not its only source of operational funding; it also receives funding from several parks and other entities. In past years, portions of the annual operating budgets for GNRA, GGNRA, and the Statue of Liberty have funded some USPP activities there. In addition to this direct support, parks have provided indirect support including maintenance, janitorial, and other facility related services.

Reimbursements from non-NPS entities add yet another layer of complexity to identifying a total annual operating budget. In San Francisco, Presidio Trust Fund reimbursements account for nearly 40 percent of the funding for actual USPP operating costs. Special NPS events, federal agencies, and private entities also yield reimbursements that help fund operations in the Washington area, New York City and San Francisco. Many are recurring in that USPP provides regular, protective and other services.

The impact of contingency funding to meet unplanned law enforcement needs is a final complexity. The unique budget and funding challenges posed by these special deployments will be discussed more fully in a later section. Historically, the Park Police has funded them in one of three ways: reimbursements from the event sponsor, Interior’s Emergency Law and Order (ELO) program²⁹, or existing USPP resources.

²⁹ The Emergency Law and Order program is the mechanism used to fund unexpected, unique major events, such as USPP’s costs for providing police services during the World Bank and International Monetary Fund demonstrations in 2000. DOI reallocates funds from its other appropriation accounts to pay for the approved operating expenditures.

The Interior Appropriations subcommittee took a first step toward rectifying the lack of a unified, comprehensive USPP operating budget by creating a separate FY 2001 line item appropriation within the NPS operating account. This appropriation total—or “bottom line”—sought to highlight the previously invisible total USPP operating budget. Nonetheless, it did not include some operating costs funded through the GNRA and Statue of Liberty budgets. Nor did it include the costs of reimbursable operations (such as those from the Presidio Trust) or other operating expenses funded through the ELO program.

The above discussion illustrates the challenges of identifying the aggregate USPP operating budget. Yet, it is vital for the Park Police chief, NPS, and Interior to receive a regular financial report displaying such data so they can more effectively align their resources and missions. To build on the step already taken by the Congress in the FY 2001 Interior Appropriation bill, **the Panel recommends that:**

The U.S. Park Police, in conjunction with the National Park Service and within its current appropriation account structure, develop a unified, integrated, and comprehensive Park Police budget. It should include estimates for all costs, both operating and construction or rehabilitation, and funding from all sources, whether appropriations, user fees, other reimbursements, or emergency law and order funds. This budget should be provided to and monitored by the Park Police chief, the Park Service, Interior, and Congress.

Improvements Needed in Current USPP Budget Development Process

The Park Service’s budget development is a highly decentralized process.³⁰ Because the Park Police provides law enforcement services to individual parks in three different regions, an aggregate USPP budget is not readily compatible with the decentralized park system. Prior to FY 1995, NCR provided administrative and budget support to USPP’s Washington headquarters, NYFO, and SFFO. During FY 1995 and 1996, NPS reduced regional office staffing; as a result, regions delegated budgetary and administrative responsibilities to USPP and individual parks. The NCR in turn delegated budgetary development for the Washington area to USPP headquarters, but continued to lend assistance to NYFO and SFFO.

In response to congressional concerns about USPP’s fiscal discipline and other program issues, NCR took a lead role in developing USPP’s FY 2001 financial plans and FY 2002 budget requests. Park Police staff in the Washington area, New York, and San Francisco supplied data to assist NCR. USPP did not have the opportunity to submit its own budget request, nor did it have the expertise or background to develop a consolidated budget. As in the past, USPP’s FY 2002 budget proposal contained only those spending activities funded by annual appropriations; spending funded from other sources was not included.

Nonetheless, the USPP budget development process for FY 2002 was unusual in several respects. It was highly compressed and did not fit neatly within NPS’ normal budget cycle. Also, it focused on congressional concerns and addressed potentially contentious issues

³⁰ The Park Service’s budget timeline and process are described in Appendix D.

involving the transfer of USPP funding resources from individual park budgets to the USPP budget. Finally, it took place during a truncated budget process associated with the transition to a new administration.

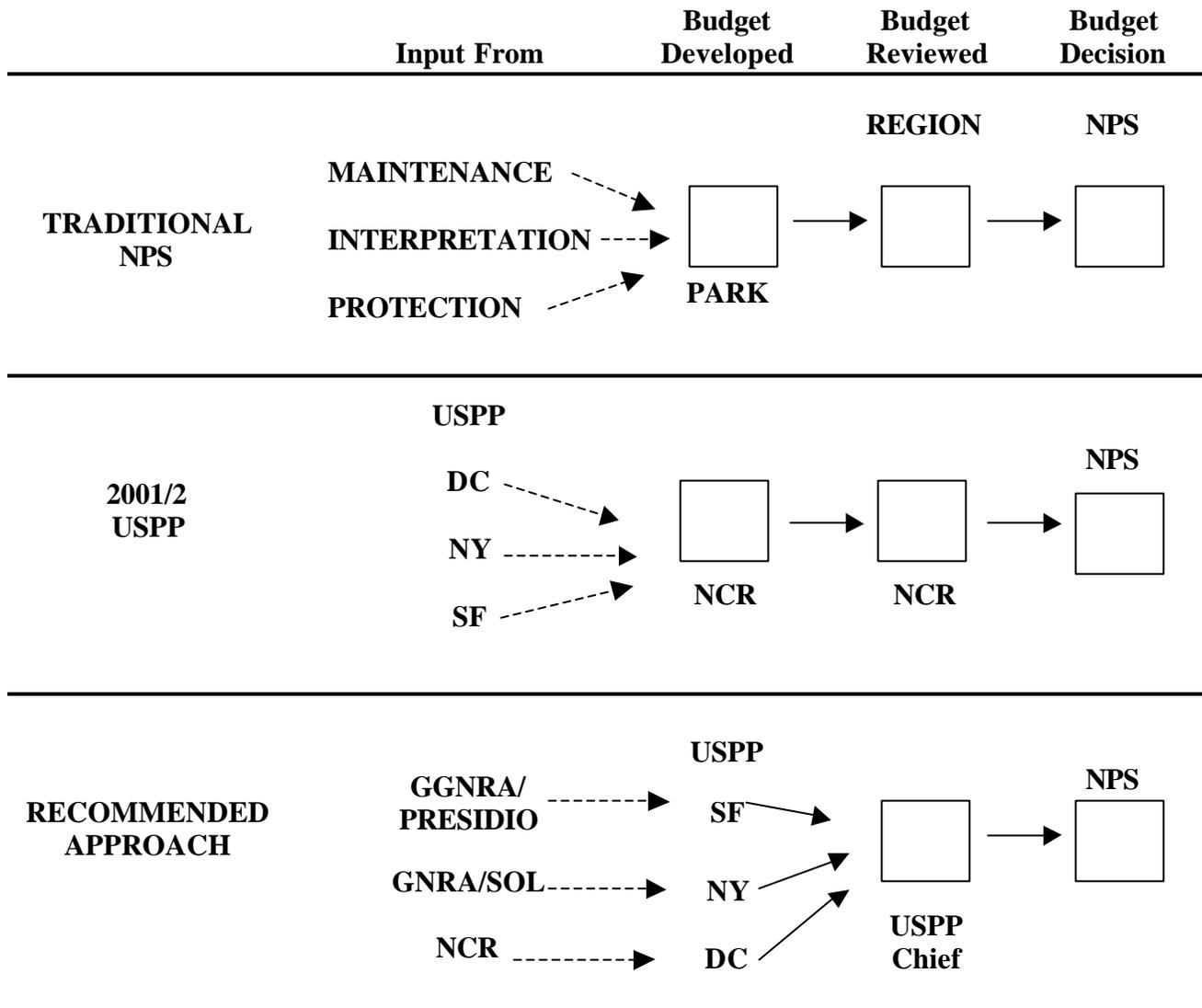
Some of these unique aspects should disappear in the future if NCR continues to be responsible for developing the total USPP budget. Placing NCR budget staff between the host parks and USPP was essential for determining base funding levels for the FY 2002 budget, and for appropriately adjusting the host park budgets. NCR staff had the requisite expertise to resolve significant differences between the parks and USPP, and to develop a budget in the compressed time frame. In the future, however, placing NCR budget staff between those requiring and supplying law enforcement services may impede direct communication between the two, interaction that is necessary to identify and resolve program and funding issues.

The Park Police's budget and financial capabilities must be substantially upgraded so it can develop its own budget in conjunction with the parks being served. In the short term, USPP clearly needs help from NCR or other non-USPP resources. Yet, this capacity will never be developed if USPP is not assigned the responsibility. To improve the current USPP budget development process, **the Panel recommends that:**

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

Chart 3-1 shows how this approach would work relative to the current USPP and NPS budget development processes. USPP offices would develop their budgets based on inputs and discussions with the parks they serve, including the Presidio Trust Corporation in San Francisco. These budgets would be submitted to the chief who would establish overall USPP priorities and ensure that the proposals conform with overall fiscal and policy guidance that NPS and Interior provide.

**Chart 3-1
BUDGET DEVELOPMENT PROCESS ALTERNATIVES**



For budget development purposes, the chief would be accorded regional director status under this approach, being responsible for submitting a total USPP budget to NPS and resolving disagreements between USPP field offices and host parks at the region level. However, this arrangement also would work should USPP’s New York and San Francisco field operations (except for the Presidio) be transferred to park rangers as the Panel recommends.

This approach would raise the USPP budget’s level of exposure within NPS, and provide the chief with a greater opportunity to defend the base budget estimate and other initiatives.

However, Park Police initiatives would still have to compete with other regional activities for funds.

Budget Execution Reforms

As with budget development, NPS' budget execution and control procedures also are decentralized. Each national park system entity receives an operating budget and is expected to run its programs and facilities within the total. Congress provides NPS an aggregate appropriation for all NPS operations. Once OMB apportions funds at that level, NPS allocates them to the seven regions, and the regions provide each park superintendent a separate operating budget. Superintendents must run all programs and maintain facilities within that budget, but they can reallocate resources to respond to particular priorities without exceeding the total. Budget allotments are usually provided early in the fiscal year to allow time to plan operations consistent with available resources. Unanticipated emergencies requiring additional funding can be met through rare reallocations of NPS resources at the regional or national headquarters level. If the need is especially significant, an "emergency supplemental" can be proposed.

The Park Police has not been subject to NPS' budget execution and control process, one reason being the lack of a unified USPP operating budget. NCR staff provide funding allotments to the Washington area component, NYFO, and SFFO, but the allocations only cover the amounts directly appropriated for USPP. Operating resources obtained from recurring reimbursements—such as from the Presidio, USSS, or other federal agencies—or host park budgets are not included.

Once NCR allots the appropriations to USPP components, the NYFO and SFFO work with their host parks to identify additional funding that may be available in the parks protection budgets. They also independently determine and negotiate the amount of reimbursements for their major non-NPS clients to supply. Until the FY 2001 budget, reallocating operating funds to meet unanticipated USPP contingencies or funding shortfalls was the responsibility of the host park or the reimbursing entity for SFFO and NYFO. NCR assumed that responsibility for the Washington area component.

Traditionally, the USPP chief has not been involved with initially allocating or further determining operating budgets for the field offices. The New York and San Francisco commanders appear to function as independent entities when determining and executing their respective budgets. Indeed, the Panel found little interaction between the Washington component, SFFO, and NYFO offices on budget execution; there was no indication that USPP headquarters reallocated operating resources among them based on changed priorities. Organizational complexity and negotiations among NPS regions, parks, and non-NPS clients may have effectively precluded such reallocations.

Although the New York and San Francisco commanders substantially control their budget execution, Washington area commanders do not. The headquarters level manages and controls the operating budget. The Park Police does not provide a separate budget allocation to deputy chiefs or branch commanders, but the approved annual financial plan for Washington identifies staff resources assigned to them. In addition, the financial plan allocates overtime hours for

specific events, and these are distributed to the appropriate operating units. Given its unique cost situation, only the aviation unit receives an additional operating fund allocation.

The Park Police's separate FY 2001 appropriation has introduced a new dynamic to internal budget execution. NPS can no longer reallocate funds to USPP to meet operating cost overruns. Any reallocation requires appropriations committee approval and action. For example, NPS had to request congressional approval this year to address a serious shortfall in its FY 2001 estimate for pension payments to the DC retirement fund. The FY 2002 budget likely will clarify the separate appropriation so that parks can reimburse USPP for additional unanticipated costs. Also, ELO funding remains available to help fund major law enforcement contingencies, but it is subject to current approval criteria and controls.

USPP's budget execution and control process is further complicated by delays in the development of approved, detailed financial operating plans and the existence of multiple, frequently changing financial plans. Financial plans, particularly for the Washington component, often are not developed until the second quarter of the fiscal year. Although the FY 2001 experience was highly unusual³¹, initial financial plans for USPP operating components were not approved, signed, and issued until April, halfway into the fiscal year.

A line item appropriation for operating costs provides the Park Police an opportunity to determine and allocate a comprehensive, unified budget for its three components. Yet, USPP does not appear ready to use that opportunity effectively. Not only are its financial accounting, budget control, and other management reporting systems not designed to provide aggregate data on all operations, but it lacks the staff capacity to assume the responsibility. **Therefore, the Panel recommends that:**

The Park Police chief, early in the fiscal year, provide separate budget allotments to major commanders in its field offices and major components that include appropriated funds allotted by the park service, as well as anticipated reimbursements. Major Park Police commanders, like park superintendents, should be expected to operate their commands during the year within the budget allocations. The chief should work with the commanders and park service staff to develop appropriately detailed financial plans to accompany these allocations, including restrictions on the use of selected resources where appropriate and desired.

The Panel recommendation complements the previous two recommendations regarding the identification and development of a comprehensive, unified USPP operating budget. Implementing those recommendations provides the chief and each commander a greater familiarity with, and ownership of, the annual operating budget. The chief would have a clear responsibility for controlling and executing the total USPP operating budget, a key role. The Panel recognizes that developing this internal capacity requires additional resources. In the short term, USPP must secure external assistance to provide the budget data, financial reports, monitoring systems, and analytical expertise necessary to carry out these financial management responsibilities.

³¹ These unique circumstances were similar to those that affect the 2002 budget development process.

IDENTIFYING AN AGGREGATE, UNIFIED PARK POLICE BUDGET

In addition to its congressional appropriation, the Park Police receives operating funds from reimbursements, Interior's ELO fund, and parks that receive USPP protective services. There can be a considerable difference between the amounts identified for USPP operations in NPS' annual budget justification and the total operating support received from these myriad sources. For example, USPP's FY 2000 enacted appropriation for the Washington area component, NYFO, and SFFO was \$72.1 million³². However, Academy staff estimate that actual operating costs totaled at least \$85.1 million,³³ or \$13 million (18 percent) more than the appropriation. The principal components that make up this difference are:

- Planned vs. Enacted Operating Costs \$7.3 million
- Planned vs. Actual Spending \$5.7 million

Planned vs. Enacted Operating Costs

As shown in Table 3-2, USPP's planned operating costs, based on its approved financial plans, totaled \$79.4 million for FY 2000. The largest differences between planned and enacted operating costs appeared in the NYFO and SFFO budgets, which included funding from the Statue of Liberty budget. FY 2000 funds for USPP operations at the Statue of Liberty were contained in the Statue's protection budget element, and not identified as USPP funding. In addition, GNRA provided the Park Police with approximately \$1.7 million from its own protection budget in FY 2000. Beginning with the FY 2002 budget, our understanding is that funds will be appropriated through USPP's separate direct appropriation.

³² As shown in the NPS 2001 "Green Book" (the Congressional Budget Justification document)

³³ See Table 3-3.

Table 3-2
OPERATING BUDGET
FY 2000
(\$ in Millions)

	Enacted*	Approved Financial Plan	Difference
Washington Area	46.1	43.9	-2.2
New York City	4.6	7.0	2.4
San Francisco	3.7	8.4	4.7
Statue of Liberty	—	2.4	2.4
Pension	17.7	17.7	0
TOTAL	72.1	79.4	7.3

* Enacted amounts for recruit training included in the Washington area; Drug funding allocated to the Washington area, New York, and San Francisco, using FY 2001 distribution: Washington area .834, New York .084; and San Francisco .082.

The major remaining differences for NYFO and SFFO involve reimbursements received from the Presidio Trust (about \$3.1 million) and Fort Wadsworth tenants (about \$500,000) in FY 2000. These reimbursements are not included in NPS and USPP enacted spending totals though they substantially augment annual USPP funding. Essentially, they represent a planned and permanent source of operating income as long as the Park Police provides the requisite law enforcement services. They increase USPP's enacted appropriation by about 5 percent (\$3.6 million) per year. For the Presidio, they are projected to increase even more given planned development.

Another source of operating support, not shown in Table 3-2, is direct maintenance, janitorial, and other facilities services that individual parks supply. When the parks provide these services for their properties, they do not distinguish between USPP and other facilities. As the Park Police does not pay rent for occupying these facilities, there is no consistent means of identifying and monitoring this type of operating support.

Planned vs. Actual USPP Spending

Table 3-3 provides data on planned and actual spending by major USPP offices for FY 2000. It shows that actual spending exceeded planned spending by \$3 million that year. Prior to FY 2001, NPS financed actual spending that exceeded approved planned spending through park operating fund transfers, and by using contingency funds from additional, unplanned reimbursements under ELO program transfers. Including unplanned contingency spending reimbursements for the Washington area and San Francisco, and ELO transfers for the Washington area, the excess of actual over planned spending increased to \$5.7 million.

Table 3-3
USPP TOTAL SPENDING
FY 2000
(\$ in Millions)

Spending Components	Planned	Actual	Difference	Additional Contingency Spending	Adjusted Actual	Adjusted Difference
TOTAL	79.38	82.41	3.03	2.71	85.12	5.74
Washington Area	43.89	47.3	3.41	2.64	49.94	6.05
Reimbursements				1.07		
Emergency Law & Order				1.57		
New York City	7.02	6.76	-0.26	N/A	6.76	-0.26
Statue of Liberty	2.35	2.27	-0.08	N/A	2.27	-0.08
San Francisco	8.42	7.04	-1.38	0.07	7.11	-1.31
Reimbursements				0.07		
Pension	17.7	19.04	1.34	N/A	19.04	1.34

FY 2000 differences are concentrated in two areas: pension payment and spending by the Washington area component. Actual spending at NYFO, including Statue of Liberty spending has stayed reasonably close to the approved FY 2000 financial plan. For SFFO, actual spending was substantially less than planned.

Congress clearly intended to reduce NPS' ability to fund future USPP excess actual spending by establishing the separate line item limitation for the FY 2001 USPP operations appropriation. But contingency funding for unplanned, special deployments poses an entirely different set of problems.

Budgeting for Unplanned Special Deployments

As discussed in Chapter 2, the Park Police has developed nationally recognized expertise in crowd control, for both special events and particularly First Amendment demonstrations.³⁴ As the nation's capital, DC has a large number of special events and demonstrations, a central location for which is the Mall, USPP's primary law enforcement area. Many of these events occur annually so the Park Police can budget for them.

Budgeting for unplanned events is different. The Park Police does not currently budget separately for unplanned special deployments. Funds for such events or demonstrations come from three different sources. The first is the existing USPP budget. In instances of small, park-sponsored, or First Amendment events, the Park Police absorbs incremental costs by reallocating resources within its budget. The second source is reimbursements from non-First

³⁴ The NPS determines whether a demonstration or special event qualifies as a First Amendment demonstration based on information supplied by the sponsor in the permit requesting use of NPS grounds or facilities. The Interior General Counsel reviews permit applications to assure that the proposed demonstration or special event is not expected to engage extensively in commercial activities or focus primarily on earning a profit and meets other critical First Amendment criteria.

Amendment event sponsors. Over the last three fiscal years, such reimbursements have ranged from \$321,000 to \$433,000 to fund incremental overtime and other costs. The third source is the ELO program, which has funded primarily overtime costs totaling \$900,000 in FY 1999 and nearly \$1.6 million in FY 2000. A large part of this increase was associated with the demonstrations during last year's World Bank-International Monetary Fund meetings.

The ELO program provides DOI with a flexible mechanism for reallocating resources across NPS appropriations accounts to fund unexpected, major events that could pose a threat to law and order. The process involves USPP or the park formally requesting incremental funding and justifying why the estimated costs cannot be absorbed. NPS headquarters reviews the justification before determining which unexpected costs ELO resources should fund (usually reallocated construction funds). Most approved amounts stay within a \$250,000 reprogramming limit established by Congress.

Specific special events cannot be predicted, but it is possible to project some overall level of special event activity based on historical experience. Establishing a special contingency fund within USPP's budget may reduce the need for using ELO resources, but the Panel rejects that approach for several reasons. First, the current ELO process appears to provide a flexible yet carefully controlled means of funding unanticipated major events. Second, contingency funds are hard to justify and are vulnerable to budget reductions, particularly when contingency costs fall below the historical average. Third, funding contingencies at the historical average would reduce, but not eliminate, the need for some additional reallocations when costs exceed those levels. Finally, since parks currently fund non-USPP costs related to park-sponsored special events from their own budgets, legitimate law enforcement costs associated with these events also should be funded from those budgets. Unplanned special deployments cannot be avoided, but their financial impacts can be better controlled and financed. **Therefore, the Panel recommends that:**

The U.S. Park Police, the National Park Service, and Interior continue to use the current Emergency Law and Order transfer process to help fund the special deployment and other costs associated with major unplanned special events. For smaller, unplanned, park-sponsored special events, the Park Police should seek reimbursement from the sponsoring parks for the additional costs of special deployments supporting the events.

Requiring reimbursement from sponsoring parks should encourage USPP and the parks to develop an explicit security plan for the unanticipated events that identify the incremental costs for providing law enforcement services. Currently, there does not appear to be any incentive or requirement to do this type of advance planning. The interaction between USPP and the park also should focus more attention on the incremental costs involved.

A More Consistent and Extensive Reimbursement Policy

As noted earlier, numerous external organizations reimburse the Park Police for some of the costs of law enforcement services provided to them. Reimbursement agreements allow these recipients to assess the value and costs of the services and determine the level they can afford

and are willing to fund. Under these agreements, USPP has an incentive to provide services efficiently, since the reimbursing entity is explicitly evaluating how they are being provided. Excessive cost can reduce the level of services that a recipient can afford, and encourage the recipient to seek out other entities to provide them.

The Park Police does not consistently seek reimbursement from other federal agencies that request law enforcement or other protective services.³⁵ USSS and the State Department do not reimburse for escort services given to the president and foreign dignitaries, though the former does reimburse for helicopter costs incurred during presidential motorcades. Since the Park Police has supplied many of these services on a regular, planned basis for years, their costs are included in the base budget. Funding issues arise primarily when requests for these services and their attendant costs substantially exceed previous, historical levels.

The absence of a clear and consistent reimbursement policy is especially conspicuous with law enforcement agencies. In some cases, this reflects a long-standing preference to exchange services on an informal *quid pro quo* basis rather than through more formal cost reimbursements. The Park Police has memoranda of understanding (MOU) or agreements with numerous federal, state, and local law enforcement agencies authorizing such informal exchanges. In some cases, such as the recently proposed MOU between USPP and the City of Alexandria, Virginia, the MOUs explicitly preclude the use of reimbursements.

This informal approach appears to work well when meeting law enforcement emergencies or providing minor services with critical response times. This arrangement presumes that the exchanges tend to offset each other over time. In cases of significant imbalances, the Park Police can ostensibly rescind the MOU and seek reimbursements to recover “non-repaid” costs. An informal approach also reduces burdensome paperwork and minimizes delays for services that are required on an immediate or emergency basis.

At the same time, informal service exchanges present some problems. It often is difficult to define the amount of services being exchanged and their associated costs.³⁶ The MOUs governing this informal process, as well as the process itself, lack the financial incentive to discipline demand and promote efficient delivery and use. Given USPP’s difficulties in setting mission priorities and controlling annual spending, the informal *quid pro quo* exchange of services may be a luxury that the Park Police can no longer afford.

³⁵ The Department of Agriculture and the Environmental Protection Agency (EPA) reimburse USPP for protective services in the Washington area, and the Secret Service reimburses USPP for overtime and some helicopter support. Many other agencies do not. Federal agencies, such as the EPA, rely on the Economy Act of 1932 (31U.S.C. 1535) for authority to pay reimbursements for services received. In some cases, such as the Presidio, the reimbursement is authorized explicitly in the underlying statute creating the Corporation (PL 104-333, sections 104 and 105). Private entity reimbursements are often required as part of the permit process. The range of currently available authorities appears quite broad, but the Academy staff did not perform a detailed legal review of all authorities under which the Park Police may be reimbursed for services provided.

³⁶ When services are exchanged on a non-reimbursable basis, most accounting systems do not report the amount of services provided or their associated costs. However, when reimbursements are required, accounting systems must provide the requisite data, or be modified to supply them. This is the case for the Park Police and the Interior financial accounting systems.

A more rigorous and consistently applied reimbursement policy should increase cost awareness between Park Police and agencies routinely requesting its services, and impose greater fiscal discipline on them. If USPP law enforcement services are no longer a “free good,” agencies presumably will limit their requests to those where the benefits exceed the costs. This should help prioritize additional requests for services and reduce current excess demands.³⁷ Within the Park Police, a heightened awareness of costs and fiscal discipline should encourage greater consideration of explicit trade-offs when supplying services, and play a role in deciding how to respond to requests.

Both the Park Service and Park Police can apply this discipline to evaluate the current need for service, as well as additional requests in the future. This ability is especially important when questions arise about the continued need for specific activities. In the early 1970s, the rationale for providing Park Police captains as law enforcement advisors to NPS regions was based on the relative inexperience of commissioned rangers in the development and implementation of park protective security programs. The rationale appears no longer valid given the substantial growth in the number and quality of commissioned rangers and the use of protective security programs. Requiring NPS to reimburse USPP for this advisory service would indicate the continued value that NPS places on it.

To increase greater consideration of costs when prioritizing demands for additional, non-core USPP law enforcement services, **the Panel recommends that:**

The U.S. Park Police budget for services that extend beyond the park service mission, such as personnel protection, escort duties, and services provided to other federal, state, and local agencies, based on prior experience. The Park Police should provide additional services that go beyond budgeted levels on a reimbursable basis. The law enforcement advisory services provided to the park service regions by the Park Police, if continued, should be funded by reimbursements.

To minimize administrative burdens, the Park Police should use updated historical cost averages for establishing reimbursement rates. USPP currently employs this approach when seeking reimbursements for overtime from special event sponsors and for use of its helicopter. This recommendation is geared primarily toward services provided to non-NPS entities that exceed budgeted levels or to non-core services that may no longer be highly valued. Once this reimbursement policy has been established, however, the Panel would encourage USPP to extend this fiscal discipline to non-core or non-NPS services currently within USPP’s annual budget. This additional step should permit an even greater concentration of USPP resources on the most critical NPS missions in the future.

³⁷ These statements rely on standard economic price theory. Efficient pricing of goods or services (setting price at the marginal costs of producing the good or service) allows the quantity demanded to be matched to the amount supplied at that price. When goods and services are underpriced relative to their costs, or if they are provided with no price charged—a “free good”, economic theory suggests that the demand for those goods will exceed the available supply. A for-profit firm could not indefinitely supply a good or service since the loss on each good or service would deplete the firm’s capital, leading to eventual bankruptcy.

OPERATING BUDGET COMPONENTS AND SPENDING TRENDS

Like most other law enforcement entities, the Park Police is a personnel intensive agency, and consequently, personnel costs compose the vast majority of its operating budget. In FY 2000, they accounted for 90.1 percent of total planned spending, down slightly from 90.8 percent in FY 1998. For the purposes of this analysis, USPP personnel costs include pay and benefits for current officers, guards, and civilians, as well as also overtime expenses and annual retirement payments to the DC pension fund.

Planned Short-Term Spending Trends

USPP's approved financial plan totals for its operating budget (see Table 3-4) increased almost 19 percent between FY 1998 and FY 2000. This rate substantially exceeded inflation and grew much faster than the 9.5 percent in NPS' total operations appropriation during the same period. Increases in planned pension payment to the DC pension fund (25 percent) and other USPP benefits costs (21 percent) substantially surpassed growth in basic salary spending, contributing significantly to the overall short-term growth. The Park Police had little control over these two components.

Table 3-4
APPROVED USPP AGGREGATE OPERATIONS FINANCIAL PLANS
FY 1998-2000
(\$ in Thousands)

TYPE OF EXPENSE	1998	1999	2000	Change 1998-2000	
				\$	%
Salary*	\$24,054	\$23,457	\$26,846	\$2,793	11.6
Benefits*	6,312	6,330	7,644	1,332	21.1
Other Compensation*	1,337	2,015	1,903	566	42.3
Subtotal Compensation	44,404	44,832	51,746	7,342	16.5
Overtime	2,231	2,136	2,040	-191	-8.6
Pension	14,125	16,604	17,704	3,579	25.3
Subtotal Personnel	\$60,760	\$63,572	\$71,490	\$10,730	17.7
Travel	232	498	233	1	0.4
Vehicle Rent	389	412	423	34	8.8
Rent/ Utilities	843	883	866	24	2.8
Printing	11	24	19	9	84.8
Other Services	834	3,161	2,721	1,887	226.2
Supplies	688	1,370	1,200	511	74.3
Capital Acquisitions	2,477	1,654	1,761	-716	-28.9
Grants/ Claims	609	507	646	38	6.2
Subtotal Non-Personnel	\$6,082	\$8,509	\$7,870	\$1,788	29.4
TOTAL	\$66,842	\$72,080	\$79,360	\$12,518	18.7

* Detailed planned compensation spending available only for DC.

Changes in benefits spending generally depend on aggregate staffing levels, the mix of staff, and the choices of benefits. Only staffing levels are subject to USPP control and they have actually fallen, from an estimated 754 personnel at the start of CY 1998 to 746 at the end of CY 2000.³⁸ Meanwhile, the continued decline in officers covered under the DC Title IV retirement program was the most significant change in staff mix. USPP data show that the percentage of Washington area officers covered under FERS increased from 49 percent in CY 1998 to nearly 65 percent in CY 2000. FERS covers all federal employees hired since CY 1985, including Park Police officers and civilians. Because it reformed the significant actuarial underfunding of previous retirement systems, average retirement costs included in operating budgets substantially exceeded those for non-FERS employees. For USPP officers, the difference in benefits costs between FERS and non-FERS officers can amount to 20 to 30 percent of salary. Thus, the trend of increasing average benefits costs will continue until all personnel fall under FERS.

This change in the staff mix affects growth in the DC pension payment as well. USPP's annual payment covers the difference between annuity costs that the fund pays to USPP beneficiaries and contributions that covered officers make to the fund. Thus, as the number of Title IV covered officers declines, USPP's payment to the fund increases in two ways. Annual annuity

³⁸ USPP's 2001 annual report provided these actual on-board employment data.

payments increase with more annuitants, and annual contributions decrease as the pool of contributing officers shrinks. Future Title IV retirements will continue to have this double-sided impact on USPP's annual pension payment.

Table 3-4 shows that USPP's planned non-personnel operating costs were expected to grow faster than planned personnel costs over the past three fiscal years. Some planned growth, especially for printing, supplies, and other services components, may reflect abnormally low planned spending in FY 1998. Moreover, actual spending for non-personnel cost components is frequently less than planned as the USPP reallocates funds to higher priority items.

The decline in planned spending for capital acquisitions from \$2.5 million in FY 1998 to \$1.8 million in FY 2000 (see Table 3-4) raises concern. Project staff observed significant equipment deficiencies, primarily in the Washington area, related to cruisers, computers, and communication equipment. For example, when Park Police officers provide escort support to presidential and other motorcades, they are unable to communicate directly with either the MPD or USSS supporting the motorcade due to incompatible radio equipment. This communication problem has been occasionally solved when the MPD lends USPP compatible radios.

Actual Short-Term Spending Trends

Table 3-5 shows that actual USPP operational spending grew 16.4 percent over the last three fiscal years, slightly less than planned, but more than most other NPS operational spending. Most significantly, actual overtime costs increased more than 24 percent between FY 1998 and FY 2000,³⁹ a vast difference from the 9 percent reduction that was planned. USPP costs for salaries, benefits, and other compensation grew by 10.7 percent between FY 1998 and FY 2000, approximately 35 percent less than planned. Conversely, actual annual pension payments grew slightly more than expected, 25.8 percent compared to 25.3 percent.

³⁹ These actual spending data do not include additional spending from unplanned reimbursements and ELO transfers. As such, the growth in overtime costs is likely to be understated.

Table 3-5
ACTUAL USPP SPENDING
FY 1998–2000
(\$ in Thousands)

TYPE OF EXPENSE	1998	1999	2000	Change 1998-2000	
				\$	%
Compensation	\$45,422	\$46,461	\$50,267	\$4,845	10.7
Overtime	2,972	4,162	3,689	717	24.1
Pension	15,130	16,604	19,037	3,907	25.8
Subtotal Personnel	\$63,524	\$67,227	\$72,994	\$9,470	14.9
Travel	600	857	886	286	47.6
Vehicle Rent	386	412	423	38	9.8
Rent/ Utilities	892	902	868	-25	-2.8
Printing	31	31	28	-4	-11.5
Other Services	2,137	2,533	4,103	1,966	92.0
Supplies	1,786	1,654	2,226	440	24.6
New Acquisitions	1,164	1,102	879	-285	-24.5
Grants/ Claims	311	15	18	-293	-94.3
Subtotal Non-Personnel	\$7,308	\$7,504	\$9,431	\$2,123	29.1
TOTAL	\$70,831	\$74,731	\$82,424	\$11,59	16.4

There also were some significantly different trends for actual, non-personnel spending. Actual spending on travel⁴⁰ increased nearly 48 percent, where no change had been planned. Actual spending on supplies and other services also grew substantially, but these growth rates were less than planned. Actual spending on new acquisitions, primarily equipment, fell almost 25 percent, but this was less than the 29 percent planned reduction decline. Appendix E reviews long-term spending trends. These are similar to the short-term trends discussed.

Differences Between Planned and Actual Spending over the Last Three Fiscal Years

Table 3-6 shows the differences between USPP planned and actual operating spending by type of expense for FY 1998 through FY 2000. As discussed later, many are similar to those observed for the Washington area component. Actual personnel spending consistently exceeded planned personnel spending, with the differences primarily due to overtime and pension.

Actual spending on such non-personnel items as travel and supplies consistently exceeded planned levels during the three-year period. At the same time, actual spending for new equipment and other capital acquisitions consistently fell short of planned levels, reflecting primarily the Washington area experience.

⁴⁰ This also includes training and transportation of things.

Table 3-6
DIFFERENCE BETWEEN PLANNED AND ACTUAL SPENDING
FY 1998-2000
(\$ in Thousands)

TYPE OF EXPENSE	1998	1999	2000
Compensation	\$1,017	\$1,629	-\$1,479
Overtime	741	2,026	1,649
Pension	1,005	0	1,333
Subtotal Personnel	\$2,764	\$3,655	\$1,504
Travel	\$368	\$359	\$653
Vehicle Rent	-3	0	0
Rent/Utilities	50	19	1
Printing	21	7	8
Other Services	1,303	-629	1,382
Supplies	1,098	284	1,027
New Acquisitions	-1,313	-552	-882
Grants/Claims	-298	-492	-629
Subtotal Non-Personnel	\$1,226	-\$1,005	\$1,560
TOTAL	\$3,989	\$2,651	\$3,064

Table 3-7 illustrates planned and actual spending by USPP's major operating components for the past three fiscal years. These data show that actual spending has consistently exceeded planned spending and that the differences between the two have been sizeable, ranging from \$2.7 million to \$4 million.⁴¹ Moreover, spending has been primarily concentrated in two areas: the annual pension payment to DC and operational spending for the Washington area component. Except for New York in FY 1998, NYFO and SFFO components actually spent less than planned from FY 1998 to FY 2000.

For San Francisco, actual personnel spending was less than planned from FY 1998 to FY 2000, accounting for the entire difference between overall planned and actual spending. This difference reflects larger than expected salary lapses and the Park Police's difficulty retaining trained officers within the more expensive Bay Area labor market. In contrast, actual non-personnel spending consistently exceeded planned spending, as did actual spending on equipment.

New York also spent less on compensation over this three-year period, but actual overtime spending there was higher than planned. Consequently, NYFO's actual personnel spending slightly exceeded planned spending in FY 1998 and FY 1999. It also spent more on new equipment than planned in FY 1999 and FY 2000, although total non-personnel spending was

⁴¹ These operating spending comparisons exclude the additional operating spending funded by unplanned reimbursements and ELO transfers.

slightly less than planned every year. Actual spending at the Statue of Liberty remained close to planned levels over this period; this is reflected separately in Table 3-7.

Table 3-7
USPP TOTAL SPENDING
FY 1998-2000
(\$ in Millions)

	<u>1998</u>	<u>1999</u>	<u>2000</u>
PLANNED			
TOTAL	66.84	72.08	79.3
District of Columbia	37.98	40.28	43.89
New York	6.9	6.68	7.02
Statue of Liberty	1.36	1.52	2.35
San Francisco	6.48	7.0	8.4
Pension	14.13	16.6	17.7
ACTUAL			
TOTAL	70.83	74.73	82.41
District of Columbia	40.85	43.09	47.3
New York	6.92	6.65	6.76
Statue of Liberty	1.47	1.58	2.27
San Francisco	6.46	6.81	7.04
Pension	15.13	16.6	19.04
DIFFERENCE			
TOTAL	3.99	2.65	3.03
District of Columbia	2.87	2.81	3.41
New York	0.02	-0.04	-0.26
Statue of Liberty	0.11	0.06	-0.08
San Francisco	-0.02	-0.19	-1.38
Pension	1	0	1.34
CONTINGENCY SPENDING ADJUSTMENT			
Additional Reimbursement and ELO Spending	1.66	1.96	2.71
Adjusted ACTUAL TOTAL	72.49	76.69	85.12
Adjusted Total DIFFERENCE	5.65	4.61	5.74

USPP's Washington area component is substantially larger than NYFO and SFFO, and its spending usually determines total USPP spending trends. Its FY 2000 actual operating spending—\$47.3 million—was almost three times as large as the field operations'. As Table 3-7 shows, the excess in actual Washington area spending accounts for USPP's total difference for FY 1999 and FY 2000 and more than 70 percent for FY 1998. Table 3-8 shows the differences between planned and actual Washington area spending.

For the Washington component, the majority of spending differences from FY 1998 to FY 2000 is due to the gap between planned and actual personnel spending. Unlike NYFO and SFFO, the Washington area component's actual spending on compensation consistently exceeded planned spending for each of the three fiscal years⁴². Similarly, actual overtime spending was consistently more than the approved planning levels over this period. In FY 1999 and FY 2000, actual overtime costs exceeded planning levels by \$1.34 million (69 percent) and \$1.03 million (60 percent), respectively. More significantly, these excess amounts did not include overtime spending funded by unplanned reimbursements and the ELO program. With these, overtime spending differences totaled \$3.22 million in FY 1999 and \$3.67 million in FY 2000. The combined overtime spending difference was more than triple the approved planning level in FY 2000.

Table 3-8
USPP WASHINGTON AREA SPENDING COMPARISONS
(\$ in Thousands)

TYPE OF EXPENSE	PLANNED			ACTUAL			DIFFERENCE		
	1998	1999	2000	1998	1999	2000	1998	1999	2000
Compensation	\$31,703	\$31,802	\$36,393	\$33,022	\$33,986	\$37,171	\$1,319	\$2,184	\$778
Overtime	2,002	1,917	1,714	2,245	3,259	2,740	243	1,342	1,026
Subtotal Personnel	\$33,705	\$33,719	\$38,107	\$35,267	\$37,245	\$39,911	\$1,562	\$3,526	\$1,804
Travel	133	421	168	525	787	803	393	366	635
Rent/ Utilities	750	775	711	774	774	700	24	-1	-11
Printing	5	20	18	28	26	21	23	6	3
Other Services	649	2,773	2,253	1,500	2,104	3,564	851	-669	1,312
Supplies	520	1,166	984	1,557	1,406	1,879	1,037	240	895
New Acquisitions	2,170	1,355	1,602	887	739	411	-1,283	-616	-1,191
Grants/ Claims	50	50	45	310	10	14	260	-40	-30
Subtotal Non-Personnel	\$4,276	\$6,560	\$5,780	\$5,581	\$5,847	\$7,392	\$1,305	-\$713	\$1,612
TOTAL	\$37,981	\$40,279	\$43,886	\$40,848	\$43,091	\$47,302	\$2,867	\$2,812	\$3,416

For non-personnel spending, actual spending for travel and supplies consistently exceeded planned levels, as did spending for other services in FY 1998 and FY 2000. Unplanned travel for the secretary of the Interior's protective detail accounted for most of the higher-than-planned travel spending. New equipment spending consistently fell below planned levels; the Washington area component deferred new or replacement equipment purchases to fund increased spending in other areas.

⁴² Unfortunately, details on actual compensation spending were not available. As a result, it was not possible to determine the reasons for the excess in actual compensation spending.

Two additional factors exacerbate these equipment spending deficiencies in the Washington area. First, current, approved equipment replacement plans appear to be lacking for major capital items such as cruisers, computers, and communication equipment. For example, nearly one dozen newly acquired cruisers remained on a Southeast DC parking lot, unavailable for use, because they lacked requisite radio and lighting equipment. In contrast, NYFO and SFFO have relied on leased vehicles and have made major investments in communications equipment. Also, underfunding equipment needs reduces subsequent “base” equipment budgets. Rectifying the previous underfunding requires a “budget initiative,” a proposal to increase budgetary resources above the base funding level. These initiatives are less likely to be funded than continuing current services levels given budget constraints.

The Panel recognizes that funding trade-offs must be made within existing NPS budgetary resources. Nonetheless, to address current equipment deficiencies for USPP’s Washington component, **it recommends that:**

The U.S. Park Police develop a multi-year replacement plan for cruisers and other major equipment for the Washington area. This plan should be the basis for developing annual equipment funding requests and allocating approved budgetary resources consistent with overall Park Police budget limits and spending priorities.

These multiyear replacement plans also should address investments in new technology as part of the replacement process. This would provide USPP and NPS with the opportunity to assess additional trade-offs between capital equipment and staffing. Evaluating trade-offs is critical if the Park Police is to operate effectively within specific budget limits.

USPP’s Annual DC Pension Payment Poses Severe Budgetary Risks

As shown in Tables 3-6 and 3-7, USPP’s DC pension payments have contributed significantly to the differences between planned and actual spending. Although planned spending for this purpose increased by more than 25 percent between FY 1998 and FY 2000, actual spending nonetheless exceeded planned spending in FY 2000 by more than \$1.3 million or 7.6 percent.

This variance is likely to continue as the number of currently employed Title IV-covered USPP officers shrinks. It is difficult to project precisely these highly personal, individual decisions, and uncertainty over pension payment projections and the absence of USPP control over them pose major budgetary risks. The \$1.7 million funding shortfall for FY 2001’s pension payment is a clear illustration of that budget risk. An improved forecasting methodology could reduce, but is not likely to eliminate these cost variances.

Congress has recognized the “mandatory” nature of comparable annual pension payments that USSS makes for its Title IV-covered officers and that the Treasury Department makes for DC police officers, firefighters, and teachers. A mandatory, permanent indefinite appropriation provides USSS’ annual payment to the DC fund and the Treasury’s annual payment to the DC Federal Liability Trust Fund.⁴³ The Park Police’s annual pension payment is the only federal

⁴³ Subtitle A of the National Capital Revitalization and Self-Government Improvement Act of 1997 shifted the DC pension liability to the federal government.

payment, supporting any federal or DC annuitant of the Title IV pension program, that is provided through discretionary annual appropriations. Due to the mandatory nature of USPP's pension payment, **the Panel recommends that:**

The U.S. Park Police and National Park Service work with Congress to reform the funding by shifting it to a permanent indefinite appropriation similar to the current Secret Service's and Treasury's current annual payments.⁴⁴

OTHER BUDGET ISSUES

The Park Police face two other budget matters: operating costs for helicopter service while performing NPS' and others' missions, and indemnification issues related to MOUs and reimbursement agreements.

Helicopter Operating Costs

The Park Police operates three helicopters that provide medevac assistance, USSS-requested protective service and surveillance, and such police services as search and rescue operations along the Potomac River. In 2000, USPP's aviation unit flew 1,079 mission hours. Medevac missions accounted for 202 of these hours (18.7%); USSS support missions accounted for 165 (15.3%); and police services for 406 (37.5%). The remaining 306 flight hours were for numerous support missions, including training, administrative, maintenance ferrying, and general aerial support. Until recently, USPP operated two helicopters, but the 1999 DC appropriations bill provided \$8.5 million to pay for a third.

It is expensive to operate and maintain the helicopter fleet. The aviation unit estimated a 2001 aviation budget of \$1.35 million to support a projected 1,200 flying hours, an average cost of \$1,127 per hour. This estimate included operating estimates, payments to Interior's Office of Aviation Support (OAS), projected training, and overtime, and various equipment costs. High operational costs were an important reason behind the DC government's decision to terminate its police helicopter operations, but the recent improvement in DC's fiscal condition has allowed it to revisit that decision. Reestablishing a DC police helicopter unit will undoubtedly reduce some of USPP's current medevac and police service missions. The actual impact can best be determined once the DC helicopter unit has operated for 2 to 3 years.

The Park Police pays OAS to maintain and repair its helicopters, provide liability insurance, and develop a working capital fund for depreciation and the ultimate replacement of aircraft assets. OAS provides similar services for all Interior bureaus that have air operations. USPP and NPS have identified several issues concerning the allocation of OAS maintenance charges and the feasibility of the working capital fund. These issues remain under review.

Currently, USSS reimburses the Park Police for helicopter use during presidential escorts. In FY 2000, USPP charged a standard rate of \$800 per flight hour to recover its estimated incremental

⁴⁴ The House appropriations subcommittee for Interior has included this reform in its current version of the Interior appropriations bill for 2002

operating costs, but it does not seek reimbursements from other non-NPS entities receiving this service. Within the Washington, DC area, reimbursement policies are inconsistent. For example, Maryland State Police charges for its medevac services, while Fairfax County (Virginia) Police does not. MPD has not yet determined its policy on charging for medevac services. Greater use of reimbursements can encourage more efficient utilization of this expensive resource. This is an issue that the USPP and NPS should address using the fiscal discipline contained in the Panel's recommended reimbursement policy.

Indemnification Issues

Multiple and often inconsistent federal, state, and local laws in the Washington area raise significant concerns about the vulnerability of individual officers and agencies in indemnification and other legal liability issues when providing assistance outside their jurisdiction. The Washington Council of Governments has been working with its members to resolve these issues for several years. Some jurisdictions have successfully enacted legislation or other enabling laws to address these legal issues, but others have not. Moreover, regional growth and the emergence of new issues complicate the process.

Park Police will continue to share law enforcement services with state and local law enforcement agencies using existing mutual aid MOUs or new reimbursable agreements. The USPP budget will continue to support the provision and receipt of these services based on historical activity. Additional reimbursements or resource reallocations will support any new requests for such mutual aid within the Washington area.

To remove potential legal impediments to law enforcement agency responses to emergency needs in the Washington area, **the Panel recommends that:**

Congress and the legislatures of Maryland, Virginia, and the District of Columbia establish a legal framework for police units in the Washington area that provides for mutual aid in case of emergencies and alleviates the burden caused by indemnification.

CHAPTER 4 STAFFING FOR FUTURE NEEDS

Missions drive decisions about the size and skill levels of an organization's workforce and the priorities assigned to it. The Panel believes that the workforce issues presented in this chapter reflect the Park Police's broad mix of missions, as well as the lack of clarity about which ones are most important.

In keeping with Congress' request, the Academy:

- examined the methodology used by USPP to determine staffing needs
- evaluated current and future USPP staffing requirements to meet missions and goals

This chapter provides background information on staffing levels and describes the methodology that the Park Police has used to determine sworn officer staffing levels. It also discusses whether these staffing levels have permitted USPP to fulfill its mission. The major points being addressed are a more comprehensive method to determine staffing needs; USPP's use of overtime to fulfill its missions; how USPP plans to replace officers who retire or resign; the ratio of privates to sworn officers above that rank; ways that USPP can use a civilian workforce more effectively to achieve its missions; whether a different mix of officer and guard staff can better protect monuments and visitors; and the need for a comprehensive approach to workforce planning and management.

HISTORICAL STAFFING LEVELS

Tracking historical staffing levels in the Park Police proved difficult for several reasons:

- USPP personnel are paid from multiple funding sources, and FTE and positions are attributed to various locations.
- NPS and the Park Police account for personnel payroll data differently and inconsistently among the three regions.
- NPS and the Park Police arbitrarily assign FTE and positions to USPP and the parks.
- NPS' FTE approach and USPP's position approach have not been reconciled.

Staffing numbers come from a variety of sources, including enacted FTE in the federal budget, end-of-calendar-year staffing numbers in the Park Police's annual report, the staff listing in its annual financial plan, and the position management staff list. Some variations in staffing levels are attributable to the different times that counts are made. Others are due to inconsistent approaches for counting and paying staff. For example, some civilians paid through reimbursements are counted as USPP staff, but sworn officers funded by Presidio Trust

reimbursements are not. Other staff are counted as part of the FTE and positions counts of GNRA and GGNRA, or as part of both parks and USPP.

The Park Police's financial plans contain a list of all on-board officers and civilians as of a given date, generally the first quarter of each year, making the data relatively comparable from year to year. Thus, project staff chose these data for much of the analysis contained in this chapter, with adjustments made for known discrepancies.

Trends in Numbers and Locations of Sworn Officers

Table 4-1 shows the number of sworn officers by major organizational unit in 1986, 1995, and 2001. Overall, staffing levels increased by 77 positions between 1986 and 2001, with almost one-third of the increase taking place since 1995. Following 1995, 48 positions reflected new USPP assignments (21 for the Statue of Liberty/Ellis Island, and 27 for Fort Wadsworth in New York). In addition, recruits comprised 23 positions in FY 2001; in 1995, there were none. Thus, 23 more of the 605 slots in 1995 were working officer positions.

In effect, there was a real net reduction of 46 sworn officers between 1995 and 2001. This decline is apparent in patrol beats in the Washington area and field offices during that six-year span. Twenty-six officers resigned or retired in 2001 (as of June 15). This exceeds the number of officers (23) who completed recruit training in the first half of the year.

In addition to its Deputy Chief, there were 375 filled officer positions in the Washington Operations Division as of CY 2000, and they perform a mix of patrol and specialized functions. They are divided specifically as follows:

- 206 (55 percent) Patrol including Central, East, and West Districts
- 44 (12 percent) Special Forces (including 18 motorcycle and 21 SWAT officers)
- 44 (12 percent) Support Services (33 are Horse Mounted Patrol officers, and 7 are K-9 officers)
- 31 (8 percent) Criminal Investigations
- 23 (6 percent) Recruits
- 15 (4 percent) Aviation
- 12 (3 percent) Watch Commander Staff (lieutenants overseeing the three shifts)

**Table 4-1
PARK POLICE SWORN OFFICERS**

OFFICE	1986	1995	2001
Chief	1	1	1
Regional Law Enforcement Specialists	10	11	11
Office of Inspectional Services	18	22	19
Operations Division ¹			
Deputy Chief	1	1	1
Watch Commander & Staff	1	1	12
Support Services Group	0	0	44
Criminal Investigations Branch	37	44	31
Special Forces Branch	80	53	44
Aviation	12	12	15
Patrol Branch	5	11	1
Central District	76	100	81
East District	67	75	62
West District	80	83	62
JFK Center	15	0	0
Recruits	24	0	23
TOTAL Operations Division	404	380	376
Services Division			
Deputy Chief	1	1	1
Administrative Branch	8	10	8
Training Branch	6	19	25
Technical Services Branch	21	20	13
TOTAL Services Division	36	50	47
Field Office Division			
Deputy Chief	1	1	1
New York Field Office	46	57	50
Statue of Liberty/Ellis Island (began staffing in 1994)	0	11	32
Fort Wadsworth (began staffing in 1998)	--	--	27
San Francisco Field Office	37	42	38
San Francisco - Presidio (began staffing in 1994)	0	30	28
TOTAL Field Office Division	84	141	176
Total Sworn Officers on board ²	553	605	630

Source: USPP Financial Plans for 1986, 1995, and 2001. Presidio and Fort Wadsworth information is from payroll data.

¹ Operations Division staff moved around between 1995 and 2001. The following functions (previously handled by branches and branch components within Operations) were transferred to the main Operations Division or the Support Services Group: Watch Commander, K-9, Horse Mounted Patrol, and Traffic Safety. Although the Support Services Group is not a separate branch in Operations, it functions as one. About 8 positions went from Central District to Operations or Support Services in late 2000. About 10 positions went from East District to Operations or Support Services in late 2000. About 14 positions went from West District to Operations or Support Services in late 2000. About 4 positions went from Patrol to Operations or Support Services in late 2000.

² In 1995 and 2001, USPP had a separate budget program, but no separate office, for drug enforcement. The 25 officers funded with this money in 1995 and the 34 in 2001 are placed in the units in which they work.

Table 4-1 also shows that some USPP units gained officers while others lost them. Functional shifts within the Operations Division appear to account for some of the larger differences. Yet even accounting for the transfer of functions from the three Washington area districts to other units, there were net losses in each of them between 1995 and 2001—13 in the Central District, three in the East District, and seven in the West District.

The Park Police attributed declining officer staffing levels primarily to a lack of funds to recruit new staff, rather than an inability to fill advertised positions. Union officials have highlighted recruiting shortfalls in congressional testimony and letters to administration officials. Only in San Francisco did senior officers cite low salaries as a reason for losing officers; there, the starting salary for USPP staff is about \$14,000 less than the San Francisco and Oakland Police Departments. High housing costs in the Bay Area are a related factor. Some staff live on the Presidio at reduced rates, but only eight officers own their homes. One officer recently left for another police department because he received \$100,000 toward the down payment on a house, while another joined a sheriff's department because his salary would double in 3 years.

During the mid-1990s, the Park Police received funds for an additional 10 positions to cover the George Washington Memorial Parkway. However, these funds were not used for the new positions, but for other costs, including overtime for additional parkway patrols. Also, NCR indicated that it worked with Congress to maintain sufficient funding for recruits. These types of issues have led to some perceptions that USPP has not applied its resources as effectively as possible.

Officer Shortages

NPS, NCR, USPP staff, and park superintendents talked about officer shortages in many interviews and discussions. A few examples are provided below:

- The East District's Baltimore-Washington Parkway frequently has two patrol cars covering its 30-mile length, but the East District believed that three are needed. Because criminals and speeders appear to know that the State of Maryland covers the I-95 corridor more intensely, officers said criminals and speeders choose the Parkway.
- Officers indicated that there are insufficient patrol officers to adequately cover portions of the Baltimore-Washington or Suitland Parkways when intoxicated drivers are most likely to use them.
- Officers in the West District's Crime Prevention Unit often have to cover patrol beats.
- According to Central District staff, drug dealers in Dupont Circle signal each other when a Park Police officer approaches, so they can stop selling. There rarely are enough staff to send non-uniformed officers there.

- Anacostia Park has several soccer fields and hosts many family and special activities, but USPP said it cannot always position staff at that location.
- The civilian guard force has shrunk from 41 in 1986 to 24 in 2001. The Park Police has discontinued guard coverage at the Lincoln and Jefferson Memorials.

Park superintendents reinforced USPP perceptions of insufficient staff. Several said officers assigned to their locations can be pulled from their posts to cover other activities, such as escort duties. They believed that the Park Police should provide the coverage needed for special events without paying overtime. Most superintendents also preferred that officers take the time to leave their cruisers and enter a park to conduct perimeter patrols or look for encroachments. They appeared concerned that officers may not know the park well enough to answer visitor questions during special events. One superintendent noted that the USPP chief once met with Washington area superintendents annually to discuss their needs, and suggested that such a discussion be reinstated. Although the superintendents wanted their issues resolved, they appreciated the services of “their” officers; many simply wanted more service.

These specific examples aside, the Park Police has not documented the overall impact of reported staff shortages. A senior USPP manager agreed that the officers do not perform as many installation checks and foot patrols as the Park Police and the park superintendents would like. Foot and cruiser patrol officers do conduct periodic on-site checks of most park facilities within their beats. Comments about overall deployment included references to fewer officers being assigned on certain holidays, when visitor levels are higher. According to some, the reason is that USPP does not have the money to fund holiday pay.

METHODS USED TO DETERMINE STAFFING NEEDS

There are several methods to determine the estimated staffing levels of law enforcement organizations. A common one is the “beat analysis” described below. Academy staff met with the Central District to review USPP’s use of this method and found it reasonable and effective for patrol situations. Another staffing estimate tool is a task-based approach. The Academy staff demonstrated this approach in two USPP units that are described later in this section. A third “cases opened/cases closed” method is based on the number of cases an investigative unit opens, number closed and the average hours per case. Academy staff did not apply this methodology, but reviewed a one-time study conducted by a representative from the U.S. Marshals Service in 1997 for the Criminal Investigations Branch of USPP. Time restraints, staff availability, incomplete personnel and other statistical data precluded a comprehensive staffing needs assessment of the entire work force, including civilian positions. The USPP agrees that such an analysis is needed.

The Park Police determines officer staffing needs through a position management concept that lists “authorized” positions by title and rank, and tracks whether positions are filled. USPP receives its annual funding allotment for staff based on FTEs,⁴⁵ and it estimates the number of

⁴⁵ NPS maintains that the USPP has not had, and does not now have, an approved position authorization.

officer positions needed through a beat analysis. This analysis divides USPP's jurisdiction into patrol beats—whether covered by car, foot, or scooter—and estimates coverage needed per shift based on a range of factors. These include:

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

When developing staffing estimates, an organization cannot assume that one person on board equals one staff year of work. Of the total 2,080 hours in a FTE staff year, some time is spent on such things as training, sick leave, and annual leave. The Park Police calculated that each FTE person is available for work 1,656 of the 2,080 total hours. As such, 5.3 FTEs are needed for one unit of 24-hour coverage.

Basis for the 1986 Beat Analysis

In 1986, the Park Police decided to assess its needs against its available officers, and to present a request for additional sworn officers. At the time, it had experienced several years without hiring, had processed only one recruit class per year for two additional years, and faced no recruit class that year. No one asked about the impact of not hiring on staff levels, but USPP's resulting document, called a beat analysis⁴⁶, showed a list of all patrol beats by unit location, the number of officers available for each beat, and any variations between the two figures.

The analysis also determined whether positions were:

- critical: a lack of coverage would produce an unacceptable risk to life and property
- essential: a lack of coverage would create a probability of increased risk to life and property
- necessary: a lack of coverage would create a level of program compliance below acceptable standards

In preparing for the discussions that led to the beat analysis, USPP headquarters staff prepared graphs and charts that showed:

- staffing statistics, which included current levels and assignments, historical trend data for on-board officers, and projected officer levels given available resources
- financial data, such as projected funding needs for non-salary expenses and financial plan information broken out by location
-

⁴⁶ U.S. Park Police, Beat Analysis, 1986, Washington, DC.

- activity-related information concerning visitor levels at USPP-patrolled locations, staff hours associated with processing arrests, and numbers of reported criminal acts and arrests

This information, as well as each district's needs submission, was used as the basis for discussions about staffing levels for specific beats.

Longtime USPP personnel, including the chief, and NPS budget staff participated in the week-long meeting. They used their combined institutional knowledge to form judgments and develop a beat priority list. USPP's lead analyst consolidated the results and developed recommendations for the division commander, which were reviewed and revised following discussions with the chief. The 1986 analysis concluded that the USPP staffing level should be 655 sworn officers. The analysis noted that 532 officers were on board at that time, leading to a deficiency of 123.

Of the 655 "required" sworn officer positions, 510 were deemed to be critical, 106 essential, and 39 necessary. Most of the unfilled positions were on essential or necessary beats. USPP gave these results to the NCR director, the secretary of the Interior, and the deputy secretary, and the secretary then presented them to congressional committees. DOI's 1988 budget request presented to OMB requested 113 new FTE. Congress responded by providing 100 additional FTE, \$2.2 million in added funds for overtime, and \$1.2 million for replacement of supplies and equipment.

Because Congress acted upon the staffing request based on the 1986 analysis, Park Police officials said they continue to use that analysis as a base number. Subsequent analyses recognized changes in services, such as losing responsibility for the Kennedy Center and gaining responsibility for Ellis Island in New York, both of which occurred in 1994. However, the 1986 analysis did not specifically address the methodology used to address non-patrol positions and those in specialized units. In backup materials for the analysis, USPP showed all positions—officer and civilian—by office. Yet the analysis was for officers only. There is no information on what USPP believed the civilian staffing level should be.

Beat Analysis Updates

The Park Police tracks the number of officer positions it needs by using the 1986 beat analysis number as its base, adjusting positions as responsibilities change. These include additions for policing-related duties at the Roosevelt and Korean War Veterans Memorials. In this respect, however, USPP documentation has sometimes been inconsistent; some did not show reductions for the Kennedy Center in DC, while others reflected reductions in filled positions. Such inconsistency has made it difficult to compare the 1986 beat analysis with its 1993 follow-on effort.

USPP convened a staffing evaluation committee in 1993 to conduct a second review. Staff characterized the 1993 beat analysis as a "thorough analysis and revision of the 1986 beat analysis," reviewing each sworn officer position—operational and administrative—and analyzing whether the position should be civilianized. It indicated that the Park Police needed 750 officers (compared with 655 in 1986), and that the officer cadre was 118 below this level.

USPP officials stated that they made some adjustments as a result of the 1993 review, but that they had little ability to implement many recommendations. As with the 1986 analysis, the 1993 assessment did not consider civilian or guard positions.

A third staffing reassessment was begun in 1999, but not completed. According to a senior official, there was no real external demand for the review, which would have required significant resources. The East District provided its number of officers for beats for 1999 and the Central District did the same for 2001. These revisions reflected the district captains' and lieutenants' judgment on staffing needs per beat and showed the on-board staff available to meet them, including deficits. These managers said their assessments were based on the same types of indicators used in the 1986 analysis and were used to develop shift assignments.

In May 2001, Academy staff met with the Central District's captain and operations lieutenant to review their beat analysis. They provided their rationale for proposed staffing levels according to each foot, cruiser, and scooter beat, and discussed the roles of personnel in the Central District main office, including the administrative sergeant and court liaison officers. The discussion also focused on the role of supervisory staff to cover beat shortages, the impact of changes within the beats (such as the addition of the White House Visitor Center), and the elimination of several scooter beats.

Field offices also provided updated staffing information. In San Francisco, USPP staff prepared a beat analysis for current needs and a projection for future staffing requirements as the Presidio adds more residents and businesses. The Presidio Trust is having a consultant analyze future police staffing levels, but is not committed to a specific figure until further review.

Academy Demonstration to Assess Staffing Needs

Academy staff demonstrated a task-based approach to work definition and staffing estimates in two USPP units: the Office of Records Management (ORM, a civilian office within the Office of Administration) and portions of the Criminal Investigations Branch (CIB, a non-patrol law enforcement office). Project staff worked with USPP personnel in each office to undertake the work described below.

- Define the work.
- Review and discuss the unit's work and gather sufficient information for project staff to define the broad "work areas" and develop a list of sample tasks.
- Discuss the work areas and tasks with unit management and revise them as appropriate, adding as much detail as possible.
- Meet with unit management to finalize a more detailed work area and task list.
- Estimate work volume and staff time per task.
- Develop worksheets to collect specific time and volume data, depending on work complexity. Data include the time spent to do each task once; position titles of those working on the task; the number of individuals needed to complete the task once; and the frequency with which the task is done in one year (volume).
- Meet with unit staff to estimate task time and volume. Some estimates were done with project staff, while others were done by USPP managers alone.

- Load data from worksheets into Excel spreadsheets, according to work area.
- Compile the aggregate data from each spreadsheet into a summary of “staff resources required” for the work unit.

CIB and ORM staff compiled data on such items as numbers of case files created and witnesses interviewed (CIB), and of traffic tickets forwarded to local jurisdictions and records expunged (ORM). CIB detectives and investigators met with senior officers to discuss workload and the time it takes to perform individual tasks. The ORM manager did most task definition alone, and consulted with staff on volume and time estimates.

Despite its complexity, ORM’s work was relatively easier to define and estimate, compared with CIB’s work. The total spreadsheet results of ORM’s estimation process is shown at Appendix H. CIB’s process required separate work sheets for each task due to substantial variations in the time needed, nature of the tasks, and the number and rank of staff who work on a task.

ORM has nine staff, and its aggregate estimates show a potential need for 11.8 staff. Project staff and CIB managers were able to complete only the initial analysis of the Major Crimes Unit prior to the drafting of this report. CIB managers will continue to use the initial data to better measure the workload and estimated staffing needs. At this point, the task definition and workload estimates become tools for managers to use in determining whether these estimates are realistic, given competing needs and senior management’s perspective of what work should be done.

The beat analysis is not an annual USPP procedure, but it is one of the methodologies that law enforcement agencies nationwide use to estimate officer needs for patrol beats. Based on discussions with USPP captains and lieutenants who manage the beats, it appears that their justification for certain staffing levels, given their perception of responsibilities, is reasonable.

Academy staff have not conducted a comprehensive staffing needs assessment and cannot determine a specific number of officer and civilian staff that the Park Police needs to effectively perform its current mix of missions. Given the net real reduction of 71 officer positions between 1995 and 2001, parts of USPP—including the Washington area districts, parts of the field offices, and CIB—have lost staff in the past few years. This can explain the stress that some officers said they are under to maintain coverage given their understanding and perceptions of their current roles.

The Panel is not convinced that the Park Police has done all that it can to manage its increased aggregate workload given its new responsibilities in New York and added monument coverage in the Washington area. Officer and civilian guard deployments have attempted to cover all missions to some degree, rather than to select priority areas—essentially, to base staffing decisions on some level of risk analysis. Rather, numerous organizations request or demand USPP services without considering their marginal costs. The Park Police has not done a risk analysis, but it appears to have chosen to reduce officer presence on the street in favor of other priorities.

Without agreed-upon missions and priorities, the Panel recognizes that it is difficult for the Park Police chief to curtail or cease coverage in some areas. Indeed, it is essential for USPP to make staffing decisions in the context of agreed-upon missions, and to develop and maintain a consistent and demonstrable approach for assessing officer and civilian staffing needs. Further, it must establish realistic and definable risk limits; systematically adjust to changing crime statistics and patterns; respond to park superintendents expressed concerns; address community and park visitor concerns; and define its priorities and staffing levels for officers, supervisors, civilians, and guards. **Therefore, the Panel recommends that:**

A thorough staffing needs assessment based on the U.S. Park Police mission, as clarified, be performed. It should examine the balance among patrol activities, specialized units, and administrative assignments. The assessment should use primarily external expertise to ensure its objectivity and credibility, and the results should be addressed through the budget process recommended in Chapter 3.

The Park Police has neither the time nor the expertise to conduct an in-house definition of work and assessment of resource needs. Given the potential for a significant number of retirements, USPP should engage an organization with staffing assessment expertise, and work with that organization to ensure a comprehensive and timely product. It also could assist by providing existing data, while NPS, NCR, and appropriate park officials could provide their priorities. In turn, the participating organization could present information on how enhanced technology or equipment may reduce staffing needs or enhance deployments. The incoming USPP chief could use these results as a tool for making a range of staffing and resource decisions.

As the above discussion indicates, a staffing needs assessment takes considerable time and requires the full commitment of top management. The beat analysis is an appropriate mechanism for patrol work, but USPP should consider a task-based assessment for other types of work. The benefits of such an assessment are that it will:

- Relate estimates directly to the work being performed, rather than only to aggregate data that do not provide important information, such as the differences between a murder or robbery investigation.
- Assist in understanding non-patrol staff work so that managers can better determine which positions can be undertaken by civilians.
- Identify tasks or offices that are under or over-staffed.
- Reveal information that can lead to process improvements for reducing resource estimates.
- Provide better information on work distribution vis-à-vis staff numbers and capabilities, contributing to more effective staff deployment and better-defined training needs.

USE OF OVERTIME TO MEET STAFFING NEEDS

Patrol beat coverage is often done through the use of overtime, in which officers cover beats by working on their days off or by working longer shifts at their own or another location. Some overtime—generally associated with special non-First Amendment events—is provided on a reimbursable basis. The use of overtime has taken place in an environment in which USPP senior staff have believed there is an inadequate level of staff.

As noted in Table 3-5, overall USPP overtime spending varied from \$2.97 million in FY 1998, to \$4.16 in FY 1999, to \$3.68 in FY 2000. NYFO increased overtime to offset lower staffing levels during FY 1999 and 2000. In that location, actual overtime increased from \$419,000 in FY 1998, to \$518,000 in FY 1999, to \$562,000 in FY 2000.

In the Washington area, actual overtime spending decreased 16 percent between 1999 and 2000. USPP command officials commented that they had less flexibility to offset staff shortages with overtime during this period. For example, the Park Police estimated it needed two staff on three shifts (10.6 positions) to patrol Pennsylvania Avenue and adjacent areas, using traffic, the number of homeless, pedestrians, and other factors as the basis for the estimate. In lieu of the estimated 10.6 positions needed, USPP received \$100,000 in overtime for the first year. That allocation was reduced to \$67,000 for Fiscal Year 2001. As officer pay rises, overtime funds support fewer hours.

Project staff examined individual officer overtime for CY 2001 (through June 2001) to see how aggregate overtime spending was spread throughout USPP. Generally, overtime for officers is fairly evenly dispersed among patrol beat officers in the Washington area, New York, and San Francisco; relatively few staff (12) made more than \$10,000 in overtime during the first six months of CY 2001. In the Office of Inspectional Services, however, 4 of the 27 staff made more than \$18,000. These individuals worked on the secretary of Interior's security detail. In Special Forces, where the project staff expected to see more overtime due to motorcycle escorts, no one made as much as \$10,000 in overtime.

The Panel appreciates that overtime is a normal occurrence in police work. USPP officers must periodically staff special events or demonstrations, where staffing needs are well above normal duty levels. Judicious use of overtime enables the Park Police to meet peak demands. At the same time, it is not efficient to consistently use overtime to offset staffing shortages, as the three Washington area districts indicated they did. Police work is intense, and officers need to be able to have their days off and be able to take leave as scheduled. The Panel believes that there may be a better staffing balance if USPP's senior management acts on these bases. As discussed in Chapter 3, when the USPP can secure reimbursement for overtime, it is appropriate to do so. This may be the case with overtime used for the secretary of Interior's protective detail, as well.

PLANNING FOR OFFICER REPLACEMENTS

Table 4-2 shows USPP attrition information for 1998-2000, including the reasons why individuals left their positions. Overall, the Park Police has fairly low attrition rates with officer retirements being the most common reason over the three-year period. However, the attrition rates may be increasing. A higher-than-expected number of retirements—26 officers—have taken place thus far in 2001. Also, approximately 130 officers in the Title IV retirement system will be eligible to retire in July 2002, one year after an officer pay raise takes effect. Officers have a “high one” formula to compute retirement rather than the “high three” formula commonly used for civil service employees. Senior USPP managers have not surveyed officers about their retirement intentions due to privacy and union concerns. However, they could plan for multiple scenarios given different retirement levels.

Table 4-2
ATTRITION DATA FOR 1998-2000

Reason	1998	1999	2000
Retirement	20	33	32
Resignation	26	15	9
Disability	5	2	1
Removal	0	1	0
Death	0	2	2
Total	51	53	44
Percent of positions	7%	7%	5%

Note: Table 4-2 percentages are based on the staffing numbers in the USPP annual reports for the respective years. Attrition data are calendar year data, as are the annual report staffing numbers.

USPP’s goal is to hire three recruit classes annually, composed of 24 individuals each. As a group, the recruits attend the Federal Law Enforcement Training Center (FLETC) for 12 weeks of basic training and another 5 weeks of courses specifically related to USPP. Park Police serving on FLETC staff have designed much of the latter. NPS commissioned rangers receive similar basic training at FLETC, but their training is done separately from USPP and lasts for 13 weeks. The Park Police prefers separate classes in that it believes USPP-only classes build esprit de corps and minimize planning and scheduling issues and focuses on a curriculum designed for a professional urban police department. Following formal classroom training, the new officers spend several months rotating among various USPP offices for beat duty. Each assignment lasts approximately 3 weeks and the officers receive their assignments at the end of the 5 to 6-month period.

USPP often works with recruits for months, but candidates sometimes are hired with only 2 to 3 weeks’ notice before having to report to FLETC. Further, OPM administers the recruit exam only once a year, greatly limiting USPP’s flexibility because it does not offer alternative test

dates and locations. The Park Police is exploring the option to administer the test itself, which would permit it to administer the tests at law enforcement job fairs. However, this would require enhanced in-house capability.

The Park Police has deferred and even permanently canceled some scheduled FLETC recruit classes due to budget concerns. In FY 2001, one group of recruits received FLETC training, but USPP canceled a July 2001 class because it believed the funds set aside were insufficient. There were some unanticipated expenditures, which USPP staff indicated were hard to manage in that about 90 percent of total expenditures were for salaries and expenses. NCR maintained USPP had the funds for the class. Nonetheless, delays in making these 24 replacement recruits available inevitably affect USPP presence at least for a temporary period; USPP replaces departing officers only twice a year—less when classes are canceled—with FLETC graduates.

USPP's current recruiting process does not provide a regular flow of recruits to offset attrition or the flexibility to bring the best available candidates on board at the time they are available and vacancies arise. In a tight labor market, its recruiting process must be timely to be effective. **Therefore, the Panel recommends that:**

The U.S. Park Police administratively earmark and separately control an entry training budget. To facilitate more frequent graduations, Park Police recruit training should be accelerated to the first available FLETC class and/or trained in conjunction with law enforcement rangers, when possible.

This process would allow USPP to replace officers with FLETC graduates. At the same time, it would provide more frequent, albeit smaller, graduating classes and joint basic training with commissioned rangers, when possible. This joint training might also provide benefits to NPS. Common training in basic law enforcement skills could facilitate the increased use of USPP-ranger task forces to perform specific missions, as happened with the special deployment in Philadelphia for the 2000 Republican National Convention. It also could foster shared experiences, enhancing organizational cooperation. USPP and the rangers could still provide tailored law enforcement training following the basic FLETC course to obtain specialized law enforcement skills.

This alternative would require that USPP plan more carefully and consistently for recruit training. USPP would schedule more frequent basic law enforcement training courses and adhere to that schedule with individual recruits. Personnel costs would increase, since fully trained replacements could be obtained more frequently during the year. Yet training and new officer equipment costs could be spent more evenly over the year under this arrangement.

RATIOS OF HIGHER-RANKING OFFICERS TO PRIVATES

The former USPP chief believed that morale would be damaged and attrition higher if he slowed promotion opportunities; he filled higher-level vacancies in preference to funding additional patrol positions at the private level. Table 4-3 shows, by officer, the ratios of officers above the level of private (known as “higher-ranking officers”) to privates in 2001. For USPP overall, the ratio of privates to higher-ranking officers is 2:1. In the three Washington area districts and most field offices, there are as many as four privates for each higher-ranking officer, while the ratios are below 1:1 in the more administrative headquarters offices. There are 19 higher-ranking officers and no privates in the Office of Inspectional Services. That office handles planning and development, internal affairs, audit, and special protection, responsibilities that benefit from performance by more senior personnel.

These ratios have grown since 1986 when there were 2.6 privates for each higher-ranking officer. The number of privates has grown since that time, from 392 in 1986 to 428 in 2001, a 9 percent increase. Meanwhile, the number of higher-ranking officers grew from 152 to 202, a 33 percent increase. These changes have been uneven. For example, the Washington area districts have similar numbers of privates and fewer lieutenants, so higher-ranking officers oversee slightly more privates. However, in CIB, the number of higher-ranking officers has stayed about the same—ten—while privates have decreased from 25 to 20.

Table 4-3
RATIOS OF OFFICERS BY RANK
AS OF END OF CY 2000

OFFICE	Privates	Higher Rank	Ratio
Chief and Assistant Chief	--	2	--
Washington Area Svc Office (Captains in NPS regions)	--	11	--
Office of Inspectional Services	--	19	--
Operations Division			
Deputy Chief	--	1	--
Watch Commander & Staff/Support Services Grp	37	17	2.2
Criminal Investigations Branch	20	10	2.0
Special Forces Branch	35	11	3.2
Aviation	2	13	.2
Patrol Branch	--	1	--
Central District	64	16	4.0
East District	44	16	2.8
West District	52	14	3.7
Recruits	23	--	--
TOTAL Operations Division	277	99	2.8
Services Division			
Deputy Chief	--	1	--
Administrative Branch	--	8	--
Training Branch	11	13	.8
Technical Services Branch	6	7	.9
TOTAL Services Division	17	29	.6
Field Office Divisions, Including Headquarters			
Deputy Chief	--	1	--
New York Field Office	42	10	4.2
Statue of Liberty/Ellis Island	24	6	4.0
Fort Wadsworth	19	7	2.7
San Francisco Field Office	30	9	3.3
San Francisco - Presidio	19	9	2.1
TOTAL Field Office Divisions, Including HQ	134	42	3.2
Total USPP	428	202	2.1

Source: USPP Financial Plans and March 7, 2001 listing of all USPP Positions, by organization. Ratios for Fort Wadsworth in NY and the Presidio in San Francisco are derived from payroll data.

Note: The ratio column shows that for every one higher-rank officer there are this many privates. There are slight variations in the distribution of sworn officers between this and Table 4-1 because data were collected one month apart. The totals on both tables add to 630 staff. CIB investigators and detectives are counted on this table as privates.

Other law enforcement agencies provided comparable ratio data. The Patrol Division of the Fairfax County, Virginia Police Department used a ratio of 1 supervisor to 6 officers while the Prince George's County, Maryland Police Department estimates 1 supervisor to 5 officers for its entire sworn officer force. The Capitol Police stated that its supervisory-non-supervisory ratio for all sworn officers is 1 to 4. Most of its posts are stationary.

Notwithstanding the importance of officer morale, the Panel does not believe it is sound policy to promote officers above the rank of private when this results in insufficient number of officers to staff patrol beats. USPP may not have intended to become more rank-heavy, but bringing in fewer recruits and continuing to promote to higher-ranking positions produced this result. This policy should not continue. **The Panel therefore recommends that:**

The U.S. Park Police reduce its ratio of supervisor to non-supervisory positions to a level approximating that of other local area police entities.

Overall workforce plans and staffing needs assessments should be specifically geared toward identifying those higher-ranking positions that could be eliminated, thus permitting the Park Police to place more officers on patrol beats. Since a fairly large number of higher-ranking officers may retire in 2002 and 2003, there is likely to be a clear window of opportunity to change the overall force's rank mix. However, USPP should not wait until then to begin this effort.

INCREASED CIVILIANIZATION

There is no consistent approach for assessing civilian staffing needs through a task analysis or an annual request to managers. Senior USPP staff have felt constrained by the current budget levels and have not believed there is the flexibility to make many changes in the number of civilians and the type of work they do. Vacancies in these positions are filled as funds are available; in 2001, postings for most civilian vacancies were canceled due to budget shortfalls, and NCR provided priorities on which ones were to be filled.

The extent to which trained employees are needed in certain jobs is often an issue in the law enforcement and military communities. Frequently, these jobs are administrative and support-related. The Park Police has officers heading every major office, including training and administration, that has finance, budget, and personnel functions. However, the division head also makes decisions that USPP deems operational in nature, such as the impact of budget shifts, hiring, and firing. Only six civilian positions are at the GS-12 level or above. A supervisory budget specialist, a fitness program specialist, and an investigator are GS-13s.

The 1993 and subsequent beat analyses used a "civilianization index" that assessed whether it would be advantageous, satisfactory, or unacceptable to substitute civilians for officer positions. In 1993, 51 positions were considered advantageous or satisfactory to civilianize; these included 5 administrative sergeants or officers, 4 personnel-related positions, 9 regional law enforcement specialists, 2 community relations posts, and 3 firearms instructors. Most others were single positions. Since 1993, USPP has civilianized some positions, including the head of ORM, the personnel officer, a budget staff member, and some dispatchers. A comprehensive update has not been completed since 1993, and, even with one, it would be difficult to track changes without reviewing every USPP office. If a position on the analysis no longer appeared, the title may have been different or it may have changed to civilian status.

Excluding guards, the number of civilians in the Washington area has substantially grown since 1986—from 55 in 1986, to 73 in 1995, to 82 in 2001. This equates to a 49 percent growth in filled positions since 1986. The most growth took place in two components of the Services Division, the Technical Services Branch (which grew from 19 to 34 civilians) and the Administration Branch (from 18 to 24). These include more computer support and telecommunications positions than in the past, but there are no other obvious trends. Civilians also occupy several secretarial and clerical positions in USPP divisions or branches.

NCR provided considerable administrative support for the Park Police prior to 1995, but it delegated most of these responsibilities to USPP and the parks. One reason was NCR's own budget cuts and staff reductions, which were part of the Park Service's decentralization. However, NCR did not provide an adequate number of positions, and only a partial salary contribution for the year in which the functions were delegated. A senior official said USPP would like to civilianize more work, but did not believe it could do so in the current environment.

The Park Police's current philosophy is that some administrative positions should be filled through officer rotations rather than a civilian senior managerial cadre. Civilian staff interviewed occasionally expressed frustration that an officer would become expert in the civilian work, only to be rotated to another position shortly thereafter. A senior NCR official noted that the lack of stability among senior administrative officers was especially frustrating.

The Panel believes that using officers in traditionally civilian positions has some advantages. Officer perspectives can be useful when making administrative decisions affecting budgets, overtime use, and staffing levels. Additionally, these positions can serve as career development opportunities in that the experience allows senior management to view an officer's managerial abilities.

Absent a comprehensive workforce assessment, changing administrative officer positions to civilian positions is an issue not likely to be raised in the near future. The Panel believes it should be. An assessment would entail a total rethinking of civilian roles. Officers must fill positions that have law enforcement responsibilities, but they only need to hold a limited number of administrative leadership posts; these include some positions in internal affairs, recruitment, and officer training. The Panel believes that this transition should begin as positions turn over, and USPP should recruit civilians for traditionally civilian work. People train their entire careers to be high-ranking budget, finance, personnel, and procurement staff, just as officers train to achieve command positions. The skills generally are not interchangeable. **Therefore, the Panel recommends that:**

The U.S. Park Police civilianize positions currently occupied by officers when law enforcement training and experience are not required. This should be done as the positions turn over, and the staffing needs assessment can be a vehicle to define specific civilianization goals.

The Panel's recommendation is not based on the desire for cost savings, but for more effective use of skilled law enforcement personnel and better utilization of civilian personnel in

administrative and non-law enforcement positions. As discussed throughout this report, implementing numerous recommendations will require enhanced USPP capabilities in financial management, personnel planning, and management analysis. Civilianizing some of the top administrative positions is one means to achieve this.

If the Park Police is to take on the mission, budget, and management tasks envisioned, it must recruit some senior civilian staff from outside USPP. This was done with the personnel officer position. The Panel believes that USPP can benefit from hiring additional civilians with administration and management expertise. The result will be more stability in non-law enforcement functions.

REEXAMINING THE MIX OF LAW ENFORCEMENT STAFF

The Park Police has a highly trained cadre of sworn law enforcement officers and a limited number of unarmed guards to provide resource and visitor protection. The Washington area's current guard force covers posts at NCR headquarters, Brentwood, Arlington House, Ford's Theater, and Wolf Trap. USPP no longer has an adequate number of guards to staff posts at the Jefferson and Lincoln Memorials, leaving these national treasures unguarded.

Guards have no law enforcement authority and do not carry weapons. However, consideration is being given to arm them with pepper spray for self-defense after they receive proper training. They have radios and quick access to USPP patrols. Guards receive one week of classroom training, a program started two years ago. Previously, they only received on-the-job training which was curtailed because there were not enough supervisory guards to spend time on-site with them.

Park superintendents and NCR staff direct the details of guard assignments, though the Park Police can make suggestions about guard duties. USPP manages guard recruitment and scheduling, and ensures that assigned posts are staffed. Specific duties vary considerably by location; some provide "eyes and ears" service, others control access, and still others conduct security checks in small areas.

The Washington area's guard force includes 19 GS-5 guards and 5 GS-7 sergeants supervised by a lieutenant, a USPP-sworn officer. Due to the limited number of available guards, USPP uses overtime and supervisors to cover the guard posts. Occasionally, a USPP officer receives overtime to fill a post when no guard is available.

USPP plans to contract for additional guards at the Washington Monument as part of its new responsibilities under the NCR anti-terrorism initiative. Working under the supervision of a USPP officer, these contract guards will staff magnetometers and assist primarily in crowd management inside the Monument. New York's GNRA and the Statue of Liberty use a mix of contract and civilian guards. There are no USPP guards in San Francisco, though residents and businesses use guards, including private guard services under contract.

It has been difficult to attract individuals to the GS-5 guard positions. In 2000, USPP issued a government-wide announcement, received 16 qualified applicants, interviewed 12, and said four were worth considering. It hired one. Earlier this year, it expanded its search to include non-federal government workers in an attempt to fill nine initially approved vacancies.⁴⁷ Through this process, USPP identified 45 potential candidates, found the pool more highly qualified, and made offers to five, all of whom initially accepted. However, only three completed training, and one was scheduled to resign in mid-2001.

Eight to 10 of the 24 guards have been with USPP for several years, but most have stayed relatively brief periods. The grade and pay levels do not attract many job seekers, and some have had drug and alcohol problems. Prior to February 2001, guards' backgrounds were only checked through a National Agency Check and Inquiry and the Washington Area Law Enforcement Systems. New recruits now receive an OPM background investigation and all on-board guards are completing forms to have this investigation done.

The role of guards in the USPP is a sensitive issue, just as it is in some other law enforcement agencies contacted during this study. For example, the Fairfax County, Virginia and Prince George's County, Maryland Police Departments are attempting to transfer them out of the organizations. The departments' view is that the guards, while vital to help protect citizens and property, are not an integral part of an urban police department. In both counties, the guards are primarily used at school crossings.

The Panel believes that the protection for the important national monuments and other resources is inadequate. The government has emphasized the terrorism threat and the need for a higher level of protection. Specifically a 24-hour presence at key memorials seems justified. A higher level of protection can be achieved through increased surveillance technology, but the Panel's law enforcement members underscored the fact that physical presence is the factor identified as most critical in deterring malicious damage and terrorist activities.

There is a dichotomy between the roles of the sworn officers and the unarmed USPP guards. The Panel believes there could be a staffing mix that includes them and an armed security patrol force with duties more limited than those of sworn officers. The security force, with limited patrol duties in and around the major memorials and monuments, could play a larger role in providing visitor assistance, resource protection, and on-site support to rangers and the Park Police. These personnel would not substitute for police officers, but would free them to perform patrol and other law enforcement duties. Unlike police officers, security patrol officers would be less likely to be called away to cover emergency situations elsewhere, thus enhancing coverage of critical facilities.

The Panel believes that armed, full-time security officers should be positioned at the Jefferson and Lincoln Memorials, and that similar personnel could assume other fixed perimeter patrol duties at such locations as Freedom Plaza, Pennsylvania Avenue, and the Vietnam and Roosevelt Memorials. The Panel believes these personnel should be government employees, either direct USPP employees or under contract with GSA, as protecting these national treasures is an inherently governmental function.

⁴⁷ The approved vacancies later were reduced to 5 positions.

The size of this security patrol force will depend on the scope of its coverage. The Panel recognizes that expansion of this magnitude will require a substantial increase in funding committed to protecting the monuments and memorials. Congress and NPS can ill afford to do less. **Therefore, the Panel recommends that:**

The U.S. Park Police change its law enforcement staffing mix to add armed security patrols with duties that are more limited than those of sworn officers to the current mix. This professional security patrol force, composed of government employees, possibly under contract with GSA, should provide full-time security services at critical park facilities, including historic national memorials, monuments, and other treasures.

Entry requirements, training, and grade levels for security patrol recruits should increase to attract qualified personnel. Though well-trained security personnel are less expensive than sworn officers, there would be increased costs associated with training, security investigations, and salaries.

NEED FOR SYSTEMATIC WORKFORCE MANAGEMENT

The Park Police does not have a basic workforce planning and management process that covers such areas as assessing staffing needs, preparing staffing budget requests, planning and managing recruitment, and determining how to handle predicted future retirements.

USPP has had its own personnel officer since January 2000. In 1995, NCR delegated personnel authority for such matters as recruitment and promotion through the level of captain for sworn officers and up to GS-12 for civilians. NCR has retained classification authority for all non-police positions. The personnel officer has not been a part of the management team making workforce decisions, but this has recently changed.

Human resources management and its associated planning must be addressed in an integrated fashion and be coordinated with other management systems. A strong workforce planning effort is characterized by:

- top management involvement
- a correlation between the workforce plan and strategic objectives
- a linkage between the workforce plan and human resources activities, including recruitment, staffing, training and development, and leadership selection
- an analysis to assess any gap between current staff competencies and future needs, addressing changing responsibilities, current workforce competencies, and workforce demographics
- an action plan to implement the workforce plan, one which addresses whether there are resources to do so and ensures involvement of key stakeholders, such as civil rights officials, unions, and budget, human resources, and strategic planning staff
- a means of assessing whether implementation achieved the intended results

The Panel recommends that:

The U.S. Park Police establish a workforce planning and management system that addresses all aspects of human resources management, including attrition, recruitment, and training of officers and civilians.

This system would include such areas as anticipating needs due to attrition or changed duties; recruiting and training officers and civilians; counseling staff as needed; and ensuring equal opportunity throughout the Park Police. Within one year of the system's adoption, there should be a review of its implementation to ensure that it is fully integrated into USPP management processes.

Workforce planning must be done by Park Police staff in that it requires extensive familiarity with the organization's missions, knowledge of current staff capabilities, and plans for change. However, USPP should get assistance in the design, development, and implementation of its first plan. Other federal agencies have prepared and implemented comprehensive workforce plans, and USPP can learn from them. This expertise could be obtained by obtaining an individual on detail from another department or contracting with a firm that has worked extensively with federal organizations on these issues.

The Park Police has more staffing resources within its control than may be apparent to its top managers. There is the real possibility that many operational responsibilities can be met through realigning current staffing patterns, such as reducing the number of officers in non-law enforcement jobs. A comprehensive workforce plan will help USPP recognize these possibilities.

APPENDIX A PROJECT PANEL AND STAFF

PANEL MEMBERS

Royce Hanson, *Panel Chair*—Visiting Professor of Policy Sciences and Interim Director, Center for Urban Environmental Research, University of Maryland, Baltimore County; Former Professor and Dean, School of Social Sciences, University of Texas at Dallas; Associate Dean and Professor, Hubert H. Humphrey Institute of Public Affairs, University of Minnesota; Senior Staff Officer, National Research Council, National Academy of Sciences; Chairman, Montgomery County Planning Board; Chairman, Maryland National Capital Park and Planning Commission.

Frank J. Chellino*—Special Agent in Charge, Miami Field Division, U.S. Drug Enforcement Administration (DEA); Vice Chairman, Executive Committee, Washington/Baltimore High Intensity Drug Trafficking Area. Prior Headquarters positions with DEA: Deputy Assistant Administrator, Office of Inspections; Unit Chief, Office of Security Programs. Prior positions with DEA: Special Agent in Charge, Washington Division Office; Supervisory Senior Inspector, Public Information Officer, Special Agent, Miami Division Office; Special Agent, New York Division Office.

Thomas C. Frazier*—Criminal Justice Consultant, Former, Director, Office of Community Oriented Policing Services, U.S. Department of Justice; Commissioner, Baltimore City Police Department; increasingly responsible positions with the San Jose Police Department, including Commander of every Departmental Bureau; President, Police Executive Research Forum; Chair, Executive Committee, Washington/Baltimore High Intensity Drug Trafficking Area; U.S. Army Intelligence.

Mary Hamilton—Executive Director, American Society for Public Administration. Former positions with the U.S. General Accounting Office: Director of Operations, Program Evaluation Division; Director of Operations, General Government Division; Director of Quality Management; Regional Manager, New York Regional Office; Assistant Regional Manager, New York Regional Office; Group Director, Science and Technology, Program Analysis Division. Former Manager, Energy Policy Department, BDM Corporation.

Kristine Marcy—Chief Operating Officer, Small Business Administration. Former Senior Counsel, Detention and Deportation, Immigration and Naturalization Service; Assistant Director for Prisoner Services, United States Marshals Service, Department of Justice; Associate Deputy Attorney General, Office of the Deputy Attorney General, U.S. Department of Justice; Acting Director/Deputy Director, Office of Construction Management and Deputy Budget Director, U.S. Department of the Interior; Deputy Assistant Secretary, Office of Civil Rights, U.S. Department of Education; Assistant Director, Human Resources, Veterans & Labor Group, U.S. Office of Personnel Management.

Michael Rogers—Executive Director, Metropolitan Washington Council of Governments. Former City Administrator/Deputy Mayor for Operations, District of Columbia; Director, Minority

Business Development Agency, U.S. Department of Commerce; Director, Mayor's Office of Contracts/City Chief Procurement Officer, City of New York; Vice President, Municipal Services, and Executive Director, Jacob Javits Convention Center of New York, Ogden Services Corporation; Deputy General Manager, Washington, DC Convention Center; Staff Associate, Temporary Commission on Financial Oversight of the District of Columbia; Assistant to Executive Director/Director, Minority Executive Placement Program, International City Management Association.

Gary Wamsley—Professor of Public Administration, Virginia Polytechnic Institute and State University (VPISU). Former Founding Director, Center for Public Administration & Policy, VPISU; Associate Professor of Political Science and Director, Institute of Public Affairs and Community Development, University of Kansas; Assistant Professor of Political Science, Vanderbilt University, Assistant Professor of Political Science, San Diego State College.

* Non-Fellow

PROJECT STAFF

J. William Gadsby, *Responsible Staff Officer*. Director of Management Studies, National Academy of Public Administration; Project Director on recent Academy studies of the management and operations of the Corporation for National Service and the Department of Housing and Urban Development. Former Senior Executive Service; Director, Government Business Operations Issues, Federal Management Issues and Intergovernmental Issues, U.S. General Accounting Office.

Arnold E. Donahue, *Project Director*. Consultant on defense, intelligence and information technology; project director on recent Academy studies on military sex crime investigations, geographic information, and the Global Positioning System. Former Senior Executive Service; Chief, Intelligence and Command, Control, and Communications, U.S. Office of Management and Budget; Intelligence Officer, Central Intelligence Agency.

Larry Dempsey, *Senior Consultant*. Consultant on improving government performance and human resources management, facilitating program development and consortium membership liaison. Former Senior Executive and Military Command level experience in operational program leadership and developing program initiatives. Served in senior managerial positions in federal, municipal, and military organizations, including the New York City Police Department.

Pat Nobles, *Senior Consultant*. Independent Consultant in human resources and organizational management. Former Management Analyst and Deputy Director of Personnel, U.S. General Accounting Office.

Elaine L. Orr, *Senior Consultant*. Management Consultant for government and nonprofit organizations. Former Director, international audit liaison function, U.S. General Accounting Office and Evaluator, intergovernmental and human resource management programs.

Kenneth F. Ryder, *Senior Consultant*. Consultant on economic, financial, banking and housing issues. Former Senior Executive Service; Executive Director, Research and Analysis, Office of Thrift Supervision; Positions with the U.S. Office of Management and Budget, including Deputy Associate Director, Housing, Treasury and Finance Division and Deputy Associate Director, Special Studies Division, Economics and Government; Economist, the Rand Corporation.

Cyndi J. Sanchez, *Research Assistant*. Research Assistant, Management Studies Program and Center for Improving Government Performance, National Academy of Public Administration. Former Public Relations Intern, Rick Johnson and Company; Intern, Department of Treasury, Office of Legislative Affairs.

William P. Shields, *Research Associate*. Program Associate, Management Studies Program, National Academy of Public Administration; Adjunct Lecturer in Government, American University. Former Program Coordinator and Research Assistant, American University; Mayoral Writer, Executive Office of the Mayor of Providence, Rhode Island.

Martha S. Ditmeyer, *Project Assistant*. Staff, Management Studies Program, National Academy of Public Administration. Former Staff Member, Massachusetts Institute of Technology and the Communications Satellite Corporation, Washington, D.C. and Geneva, Switzerland.

**APPENDIX B
CONFERENCE REPORT
HOUSE REPORT NO. 106-914
SEPTEMBER 29, 2000**

**MAKING APPROPRIATIONS FOR THE DEPARTMENT OF THE INTERIOR AND
RELATED AGENCIES FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 2001, AND
FOR OTHER PURPOSES**

September 29, 2000. -- Ordered to be printed

UNITED STATES PARK POLICE

The conference agreement provides \$78,048,000 for the United States Park Police as a new appropriations account instead of \$75,641,000 as proposed by the House and \$76,441,000 as proposed by the Senate under the operation of the National park system account. The increases to the budget request are associated only with the Washington Monument and several other nationally recognized park sites in Washington, D.C. and in certain cases represent one time only costs. The increases include \$235,000 for design costs associated with a visitor screening facility and x-ray machine at the Washington Monument, \$275,000 for design of a parkwide key system, \$997,000 to design and install closed circuit television and alarm systems at five specific monuments and \$100,000 for planning for a parkwide communication system. Plans for any of these items that require additional appropriations should be carefully reviewed by the leadership of the National Park Service as well as the Development Advisory Board to ensure that the scope and costs are carefully and frugally estimated. The managers have also included \$800,000 for the 2001 Presidential Inaugural.

The managers note that funds available for U.S. Park Police (USPP) operations have grown at a rate well above nearly every account in the Interior appropriations bill. Since fiscal year 1987, the USPP operating account has increased nearly 80 percent above inflation. By comparison, over the same period, the operating accounts for several large national parks grew by lesser amounts. The entire operation of the national park system account grew by 50 percent during this period, while accommodating the requirements of 43 new park areas. Despite the growth during this period, the House and Senate Committees on Appropriations have continued to receive requests for items that have been funded in prior years, such as anti- and counter-terrorism, drug enforcement, recruit classes, and equipment replacement. The recommendations which follow are intended to improve accountability and oversight of the USPP budget.

To strengthen fund controls that apply to the USPP, the managers have established a separate appropriation account for USPP activities. The only extent to which USPP will be able to draw on the operation of the national park system account is limited to the funds contained in that appropriation account for ongoing USPP activities at the Statue of Liberty and Gateway National Recreation Area and the purposes identified below. Bill language is included in the Operations account. The establishment of this separate appropriations account, to be managed as discussed

below, will preclude funds from being transferred from the USPP to other park purposes, and vice versa.

This account covers the operational costs of the United States Park Police, including those costs for uniformed and civilian staff assigned to the USPP, supplies, materials, utilities, equipment, and pension costs for retired officers. The USPP may receive additional funds on a reimbursable basis from non-NPS entities. No other funds are to be used to augment the USPP operational budget.

As stated above, the funding recommended for this appropriation activity in fiscal year 2001 is \$78,048,000, which represents the budget request and additional funds to cover the four specific items detailed above. The only other funds which may be allocated to the park police are for those USPP costs assumed in the ONPS budget as continuing in the park bases of the Statue of Liberty and Gateway National Recreation Area, to respond to approved emergency law and order incidents and to maintain and repair USPP administrative facilities. When the Director has determined the appropriate amounts of the funding of these two units that should be devoted to USPP purposes, and the level of service that the USPP must continue to provide with those resources, the House and Senate Committees on Appropriations should be informed. In developing the fiscal year 2002 budget, the Service should make the necessary adjustments to show these funding increments entirely in the USPP appropriation account.

The managers are concerned about the ongoing reports of financial shortfalls and funding discrepancies involving the USPP budget. The managers expect the USPP to prepare a detailed financial plan on the proposed use of the fiscal year 2001 funds appropriated in the separate account as well as to be made available from ONPS, within 30 days of enactment of this Act. The financial plan should include information such as existing and planned staffing levels, pay and benefits, overtime pay, recruitment classes, planned expenditures for equipment, and complete object class data for each USPP program. Once the financial plan has been reviewed and approved by the regional director for the National Capital Region, the National Park Service's comptroller, and the National Academy of Public Administration, it is to be followed.

The budget function for the USPP is to be carefully controlled by the regional director's office. Any proposed deviation from the financial plan must be approved in advance by the regional director, and if it constitutes a reprogramming pursuant to the reprogramming guidelines, must come before the House and Senate Committees on Appropriations for approval. The USPP is directed to manage its expenditures using the same financial management system as the rest of the National Park Service, and should cease use of other systems immediately. The managers expect the USPP to engage in the same budget formulation, execution, and reporting practices as the rest of the Service.

With regard to recruitment classes, the funding level recommended by the managers continues the \$2,361,000 provided in fiscal year 2000 for the conduct of two recruit classes (each with a class size of 24 recruits). These funds cover salary costs for the 48 recruits as well as their training costs, travel, lodging, initial uniform, equipment, applicant physicals, and background checks. At the end of training, these recruits will fill existing funded vacancies. It is the managers' expectation that two recruit classes will be conducted in fiscal year 2001. This

assumption should be reflected in the financial plan; any proposed reallocation of funds from recruit classes to other operating expenses is considered a reprogramming and must be approved by the House and Senate Committees on Appropriations.

In addition to the financial controls imposed above, the managers also expect the USPP to identify the necessary funds to pay for an independent review of the structure and financial plan of the USPP. This funding should be reflected in the financial plan. The managers direct the National Park Service to contract with the National Academy of Public Administration for this assessment within 30 days of enactment of this Act. The assessment should include: (1) an evaluation of the mission and goals of the USPP in accordance with statutory and regulatory requirements, (2) an assessment of the USPP mission vis-à-vis other Federal agencies and law enforcement entities, including a review of the extent to which the USPP is involved in supporting law enforcement functions which go beyond the mission of the National Park Service, including estimated costs associated with these activities, (3) an evaluation of current and future staffing requirements to meet mission and goals, and an examination of the methodology used by the USPP to determine staffing needs, and (4) an analysis of the spending patterns of the USPP over the last three fiscal years, with particular regard to the extent to which actual expenditures tracked against approved financial plans, the adequacy of budget projections for items such as overtime and special deployments versus actual expenses, the extent to which the USPP assessed the costs of new activities before committing personnel, a review of the operating costs for the helicopters for NPS purposes versus other jurisdictions, and an assessment of the expenditures for equipment replacement against an identified plan.

APPENDIX C
USSP COMMENTS ON DRAFT REPORT



IN REPLY REFER TO

W34(NCR-PPPD)

United States Department of the Interior

NATIONAL PARK SERVICE
UNITED STATES PARK POLICE

Headquarters
1100 Ohio Drive, SW
Washington, D.C. 20024

July 30, 2001

Memorandum

To: Regional Director, National Capital Region

From: Acting Chief, United States Park Police - *John D. Schamp*

Subject: NAPA Draft

The Force has completed its review of the draft NAPA study on the United States Park Police.

We agree with much of the information contained within the Report and look forward to receipt of the final report, including recommendations, so that we can begin the process of evaluating each of these recommendations and its impact on the Force and other NPS and Departmental programs. However, we feel that there are several areas of the report that require clarification, correction, or completion prior to the contract requirements being considered as completed and the report being accepted by the Department.

The House Conference Report 106-914 directed the National Park Service to contract with the National Academy of Public Administration for an assessment of the USPP to include: (1) an evaluation of the mission and goals of the USPP in accordance with statutory and regulatory requirements, (2) an assessment of the USPP mission vis-à-vis other Federal agencies and law enforcement entities, including a review of the extent to which the USPP is involved in supporting law enforcement functions that go beyond the mission of the National Park Service, including estimated costs associated with these activities, (3) an evaluation of current and future staffing requirements to meet mission and goals, and an examination of the methodology used by the USPP to determine staffing needs, and (4) an analysis of the spending patterns of the USPP over the last three fiscal years, with particular regard to the extent to which actual expenditures tracked against approved financial plans, the adequacy of budget projections for items such as overtime and special deployments versus actual expenses, the extent to which the USPP assessed the costs of new activities before committing personnel, a review of the operating costs for the helicopters for NPS purposes versus other jurisdictions, and an assessment of the expenditures for equipment replacement against an identified plan.

These Congressionally identified issues, as well as issues identified by the Department of the Interior, were incorporated into the contract and the accompanying statement of work. We have

concerns regarding the following areas where we feel NAPA may not have meet its obligation to professionally review, evaluate, and analyze the requested issues

The stated purpose of this study, as written in the “work statement,” was: “to examine the mission, structure and financial plan of the USPP. The committee should focus its review on the mission, performance and role of the USPP and on determining the extent to which the USPP is adequately funded to meet its law enforcement responsibilities within the NPS and the sometimes divergent directives mandated by the Executive and Legislative branches.” The statement further included “cost effective funding options that take into consideration both operational and administrative needs should be addressed in this study so that all avenues available to the USPP can be examined with the intended purpose of improving services and performance in the most cost effective manner.”

We anticipated that the Academy’s review would follow the work statement of the DOI, and on December 4, 2000, the Academy wrote to the Department that their proposal is based on our Statement of Work and discussions with representatives of the Department.

It is our contention that the draft does not fully meet the requirements of the Statement of Work issued by the Department. For example:

1. The Academy was to review USPP law enforcement functions that go beyond the “mission of the NPS or support functions of other law enforcement agencies” including cost estimates. Although there is general discussion of this item, we did not observe the cost estimates and do not feel there is sufficient depth to the discussion.
2. The Academy was to “evaluate the USPP’s current methodology for estimating and projecting specific staffing requirements and independently assess USPP’s staffing needs.” We noted that NAPA reviewed the methodology used by the USPP; however, with the exception of one very small (non-operations) unit and a second unit for which documentation is not included in the draft, we find no evidence to show the rest of the analysis was completed. We readily agree that the USPP needs to update our staffing analysis and we were looking forward to reviewing the NAPA methodology, analysis, and recommendations to assist in our future planning efforts.
3. The Academy also committed to attempt to find a means to compare and balance the services and benefits the USPP receive from cooperating agencies efforts with the services and benefits they provide to others. We find little evidence in the draft provided that this review was completed. This is another element critical to the Force, since we are constantly questioned as to the efficacy of our agreements and were looking forward to reviewing the best professional judgment the Academy could make.

We feel that the above-listed issues are critical to a thorough analysis of the USPP. Completion of these tasks was not optional. The recommendations we anticipated receiving from NAPA would be critical to a restructuring of the USPP to more efficiently and effectively perform its primary mission. We feel it is imperative that this information be incorporated in the final report.

The Force believes that the panel misunderstood the mission, role, and purpose of the USPP within the NPS. It is our belief that the United States Park Police and permanent law enforcement rangers are an integral part of the National Park Service; they are not a contract service provider to be replaced at the end of an annual contract. The services provided by the USPP have been critical to the National Capital Parks since their creation. To help in accomplishing the visitor safety mission, since its establishment in 1916, the National Park Service has employed two distinct law enforcement resources—the National Park Rangers and the United States Park Police. Although each law enforcement entity functions independently, with distinct missions, they have similar goals and objectives. Each of these professional law enforcement entities has a specific area of expertise. The U.S. Park Police are recognized and are acknowledged within this report as having a primary mission of urban law enforcement. The law enforcement rangers perform resource stewardship, education and visitor use management activities, including law enforcement (Director's Order # 9, Section 1). Each of these entities has a critical place within the National Park Service, and the Force is confident that both officers and rangers are prepared to rise to the occasion during any event. However, the Park Police and the Park Rangers are not interchangeable and have specific missions that differ from each other in critical areas. We feel that NAPA has failed to understand this important element.

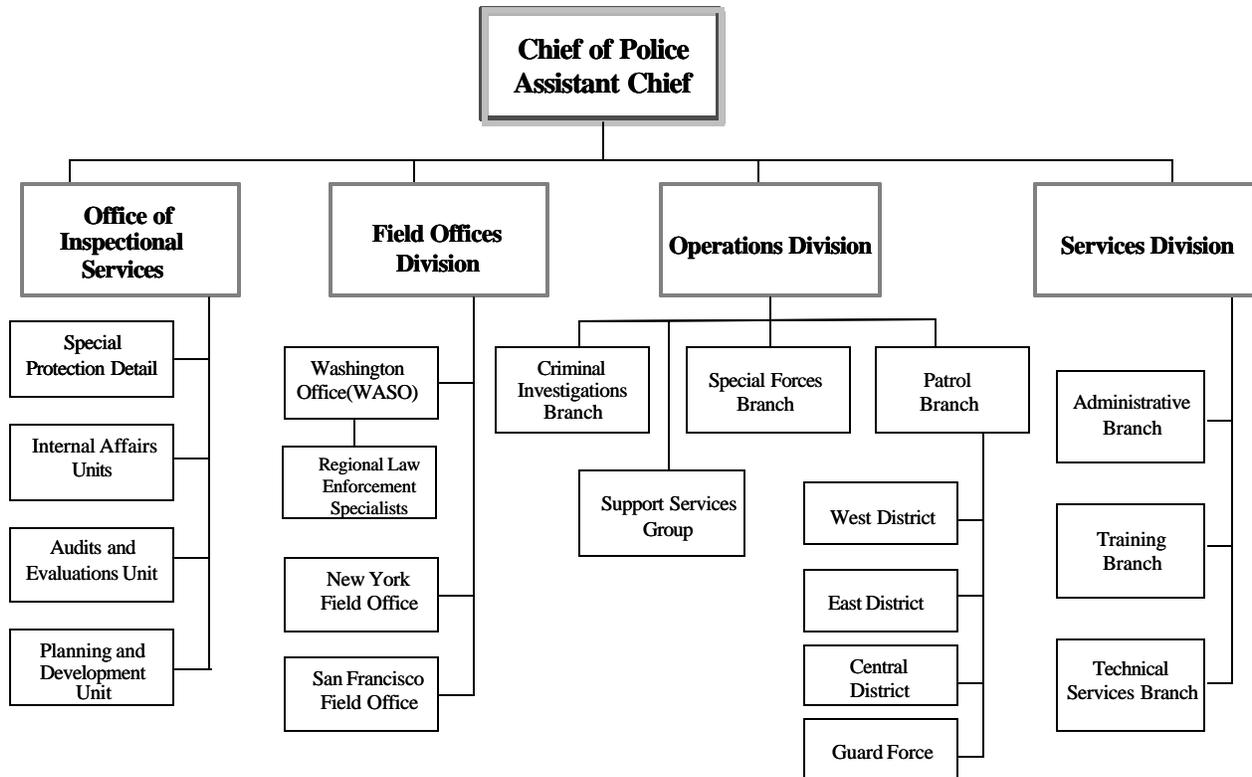
The draft report states, “the Park Police has the reputation of being a professional law enforcement agency with qualified, well-trained, and dedicated officers and civilians. Further, it has outstanding capabilities in many areas for which it is well known and highly regarded. The research conducted for this study generally supports these views” (p. 7). We are concerned that if inferences contained within the report are used to form recommendations, they may adversely affect the ability of the Force to maintain the skills they currently have. We hope that the recommendations of the panel are consistent with their statements regarding USPP capabilities and are not based on the unsubstantiated tangents they address within the report. We fear that the recommendations will lead to a lack of training, difficulty in recruiting and retaining qualified personnel, a significant increase in law enforcement costs to the NPS, and a significant degradation of law enforcement capability to the NPS.

**APPENDIX D
USPP ORGANIZATION AND STRUCTURE**

Even though U.S. Park Police activities are scattered in the District of Columbia and ‘its environs’, the GNRA and the Statue of Liberty/Ellis Island in the New York City area, and the GGNRA and the Presidio in San Francisco, the USPP is heavily concentrated within the National Capital Region (NCR) of the national park system. Because of USPP’s long-standing relationship to DC, the Chief of the USPP and USPP headquarters are located in the District, subordinate to the NCR and its Regional Director.

The USPP’s headquarters includes three major divisions and a staff Office of Inspectional Services. The Chief of the U.S. Park Police leads the force and is directly responsible for all its operations, administration, and management of the Park Police. The former chief, Robert Langston, retired in April, 2001 upon reaching mandatory retirement age. An Assistant Chief acts as the chief’s deputy, though that position is currently vacant. Three deputies who head the three major Park Police divisions in Washington, DC are currently serving as acting chiefs on a rotational basis, pending selection of the new chief. A job announcement to seek candidates to replace Chief Langston was issued in early July.

**Chart C-1
U. S. Park Police Organizational Structure**



The Chief’s immediate office also includes the Office of Inspectional Services. This office has 24 personnel and handles internal affairs, audits and evaluations, and planning and development.

In addition, the Secretary of the Interior's special protection detail of 5 personnel is assigned to and managed within this office.

The USPP's three major divisions include the Operations Division, the Services Division, and the Field Offices Division, each managed by a senior Park Police major.

1. **The Operations Division** is responsible for operational activities in the DC metropolitan area. The Operations Division consists of the Patrol Branch, the Special Forces Branch, the Criminal investigations Branch, and the Support Services Group, with each branch headed by a major.

The largest element of the Operations Division is the Patrol Branch which is responsible for patrol in the Washington, DC metropolitan area. The patrol branch includes 206 officers, 12 civilians, and 24 non-police guards. It is composed of a small Branch office responsible for managing its three geographic patrol districts. The latter include:

- East District which covers National Park lands that are generally east of the Anacostia River. These include among other park areas, Greenbelt Park, Anacostia Park, the Baltimore Washington Parkway, and Suitland Parkway with separate Park Police substations at Anacostia and Greenbelt parks. Anacostia Park is also the site on the Anacostia operating facility (AOF) that is undergoing a major refurbishment to serve not only as the East District Station, but also the base in the metropolitan area for criminal investigations, special forces, and training activities. Pending completion of AOF renovation, the District Station and the other Park Police activities above are temporarily housed in a warehouse-type facility located on the Navy Yard.
- Central District which handles most of the National Park lands West of the Anacostia River up to Rock Creek Parkway, in particular the Mall, East Potomac Park, Haines Point, and important downtown parks and circles, such as Farragut, Lafayette, Franklin Parks, as well as Washington, Dupont Scott and Thomas circles. This district's jurisdiction covers patrols for the ceremonial center of Washington, DC, including all the major monuments and memorials—Washington, Jefferson, Lincoln, FDR, the Vietnam and Korean memorials, as well as park area along Pennsylvania Avenue. This is the largest of the three Washington area districts in terms of number of officers and operates out of a single station situated on Haines Point, though a stable for the horse-mounted patrol is located alongside the Reflecting Pool.
- West District which patrols park areas in Northern Virginia, Rock Creek Park, and park areas in the District and Maryland west of Rock Creek Park, including the George Washington (GW) and Clara Barton Parkways. It has a small substation in Rock Creek Park, and a substation, currently at Glen Echo Park, that will be relocated to a new facility at Turkey Run Park along the Virginia side of the GW Parkway. Rock Creek is also the site of a horse stable and horse-mounted training area; there is another stable at Fort Hunt in Virginia.
- The Guard Force is controlled centrally by the Patrol Branch and composed of civil service civilians that guard some Park Service facilities and park buildings in the DC area, including the Custis-Lee Mansion in Arlington Cemetery, Ford's Theater, National Capital Region headquarters, and other facilities.

The Criminal Investigations Branch (CIB), though formerly decentralized in each district, is now centralized and serves as the investigative arm for crimes in all three districts. CIB also include plain clothes and “under cover” investigations and a Vice and Narcotics Unit focused on policing for drug possession and distribution in the DC metropolitan area. The Park Police used to be a partner in the DC Drug Task Force activities organized by the Drug Enforcement Administration (DEA), but recently curtailed its full-time participation because of personnel limitations. CIB also maintains evidence and property associated with criminal investigations.

The Special Forces Branch (SFB) consists of a two-and-a-half SWAT teams, an aviation unit, and motorcycle units. This branch serves as the principal liaison with the Secret Service on presidential and foreign dignitary protection, performs escort duties, and is the focal point for special event, demonstration, and potential terrorism threats in the DC metropolitan area. These duties entail not only active prevention of potentially disruptive or destructive activities, but also protection and facilitation of licensed First Amendment demonstrations, including separation of potential counter-demonstrations. The SWAT units serve as a armored, specially equipped and trained, and on-call strike team in a variety of hostage or threat situations; they are regularly deployed for presidential departure and travel, and for major events and demonstrations where there is the threat of disruption. The aviation unit has three helicopters and is used for resource monitoring, surveillance, search and rescue, and medical evacuation (medevac) responsibilities. The motorcycle units, in addition to specialized event and protection responsibilities, also manage traffic redirection on several major arteries during Washington’s rush hour and perform patrol duties when available or as needed.

Finally, the Support Services Group includes the horse-mounted patrol, canine (K-9) units, and the watch commander. The horse-mounted units augment patrol activities, particularly in the central city, handle protection and crowd control responsibilities, and serve in ceremonial activities as well. The K-9 units include dogs trained in drug and explosive detection, as well as crowd control activities, to respond to a variety of criminal and/or potentially dangerous or disruptive activities. The watch commander serves to a central coordination office in the deployment of personnel and units to adjust to evolving situations outside the normal reach of the individual branch responsibilities.

These more functionally specific units in the Operations Division, including criminal investigations, special forces, and the special security group include 169 officers and 7 civilians.

2. **The Services Division** provides administrative, communications, training, and other technical support services to the USPP. It includes 46 officers and 70 civilians. The Administrative Branch includes budget, information and financial management services, and human resources management. The Budget and Data Systems Unit is responsible for budget preparation and execution, and data on budget. The Human Resources Management Unit handles most personnel actions associated with recruiting, promotion, grievances, termination, and retirement. The Training Branch handles initial recruit training at the Federal Law Enforcement Training Center (FLETC), the continuing training requirements of sworn officers, such as physical fitness and weapons re-qualification, as well as some specialized training requirements, including those associated with the various special units in the Park Police. The Technical Support Branch currently operates the DC area communications section and manages equipment acquisition, facilities, property, and contracts for the Park Police. This unit is currently managing the AOF renovation, handles fleet acquisition, and equipment maintenance. In addition to service activities carried on directly by USPP, it is supported in many of these functions to varying degrees by the administrative staff of the National Capital Region (NCR). NCR's Comptroller, for example, works with USPP in budget development, justification, and execution. In addition, NCR's administrative unit has job classification, EEO, and property management responsibilities throughout the region and works with USPP's Services Division in areas of finance, contract, and information technology on an as-needed basis.
3. **The Field Offices Division** includes a small Washington-based headquarters that manages New York (NY) and San Francisco (SF) field offices and eleven officers, a major and ten captains, who serve as law enforcement specialists. These officers assist and advise the NPS headquarters and the Park Services other regional directors on law enforcement issues. The two major operating arms of the Field Offices Division are:
 - the NY field office (NYFO) which handles most of the protection services of Gateway National Recreation Area (GNRA) in the New York City metropolitan area, the Statue of Liberty, and Ellis Island. It includes 110 officers and 9 civilians.
 - the San Francisco field office (SFFO) which similarly provides most, but not all, protection services for the Golden Gate National Recreation Area (GGNRA) and the Presidio Trust, a separate government corporation controlling large areas of the Presidio contiguous to GGNRA. It includes about 66 officers and 20 civilians.

These field offices carry out most of the same law enforcement functions associated

with the Washington metropolitan area units of the Park Police, including park and highway patrol activities, criminal investigations, K-9 and horse-mounted units, and support for special park events. Neither has full-time SWAT or escort details, but GNRA operates a sea patrol and rescue unit of five boats in the Jamaica Bay portion of that park. In San Francisco, the Park Police are designated by statute to perform law enforcement functions for the area controlled by the Presidio Trust; USPP is fully reimbursed for these law enforcement services by the Trust. Elsewhere in GGNRA, the Park Police and commissioned Park Rangers share responsibilities, though the latter are focused on the more remote areas of GGNRA, including beach patrols, headlands search and rescue, and remote area resource and visitor protection.

APPENDIX E
MEMORANDA OF UNDERSTANDING/ AGREEMENTS

MOU	EXPIRATION
Agriculture Research Center – Police Service	09/2005
Automated Fingerprint Identification System – MPD	05/2004
Alert Vehicle	Ongoing
Andrew AFB – Helicopter Refueling	Ongoing
Alexandria Police Department	02/2001
Alexandria, City of – 25 Year Permit to Jones Point	09/2001
Arlington Cemetery	03/2001
Armed Forces Institute of Pathology	05/2001
Aviation – Reagan National Airport	Ongoing
Back Country Horsemen of American	12/2002
Central Intelligence Agency – Police Assistance	Ongoing
Children’s Center – Police Assistance	09/2001
Children’s Center – Boot Camp – Police Assistance	03/2001
Communications Systems Support Group	07/2005
Council of Governments	Ongoing
DEA Controlled Substance Act Task Force	07/2001
Defense Protective Service – Police Service – Pentagon	07/2004
Department of Defense – Support of Drug Enforcement Programs	Indefinitely
Departmental Law Enforcement	Indefinitely
District of Columbia National Guard – Equipment Maintenance	09/2000
Environmental Protection Agency – Police Service	10/2003
Fairfax County Police – Radio Frequency Agreement	08/2002
Fauquier County Police – Police Service	06/2000
Food and Drug Administration – Beltsville Research Center – Police Assistance	09/2004
Federal Highway Administration – Radio Frequencies	04/2001
Federal Bureau of Investigation – Joint Terrorism Task Force	01/2005
Fish & Wildlife & Interior – Radio Frequencies	Ongoing
FLETC – Assignment of Instructors	05/2001
Fort Meade – SWAT Assistance	04/2005
Golden Gate NRA (SFFO) – Police Service	10/2000
Health and Human Services – US Public Health – Physicals	11/2000
Holocaust Memorial Council – Police Service	10/2002
Interior Department/ US Secret Service – Forensic Services	Ongoing
John F. Kennedy Center – Police Service	10/2000
Marshals Service, US – D-4 Warrants	07/2001
Marshals Service and US Customs	Ongoing
Maryland Institute for Emergency Medical Services – Medevacs	02/2004
Maryland National Guard Prince George’s County – Physical	03/2004

Security of Ammunition	
Maryland State Highway Administration	11/2004
NASA – Goddard Space Flight Center – Police Service	12/2004
National Archives and Records Administration	12/2005
National Gallery of Art – Police Services	06/2004
National Institute of Health – Demonstrations	09/2000
National Highway Traffic Safety Administration	12/2002
North Atlantic Region – Field Office Operations	12/1997
NPS and Back Country Horsemen of America	Ongoing
Occupational Safety & Health Admin. (OSHA) – Employee Safety	10/2003
Office of Personnel Management – Recruiting Examinations	Ongoing
Presidio Trust – Police Service	Ongoing
Pacific West Region – SFFO Operations	In Draft
San Francisco, City of/ USPP/ GGNRA – Police Service	05/2001
Secret Service – Rowley Training Center	11/2005
Secret Service – Camp David	09/2001
Smithsonian Institute – Police Service	07/2005
State Department – Communications Site	05/2005
State Department – Police Service	05/2002
Uniform Services University of Health Sciences – Field Medical	05/2005
Veterans Affairs Medical Center – (SFFO) – Police Service	12/2001
White House Zone Jurisdictions – Patrol Responsibilities	12/2000
Woodland Job Corps Center – Police Service	10/2004

**APPENDIX F
THE FEDERAL BUDGET CYCLE**

The following chart illustrates the federal budget cycle for FY 2002 with relationships to previous and next FYs.

DATE	FY 2001	FY 2002	FY 2003
02/00	President's budget and NPS budget justifications to Congress	OMB issues dollar and FTE targets to department	
03/00		Secretary establishes budget policy	
03/00	Congressional hearings	NPS issues budget call to field	
04/00	Congressional hearings	Requests from parks to region and regions to NPS headquarters	
05/00	Congressional hearings	NPS headquarters submits proposal to department	
06/00	Congressional deliberation	Department passback to NPS headquarters	
09/00	Congressional deliberation	NPS headquarters submits budget to OMB	
10/00	Appropriation passed		
11/00		OMB passback to NPS headquarters	
02/01		President's budget and NPS budget justifications to Congress	OMB issues dollar and FTE targets
03/01			Secretary establishes budget and policy
03/01		Congressional hearings	NPS budget call
04/01		Congressional hearings	Park requests to regions and regions requests to NPS headquarters
05/01		Congressional hearings	NPS proposal to department
06/01		Congressional deliberations	Department passback to NPS
09/01		Congressional deliberations	NPS budget estimates to OMB
10/01		Appropriation passed	

Source: NPS Budget Office

The Park Service's budget development is a highly decentralized process. The national park system's 379 parks, recreation areas, monuments, battlefields, and other independent entities are responsible for developing initial proposals in response to an annual NPS budget call. Each park superintendent submits the park's budget request to its respective region. Because NPS uses an incremental budgeting approach, each request includes a base estimate reflecting the park's currently approved budget with adjustments for inflation and pay raises, and any proposed initiatives to fund activities not supported in the base estimate.

The region aggregates these requests, provides regional-level prioritization for park-proposed initiatives, and forwards the consolidated proposal to NPS headquarters. NPS reviews these submissions, adjusts them to meet OMB and/or Interior budget guidelines and NPS policy and program priorities, and submits the detailed NPS budget with individual park base and initiative amounts to Interior.

APPENDIX G
LONG-TERM USPP SPENDING TRENDS

USPP's fast growth relative to other NPS spending is not limited to the past last three fiscal years. An NPS historical analysis of USPP funding identified substantial growth since at least FY 1987. Data from that analysis are provided in Table G-1, and show a 71 percent increase in real (1987 \$) USPP funding between FY 1987 and FY 2000.⁴⁸ As a result, Interior, NPS, and Congressional staff raised questions about USPP's effective use of resources and overall fiscal discipline. This growth substantially exceeded that for NPS overall and most of its components, making it difficult to reconcile these figures with USPP's persistent claim of unmet funding needs.

Table G-1
LONG TERM USPP SPENDING TRENDS
(\$ in Millions)

USPP BUDGET	1987	1998	2000	Change Amount	<u>1987-2000</u>		<u>1998-2000</u>	
					Change Percent	Annual Change ² (%)	Annual Change ² (%)	
Nominal Total	32.2	64.5 ^{1 1}	74.9	42.7	132.6%	6.7%	7.8%	
Pension Payment	5.8	14.1	17.7	11.9	205.2%	9.0%	12.0%	
Real Total ³	32.2	48.8	55.1	22.9	71.1%	4.2%	6.3%	
Excluding Pension	26.4	38.2	42.0	15.6	59.1%	3.6%	4.9%	

¹ Excludes DC Appropriation

² Reflects Annual Compound Percentage Change

³ 1987 Dollars

Ordinarily, 4.2 percent annual compound growth rate in real funding over a 13-year period implies a healthy expansion of activity. Yet, much of USPP's growth was consumed by spending on "fixed costs" not subject to its control. One example is the annual payment to the DC pension fund, the annual spending for which increased more than 205 percent between FY 1987 and FY 2000. Excluding that funding, the real growth was 3.6 percent per year.

⁴⁸ NPS budget staff deflated nominal enacted spending levels for USPP by the GNP deflator.

Table G-2
POTENTIAL SOURCES OF LONG-TERM USPP SPENDING GROWTH
(\$ in Thousands)

USPP BUDGET	1987	1998	2000	Change Amount	<u>1987-2000</u>		<u>1998-2000</u>	
					Change Percent	Annual Change ² (%)	Annual Change ² (%)	
Total Staff (In Units)	633	751	746	113	17.9%	1.27%	-0.3%	
Average Salary (DC)	25.2	38.4	47.3	22.1	87.7%	4.96%	11.0%	
Average Benefits (DC)	2.2	10.1	13.4	11.2	507.7%	14.9%	15.2%	
Average Compensation	27.4	48.5	60.8	33.4	121.9%	6.32%	12.0%	

Table G-2 shows that USPP’s staffing increases have been relatively modest between FY 1987 and FY 2000—18 percent, or about 1.3 percent per year. Thus, staff increases account for some of the real USPP funding growth, but they are not the major source. Because personnel costs account for approximately 90 percent of the budget, increases in real compensation appear to be the most likely source. Indeed, average USPP salaries increased 87.7 percent between FY 1987 and FY 2000.⁴⁹ Real average salary increases can reflect not only pay raises exceeding inflation, but also a more expensive staff mix—based on experience, higher grade, or both. These staff mix changes were addressed in Chapter 4. Regardless of the ultimate source, salary increases have contributed significantly to the real growth in USPP funding over this time span.

The growth in average benefits for USPP staff has been even more dramatic. Over the 13-year period, average benefits have grown by a factor of 6, or more than 500 percent. Average benefits would normally grow at approximately the same rate as average salaries unless major benefit enhancements (either new benefits or increases in the government’s benefit cost share) were introduced, or employees selected a more expensive mix of benefits. As discussed earlier, the percentage of USPP staff covered under FERS increased USPP’s average benefits cost. Data indicate that this percentage grew from 7.7 percent in CY 1986 to 64.7 percent in CY 2000. Although all federal agencies have experienced these higher costs, the impact on USPP has been particularly severe. First, the USPP budget is very personnel intensive, as personnel costs account for 90 percent of its total. Second, the DC Title IV pension program was more deeply subsidized than the standard Civil Service Retirement System; the agency contributed 7 percent of an individual’s salary to the latter but nothing to the former. Thus, the shift from the Title IV retirement program to FERS increased average benefit costs substantially more for USPP officers than for other federal agencies. This impact is another example of “fixed costs” accounting for a significant amount in real USPP funding growth between FY 1987 and FY 2000.

Project staff used the data in Tables G-1 and G-2 to determine the principal sources of the \$22.9 million in real growth for enacted USPP spending between FY 1987 and FY 2000. Increases in

⁴⁹ Because detailed compensation data were available only for DC, the average salary, benefit, and total compensation estimates in Table G-2 reflect only USPP’s Washington area staff.

staffing and real USPP salaries have accounted for some of the real growth shown in Table G-1. However, the analysis suggests that almost 60 percent of that growth is due to two critical USPP fixed costs: the annual payments to the DC pension fund and the increase in average benefits levels attributable to the shift to FERS. In sum, the analysis estimates that the \$22.9 million increase results from:

- \$7.3 million increase in real spending for the pension payment to DC (about 32 percent of the total)
- a \$5.9 million increase from growth in average benefits greater than average salaries, due to the shift to FERS (about 26 percent of the total)
- a \$5.1 million increase resulting from the growth in USPP staff (about 22 percent of the total)
- a \$4.6 million increase due to the growth in real average compensation for USPP staff (about 20 percent of the total)

The majority of this long-term real growth in enacted spending has not directly benefited USPP or NPS. Increases in the pension payment and average benefits—the two fixed costs—do not enhance USPP’s current staff or its ability to provide additional or different law enforcement services. This may help reconcile some of the previously unexplained differences between real growth in USPP enacted spending and continued requests for additional spending to meet staffing and equipment deficiencies.

APPENDIX H: OFFICE OF RECORDS MANAGEMENT TASKS AND TIME ESTIMATES

COMMUNICATIONS

staff Avg # min # times/yr Total min Hrs/year Staff Yr

Special handling shipments (UPS, FedEx, Create)

1. Log incoming FedEx/UPS packages.	1.0	2.0	602	1,204	20	0.01
2. Call or fax USPP recipient so they can pick up and sign.	1.0	1.0	750	750	13	0.01
3. Sign for package after three attempts to get recipient.	1.0	1.0	150	150	3	0.00
4. Deliver UPS/FedEx to recipient (rarely)	1.0	1.0	150	150	3	0.00
5. Log outgoing FedEx/UPS (tracking #, zip)	1.0	2.0	800	1,600	27	0.02
6. Fill outgoing shipment form and have sender review.	1.0	1.0	800	800	13	0.01
7. Enter incoming certified mail in computer database.	1.0	3.5	300	1,050	18	0.01
8. Update certified database when info comes back.	1.0	3.5	300	1,050	18	0.01
Communications Total Staff Years						0.07

Postal Service Mail

1. Pick up mail 3 times/day at NCR mail room.	1.0	30.0	650	19,500	325	0.20
2. Open unmarked mail and forward to appropriate recipient.	1.0	10.0	650	6,500	108	0.07
3. Sort mail in boxes for DC building staff to pick up.	2.0	220.0	248	109,120	1,819	1.10
4. Deliver mail within DC building, if needed (rare)	1.0	10.0	500	5,000	83	0.05
5. Drive courier route to DC offices (54 miles), twice per day. Sort mail as picked up.	1.0	390.0	240	93,600	1,560	0.94
7. Pick up supplies at Brentwood while delivering courier mail.	1.0	30.0	52	1,560	26	0.02
Postal Service Mail Total Staff Years						2.37

Subpoenas for written, photo, digital data

1. Examine request and log by date received, court date, court from, how handle, etc.	1.0	1.5	480	720	12	0.01
2. Fax copy for named officer to a commander, and then mail it.	1.0	3.5	480	1,680	28	0.02
3. Fax and mail photo requests to another location.	1.0	1.0	60	60	1	0.00
4. Call office that issued photo subpoena to say if have photo material.	1.0	1.0	60	60	1	0.00
5. Label photos for pick-up, including charge info.	1.0	2.0	60	120	2	0.00
6. Mail when photo check received and log into database.	1.0	5.0	60	300	5	0.00
Subpoenas Total Staff Years						0.03

Traffic Tickets

1. Sort traffic tickets by type , each morning.	1.0	20.0	240	4,800	80	0.05
2. Code ticket for location and charge.	1.0	1.0	81,200	81,200	1,353	0.82
3. Enter parking ticket info into that database (badge #, date, state)	1.0	0.5	35,000	17,500	292	0.18
4. Enter moving violation ticket into that dbase (badge #, date, codes, location, etc.)	1.0	0.5	42,000	21,000	350	0.21
5. Enter warnings into that database (same as moving violation dbase)	1.0	0.5	4,200	2,100	35	0.02
6. Stamp complete, bind, separate by jurisdiction.	1.0	0.8	81,200	64,960	1,083	0.65
Traffic Tickets total staff years						1.93
TOTAL COMMUNICATIONS						4.39

RECORD SYSTEM MANAGEMENT AND OVERSIGHT

staff Avg # min # times/yr Total min Hrs/year Staff Yr

Classification and offense code manual updates (rare)

1. Review data to note trends.	1.0	15.0	1	15	0	0.00
2. Write memo to secure approval to add a code.	1.0	20.0	1	20	0	0.00
3. Add code and prepare/distribute information on it to all officers.	1.0	30.0	1	30	1	0.00
Classification & Offense Code Manual Total Staff Years						0.00

Incident/Complaint Data

1. Receive and code FM 42 incident data.	1.0	60.0	365	21,900	365	0.22
2. Input incident data into database (offcode, loc, status, corrections)	2.0	45.0	365	32,850	548	0.33
3. Bind & file FM 42 cards in numerical/chronological order	1.0	5.0	240	1,200	20	0.01
Incident/complaint data Total Staff Years						0.56

Report to File Oversight

1. Review reports for completeness.	2.0	8.0	600	9,600	160	0.10
2. Research for corrections.	2.0	5.0	600	6,000	100	0.06
3. Authorize correction notification	1.0	0.5	600	312	5	0.00
4. Prepare and send notice with backup return copy	3.0	4.0	600	7,200	120	0.07
Report to File Oversight Total Staff Years						0.23

Location code manual updates (rare)

1. Send memo asking for info on primary jurisdiction, formal name, common name.	1.0	15.0	1	15	0	0.00
2. Enter into location code database and prepare/distribute info to all officers.	1.0	20.0	1	20	0	0.00
Location code manual total staff years						0.00

New form creation for RM staff (relatively rare)

1. Design form (no approval needed)	1.0	25.0	2	50	1	0.00
2. Explain new form to staff and respond to questions.	1.0	1.0	20	20	0	0.00
New forms for RM staff total staff years						0.00

Forcewide form creation or updates

1. Receive form from Planning for comment, prepare comments.	1.0	60.0	2	120	2	0.00
2. Attend meetings on forms/info management, as needed.	1.0	60.0	12	720	12	0.01
Forcewide form creation total staff years						0.01

Records Management Policies and Procedures

1. Evaluate and revise as needed.	1.0	30.0	2	60	1	0.00
2. Stay aware of changing legal requirements.	1.0	15.0	104	1,560	26	0.02
RM policies/procedures total staff years						0.02

Liaison with NCR/NPS (ad hoc)	#staff	Avg # min	# times/yr	Total min	Hrs/year	Staff Yr
1. Respond to information requests	1.0	180.0	10	1,800	30	0.02
2. Provide advice on records management for criminal records.	1.0	3.0	10	30	1	0.00
Liaison with NCR/NPS total staff years						0.02

Liaison with National Archives and Records Administration	#staff	Avg # min	# times/yr	Total min	Hrs/year	Staff Yr
1. Ask them for guidance as needed.	1.0	10.0	1	10	0	0.00
Liaison with NARA total staff years						

Computer system support and maintenance	#staff	Avg # min	# times/yr	Total min	Hrs/year	Staff Yr
1. Provide technical assistance to USPP staff on using databases RM maintains.	2.0	25.0	500	25,000	417	0.25
2. Conduct weekly system back-up.	1.0	180.0	52	9,360	156	0.09
3. Exchange old back-up tapes (in special box) for new ones; label and log.	2.0	30.0	12	720	12	0.01
4. Make first effort to correct system problems.	1.2	30.0	10	360	6	0.00
5. Contact supplier (AT&T, IBM, etc.) about needed repairs or maintenance.	1.0	5.0	6	30	1	0.00
Computer sys support/maintenance total staff years						0.36
TOTAL RECORDS SYSTEM MANAGEMENT AND OVERSIGHT						1.20

RECORDS STORAGE

Policies for information requests (FOIA, juvenile, personnel, subpoenas, etc.)

1. Draft needed changes in RM; send to Planning if USPP-wide issue.	1.0	60.0	3	180	3	0.00
2. Stay aware of how USPP offices adhere to policies, and alert mgt if problems.	1.0	25.0	10	250	4	0.00
Policies for info requests total staff years						0.00

Incident reports

1. Log into computer as received, pull apart copies.	1.0	1.0	135,000	135,000	2,250	1.36
2. Review original copy for codes, and add pertinent codes.	1.2	1.5	45,000	81,000	1,350	0.82
3. Return corrected original to data entry to add new data.	1.0	0.8	45,000	33,750	563	0.34
4. Sort by incident number and file.	1.0	1.0	135,000	135,000	2,250	1.36
5. Determine which incidents are closed and why, and close record.	1.2	0.3	45,000	13,500	225	0.14
6. Determine parts of closed record to release in future, staple non-release sections.	1.0	2.0	10,000	20,000	333	0.20
Incident reports total staff years						4.21

Internal USPP documents.

1. Review all internal documents and assign filing code.	1.0	2.0	1,680	3,360	56	0.03
2. File documents chronologically (no cross-referenced coding).	1.0	2.0	1,680	3,360	56	0.03
3. Receive and file master details/run cards/bulletins/memos daily	3.0	6.0	365	6,570	110	0.07
4. Catalog numbered & unlabeled memos/special event orders	1.0	25.0	40	1,000	17	0.01
5. Issue control numbers for memos/special event orders	1.0	4.0	40	160	3	0.00
Internal USPP documents total staff years						0.15

Dealings with Federal Records Center in Suitland, MD	#staff	Avg # min	# times/yr	Total min	Hours/yr	
1. Box materials	2.0	105.0	2	420	7	0.00
2. Determine cubic feet amount and fill out NARA forms.	1.0	20.0	6	120	2	0.00
3. Log transfer info into binder.	1.0	15.0	2	30	1	0.00
4. Deliver to NARA.	1.0	90.0	2	180	3	0.00
5. For retrieval, complete form (providing box #) & approve.	1.0	5.0	4	20	0	0.00
Suitland dealings total staff years						0.01
USPP off-site storage (post-1973)						
1. Assign destruction dates for new material.	1.0	15.0	1	15	0	0.00
2. Box and label materials for courier delivery to off-site facility.	2.0	105.0	1	210	4	0.00
Off-site storage total staff years						0.00
TOTAL RECORDS STORAGE						4.37

RECORDS DISPOSITION AND DISPOSAL

Criminal Investigations Branch Closed Documents

1. Check numbered filings (at USPP) annually.	1.0	480.0	1	480	8	0.00
2. Pull and destroy records as required (leaving only computer records).	3.0	1660.0	1	4,980	83	0.05
CIB closed documents total staff years						0.05

Record expungement

1. Log receipt (from court) of order to expunge person's name.	1.0	2.0	240	480	8	0.00
2. Review paper files of incident and white out person's name.	1.0	3.0	240	720	12	0.01
3. Remove name from "person" database USPP maintains.	1.0	1.0	240	240	4	0.00
4. Request fingerprint records from FBI, and notify them of expungement.	1.0	1.5	240	360	6	0.00
7. Respond to court that all references have been removed.	1.0	4.0	240	960	16	0.01
Record expungement total staff years						0.03

Record sealing

1. Receive request from local jurisdiction.	1.0	1.0	300	300	5	0.00
2. Find references to person, put * in front of name, so does not come up in search.	1.0	3.0	300	900	15	0.01
3. Keep copy of original record in unsearchable file.	1.0	1.0	300	300	5	0.00
4. Remove * if jurisdiction later says to "unseal" document.	1.0	1.0	10	10	0	0.00
Record sealing total staff years						0.02

Record disposal

1. Conduct annual house-cleaning.	2.0	720.0	1	1,440	24	0.01
2. Destroy records according to destruction dates - box and seal.	2.0	720.0	1	1,440	24	0.01
3. Transport records for destruction.	1.0	30.0	1	30	1	0.00
Record disposal total staff years						0.03
TOTAL RECORDS DISPOSITION AND DISPOSAL						0.13

REPORT COMPILATION

staff Avg # mins # times/yr Total mins Hours/year Staff Yr

Internal Reports**Briefing on report compilation practices/ procedures to USPP and other requesters**

1. Communicate report requirements.	1.0	10	150	1,500	25	0.0
2. Explain the computer system report capabilities.	1.0	10	30	300	5	0.0
Internal report briefings total staff years						0.0

Requested reports for districts, ad hoc reports

1. Compile data for statistical analyses	1.0	90	25	2,250	38	0.0
2. Complete statistical analyses from motor vehicle accidents	1.0	105	4	420	7	0.0
3. Distribute reports	1.0	20	4	80	1	0.0
Internal requested reports total staff years						0.0

Weekly, monthly, and annual reports**Monthly and annual GPRA statistics (by unit)**

1. Create and distribute "form" for districts to report GPRA information	1.0	40	12	480	8	0.0
2. Calculate new statistics	1.0	105	2	210	4	0.0
3. Produce report	1.0	20	12	240	4	0.0
4. Distribute report	1.0	20	12	240	4	0.0
GPRA total staff years						0.0

Park visitor incident reports (monthly and annually)

1. Calculate statistics (injuries, accidents, deaths, etc.)	1.0	45	12	540	9	0.0
2. Statistical analysis of factors in vehicle accidents.	1.0	45	12	540	9	0.0
3. Incident reports by district or field office	1.0	30	12	360	6	0.0
4. Weekly command report data	1.0	30	12	360	6	0.0
Park visitor incident reports total staff years						0.0

Annual Statistical Report

1. Accumulation of data over the course of 3 months (complex process)	1.0	4320	1	4,320	72	0.0
2. Creation of specialized formatting/ reporting of data	1.0	360	1	360	6	0.0
3. Produce report- form determined by chief (changes yearly)	1.0	4320	1	4,320	72	0.0
Annual stat report total staff years						0.1

NPS and Department of Interior Reports**NPS Servicewide Traffic Accident Reporting Systems (STARS)**

1. Enter information into specific database	1.0	8	3,400	27,200	453	0.3
2. Compile data into 'report' and send out	1.0	120	4	480	8	0.0
3. Maintenance of files (available copies)	1.0	480	2	960	16	0.0
NPS STARS total staff years						0.3

REPORT COMPILATION CONTINUED

staff Avg # mins # times/yr Total mins Hours/yr Staff Yr

Annual Assault on Federal Officers "FBI Report" (due March 31st)

1. Collect data from stations	1.0	40.0	1	40	1	0.0
2. Categorize and subcategorize data--review and analyze	1.0	1440.0	1	1,440	24	0.0
3. Produce report at end of year (including degrees of assault, charges, jurisdiction, etc.)	1.0	960.0	1	960	16	0.0
FBI Report total staff years						0.0

Council of Governments Crime Data (COG)

1. Obtain statistics on juveniles from CIB	1.0	30.0	1	30	1	0.0
2. Compilation of data (only report including data on juveniles and adults)	1.0	480.0	1	480	8	0.0
3. Creation of report (changes yearly- depending on trends)	1.0	210.0	1	210	4	0.0
COG Crime Data total staff years						0.0

Courts and Other Law Enforcement Agencies

1. Conduct background searches on individuals	1.0	4.0	15,600	62,400	1,040	0.6
2. Produce report	1.2	12.0	200	2,880	48	0.0
3. Review of all information before release	1.2	1.5	50	90	2	0.0
Court/Other LE Agencies total staff years						0.7
TOTAL FOR REPORT COMPILATION						0.7

FRONT COUNTER PUBLIC INTERACTION

Monitor front door entry and greet guests

1. Greet all guests	1.0	0.5	4,000	2,000	33	0.0
2. Notify office or individual of visitor(s)	1.0	0.5	400	200	3	0.0
3. Escort guest, or wait w/ guest until office/individual arrives	1.0	1.5	150	225	4	0.0
4. Notify patrol officers when walk-ins report incidents	1.0	2.0	50	100	2	0.0
Front door Total Staff Years						0.0

Note: ORM director says this is supposed to be FT position, but is vacant. Absorbed

Public requests for reports/ information

1. Find & copy info and provide to requestor	1.0	5.0	3,800	19,000	317	0.2
2. Receive and log funds for requested copies of reports	1.0	1.0	2,800	2,800	47	0.0
3. Send funds (including checks sent by mail) to NCR (monthly)	1.0	75.0	20	1,500	25	0.0
4. Enter receipts into system	1.0	1.0	3,800	3,800	63	0.0
Public requests total staff years						0.3
TOTAL FRONT COUNTER/PUBLIC INTERACTION						0.3

FREEDOM OF INFORMATION ACT REQUESTS

1. Log requests	1.0	3.0	10	30	1	0.0
2. Send requests to Major in charge of FOIA	1.0	1.0	10	10	0	0.0
3. Gather and send out information in response to routine FOIA requests	1.0	12.0	3,952	47,424	790	0.5
FOIA total staff years						0.5

Data for Media Relations Office

	# staff	Avg # mins	# times/yr	Total mins	Hours/yr	Staff Yr
1. Gather information related to request	1.0	30.0	30	900	15	0.0
2. Send information to Media Relations Office	1.0	2.0	30	60	1	0.0
Media relations data total staff years						0.0
TOTAL FOIA/MEDIA RELATIONS						0

ADMINISTRATIVE SERVICES FOR USPP**Copy machines**

1. Prepare copy machine contracts.	1.0	1440.0	1	1,440	24	0.0
2. Handle purchasing and supply needs	1.0	45.0	6	270	5	0.0
3. Review and update contracts	1.0	105.0	3	315	5	0.0
Copy machines total staff years						0.0

Order phone and fax supplies/ equipment

1. Order equipment for copiers and fax machines.	1.0	45.0	6	270	5	0.0
2. Receive and store phone and fax equipment	1.0	2.0	6	12	0	0.0
3. Notify station(s) and distribute supplies	1.0	10.0	36	360	6	0.0
Supply/equipment order (phone/fax) total staff years						0.0

Order general supplies

1. Order supplies	1.5	60.0	15	1,350	23	0.0
2. Track supply orders	1.0	10.0	5	50	1	0.0
3. Monitor amount of supply inventory	1.5	15.0	15	338	6	0.0
4. Store supplies	2.0	90.0	15	2,700	45	0.0
5. Notify districts/ offices	1.0	10.0	36	360	6	0.0
General supply order total staff years						0.0

Contact listings of personnel/ force units

1. Prepare/ update/ maintain and distribute lists.	1.5	30.0	12	540	9	0.0
2. Pager listings prepared/ updated/ distributed internally.	1.0	5.0	6	30	1	0.0
3. Prepare personnel rosters by request.	1.0	5.0	40	200	3	0.0
4. Prepare and update retired/ former employees & survivors contact list (internal doc)	1.0	20.0	4	80	1	0.0
Contact listings total staff years						0.0

NPS Phone directory

1. Submit updated contact list to NPS twice a year.	1.0	1440.0	2	2,880	48	0.0
2. Liaison to NPS/DOI to update data for distributions	1.0	10.0	4	40	1	0.0
3. Meet with NPS/DOI on records issues, mail issues, etc.	1.0	30.0	3	90	2	0.0
NPS phone directory total staff years						0.0

	# staff	Avg mins	# Times/yr	Total min	Hours/yr	Staff yr
Electronic rosters for court entities						
1. Gather data for rosters (alphabetical listing, badge #s, DOB)	1.5	90.0	6	810	14	0.0
2. Produce roster	1.0	5.0	6	30	1	0.0
3. Distribute electronic version to all courts (@ least on annual basis)	1.5	10.0	1	15	0	0.0
Electronic court rosters total staff years						0.0
TOTAL FOR ADMIN SERVICES FOR USPP						0.1

STAFF MANAGEMENT -- INTERNAL ORM

1. Functional supervision, personnel oversight, leave authorization/scheduling	1.0	10.0	240	2,400	40	0.0
2. Time and attendance	1.5	90.0	26	3,510	59	0.0
3. Evaluation, appraisal, discipline, recognition	1.2	130.0	18	2,808	47	0.0
4. Training, orientation, safety, EEO (new or recurring) as needed	2.0	30.0	15	900	15	0.0
5. Injury reporting (responses, documentation) -- rare	1.0	90.0	2	180	3	0.0
TOTAL FOR STAFF MANAGEMENT						0.1

TOTAL FOR ALL AREAS						11.8
----------------------------	--	--	--	--	--	-------------

APPENDIX I
SELECTED LIST OF CONTACTS AND INTERVIEWEES

U.S. CONGRESS

Bruce Evans, Clerk, Appropriations Subcommittee on Interior and Related Agencies,
U. S. Senate
Deborah Weatherly, Clerk, Appropriations Subcommittee on Interior and Related Agencies,
U. S. House of Representatives

U. S. DEPARTMENT OF THE INTERIOR

Steve E. Calvery, Chief, Law Enforcement and Security
Earl Devaney, Inspector General
Robert J. Lamb, Deputy Assistant Secretary, Budget and Finance
Doug Scott, Deputy Inspector General
John Tresize, Budget Director

U. S. NATIONAL PARK SERVICE

Dennis Burnett, Acting Chief Ranger, Activities Division
Denis Galvin, Acting Director
Jim A. Giammo, Budget Office
Sue Masica, Associate Director for Administration
Bruce Sheaffer, Comptroller

National Capital Region

Audrey Calhoun, Superintendent, George Washington Memorial Parkway
Terry Carlstrom, Regional Director
Adrienne Coleman, Superintendent, Rock Creek Park
Fred Cunningham, Park Manager, Greenbelt Park
Arnold Goldstein, Superintendent, National Capital Parks- Central
John Hale, Superintendent, National Capital Parks- East
Joseph M. Lawler, Deputy Regional Director
David Linderman, Budget Officer
Dottie Marshall, Deputy Superintendent, George Washington Memorial Parkway
Marilyn Meyers, Budget Analyst
Einar S. Olsen, Regional Chief Ranger
Richard Powers, Associate Superintendent Administration
Melvin Reid, Equal Opportunity Manager

Pacific West Region

Mai Liis Bartling, Assistant Superintendent, Planning, Projects and New Partnerships, GGNRA
Susan Hurst, Chief of Administration, Golden Gate National Recreation Area
Marti Leicester, Associate Regional Director, Park Operations and Education
Gerald McCarthy, Regional Law Enforcement Specialist
Brian O'Neill, Superintendent, Golden Gate National Recreation Area
Rhonda Redding, Budget Officer, Golden Gate Recreation Area
John Reynolds, Regional Director
Yvette Ruan, Chief Park Ranger, Golden Gate National Recreation Area
Mary Scott, Deputy Superintendent- Operations GGNRA
Jay Wells, Chief Ranger

The Presidio Trust

Bruce Anderson, Deputy Director for Facilities
Eugene Gaik, Security Officer- (Army Corps of Engineers)
James E. Meadows, Executive Director
Craig Middleton, Deputy Director for Operations and Government Affairs

North east Region

Daniel Brown, Chief Ranger, Statue of Liberty, Interpretive Ranger Program Manager
Dale Ditmanson, Assistant Superintendent for Operations
Robert Ditolla, Regional Law Enforcement Specialist
Cynthia R. Garrett, Deputy Superintendent, Statue of Liberty
Billy G. Garrett, Superintendent, Jamaica Bay Unit
Cheryl Green, Budget Officer, Gateway National Recreation Area
Marc Koenig, Superintendent, Gateway National Recreation Area
Suzanne C. McCarthy, Director of Administration, Gateway National Recreation Area
Shirley Y. McKinney, Superintendent, Gateway National Recreation Area, Staten Island Unit
Frank Mills, Chief Law Enforcement Ranger, Director of Operations
Alexa Molnar, Budget Office
Hollis G. Provins, Chief Ranger, Independence National Historical Park
Jim Watkins, Budget Officer, Statue of Liberty/ Ellis Island
Martin Zweig, Regional Law Enforcement Specialist

U. S. PARK POLICE

Washington Area

Philip J. Beck, Shift Commander
Henry Berberich, Commander, Central District
Steven L. Booker, Recruiting/ Processing Supervisor
Jackie L. Burks, Commander, Horse Mounted Patrol

Phillip W. Cholak, Commander, Aviation
Stacey Collins, Lieutenant, Patrol Branch, Guard Force
Joseph R. Cox, Commander, Rock Creek Station
Pamela Datcher, Commander, Inspectional Services
Bill Davis, Shift Commander
Ron Deangelo, Commander, Criminal Investigations Branch
Dale Dickerhoof, Commander, Technical Services Branch
Michael Fogarty, Commander, Administration Branch
Benjamin J. Holmes, Deputy Chief, Services Division
Hugh Irwin, Commander, Training Branch
John T. Kmetz, Commander, Planning and Development Unit
Robert E. Langston, Chief
Salvatore Lauro, Assistant Commander, Special Forces Branch
William Lynch, Watch Commander, Operations Division
Peter W. Markland, Assistant Commander, Central District
Gill Marsh, Background Investigator, Personnel Unit
Timothy Moser, Detective Sergeant, Major Crimes Units, Criminal Investigations Branch
Richard J. Murphy, Assistant Commander, Criminal Investigations Branch
Patrick F. O'Brien, Commander, Anacostia Station
Jeanne O'Toole, Lieutenant, Major Crimes Unit, Criminal Investigations Branch
Peter Pellegrino, Commander, Patrol Branch
Thomas Pellingier, Commander, Special Forces Branch
Troy Pettiford, Director, Records Management
Richard J. Pope, Shift Commander
John D. Schamp, Deputy Chief, Field Offices Division
Peter E. Shannon, Shift Commander
Neal Shea, Shift Commander
Kelcy M. Stefansson, Commander, Glen Echo Station
Barbara J. Stevenson, Personnel Manager
David H. Stover, Commander, West District
Shelly D. Thomas, Supervisory Budget Analyst
Russell A. Walkowich, Commander, Greenbelt Station
Daniel G. Walters, Commander, East District
Edward F. Winkel, Deputy Chief, Operations Division

New York City, NY

Frank Abbatantuono, Administrative Sergeant
John Lauro, Commander, Brooklyn/ Queens
Chris Papas, Site Commander, Statue of Liberty
Thomas H. Wilkins, Commander, New York Field Office

San Francisco, CA

Robert Carlson, Communications Chief
Christine Hodakievic, Administrative Lieutenant
Noel P. Inzerille, Commander, Operations
Robert J. Kass, Commander, Administration
Gretchen W. Merkle, Commander

LOCAL LAW ENFORCEMENT AGENCIES

DC Metropolitan Police Department

Michael Radzilowski, Commander, Special Operations Division

Fairfax County Police Department

William N. Brown, Lieutenant Colonel, Deputy Chief of Police for Patrol
Suzanne G Devlin, Lieutenant Colonel, Deputy Chief for Administration
Youko H. Elliott, Director, Financial Resources Division
Steve Sellers, Commander, Administrative Support Bureau

Prince George's County Police Department

Jeff Cox, Executive Officer, Chief of Staff
Ester Strongman, Acting Director of Personnel and Training Services

FEDERAL LAW ENFORCEMENT AGENCIES

United States Capitol Police

Robert Howe, Assistant Chief

United States Secret Service

James E. Bauer, Assistant Director, Office of Investigations
Charles D. Brady, Deputy Assistant Director, Office of Investigations
Dana A. Brown, Assistant Director, Office of Administration
Henry Erig, Assistant Chief, Secret Service Uniformed Division
Richard J. Oskin, Chief
Julie Pierson, Special Agent in Charge, Protective Operations, Uniformed Division
Don Simcox, Budget Officer, Office of Management and Administration
Mark Sullivan, Deputy Assistant Director, Protective Operations, Uniformed Division

OTHER CONTACTS

General Accounting Office

Roderick T. Moore, Senior Evaluator, San Francisco Office

Donald Yamada, Senior Evaluator, San Francisco Office

Fraternal Order of Police

Peter J. Ward, Chairman

Office of Management and Budget

Joanne Chow, Treasury Branch Budget Examiner

Craig Crutchfield, Budget Examiner

Marc Schwartz, Treasury Branch Chief

APPENDIX J
SELECTED BIBLIOGRAPHY

Booz-Allen & Hamilton, Inc. *Counter-Terrorism Plan for National Park Service, National Capital Region*. 1999.

Commission on Accreditation of Law Enforcement Agencies. *Standards for Law Enforcement Agencies: The Standards Manual of the Law Enforcement Agency Accreditation Program*. Fourth Edition: 1999.

Commission on the Advancement of Federal Law Enforcement. *Law Enforcement In A New Century and A Changing World*. January 2000.

Fraternal Order of Police. *United States Park Police Pay Compared to Other Federal, State and Local Police Departments in: Washington, DC; New York, NY; San Francisco, CA*. June 2000.

General Accounting Office. *National Parks: Law Enforcement Capability and Cost Comparisons at Two Recreation Areas*. GAO/RCED-86-40. March 1986.

General Accounting Office. *D.C. Criminal Justice System: Better Coordination Needed Among Participating Agencies*. March 2001.

General Accounting Office. *Drug Control: DEA's Strategies and Operations in the 1990's*. GGD-99-108. 1999.

The International Association of Chiefs of Police. *Policing the National Parks: 21st Century Requirements*. October 2000.

MCC Consulting. *United States Park Police: Retention & Employee Satisfaction Study*. December 1998.

National Academy of Public Administration. *Strengthening the National Park Service Construction Program*. June 1998

National Park Service. *Annual Reports*. 1999 and 2000.

National Park Service. *Budget Justifications and Annual Performance Plan*. 2001 and 2002.

National Park Service. *Law Enforcement Programs Study: United States Park Police and Compendium of Background Material (Vol. II)*. 2000.

National Park Service. *Law Enforcement Programs Study: United States Park Rangers*. 2000.

National Park Service. *Management Policies 2001*. December 2000.

National Park Service. *Special Study: United States Park Police Facilities*. February 1982.

United States House of Representatives. *Department of the Interior and Related Agencies Appropriation Act, and Conference Report*. 2001. PL 106-291. pp. 23-26.

United States Park Police. *Aviation Section Statistical Annual Report*. January 2001.

United States Park Police. *Annual Financial Plans*. 1986 through 2001.

United States Park Police. *Annual Report*. 1980 through 2000.

United States Park Police. *Beat Analysis Studies*. 1986 and 1993.



1100 New York Avenue, NW
Suite 1090 East
Washington, DC 20005
Tel: (202) 347- 3190
Fax: (202) 393 - 0993
Web: www.napawash.org