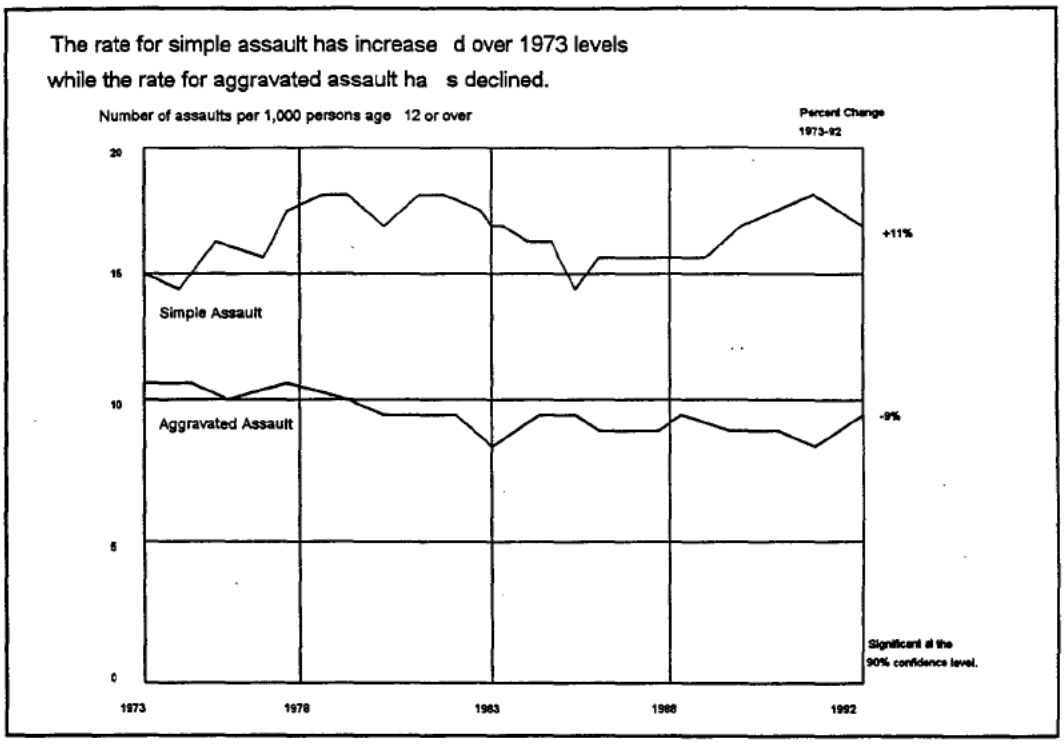
Figure 3-5



As can be seen in figure 3-5, simple assaults is one of the few exceptions to the general trend of declining numbers of incidents. Aggravated assault victimizations have declined 9% from 1973 to 1992, as compared to an increase of 11% for simple assaults during the same period. This trend also is a good example of different results obtained by the UCR and the NCVS. The UCR for 1973 reported 420,650 aggravated assaults and 1,126,970 for 1992. This is a significant increase which contradicts the overall victimization trends.

The trend of increasing simple assaults is particularly troublesome when compared with the increasing trends in assaults against federal officers.

Other facts about assault from the Highlights from 20 years of Surveying Crime Victims Report are as follows:

- In 1992, over 5 million assaults were committed; two-thirds of these assaults were simple assaults.

- Over 1.5 million assaults in 1991 resulted in some sort of injury.

- Most assaults by armed offenders occur at night, usually before midnight. Most assaults by unarmed offenders occur during the day.

- About a third of the aggravated assaults involve the use of a gun. However, those resulting in injury are more likely to involve a blunt object than any other weapon.

- The victim used some form of self-protection in almost three-fourths of all assaults. These findings are the same for both stranger and non-stranger assaults.

- When self-protection was used, 72% of victims felt that it helped the situation, 7% thought it hurt the situation, 7% thought it both helped and hurt, and 13% thought it neither helped nor hurt.

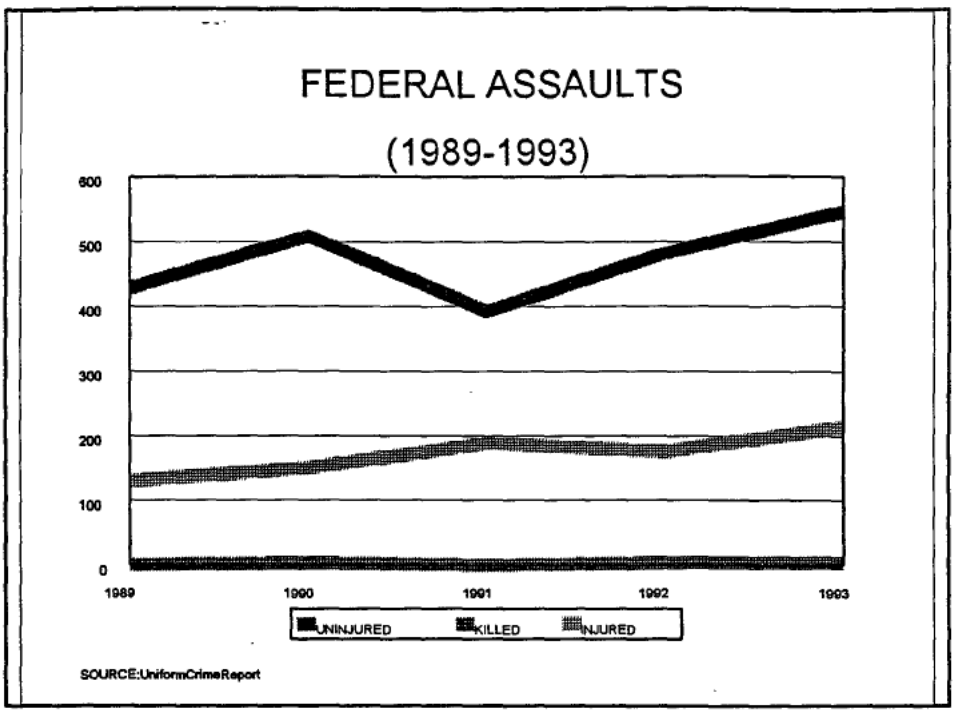
e. Assaults of Federal Officers

The Uniform Crime Reports annually provides information on law enforcement officers killed and assaulted. This report will address this issue for the years 1989 thru 1993 (The latest year complete data is available for). The data presented will be relative to Federal officers and more importantly, Department of Interior officers killed and assaulted during this time frame.

During 1993, 766 Federal officers were assaulted while performing their official duties. Personal injuries were suffered by 215 officers.

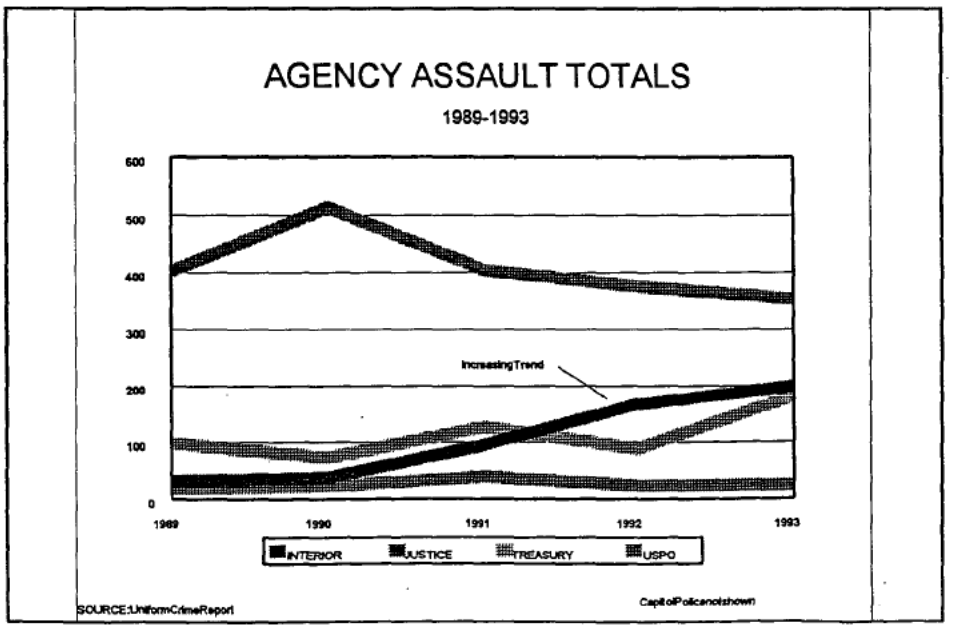
As figure 3-6 shows, during the five year period, 1989-1993, 3,335 officers were assaulted, and 861 officers were injured. Fifteen officers were slain in the line of duty; including a National Park Service ranger.

Figure 3-6



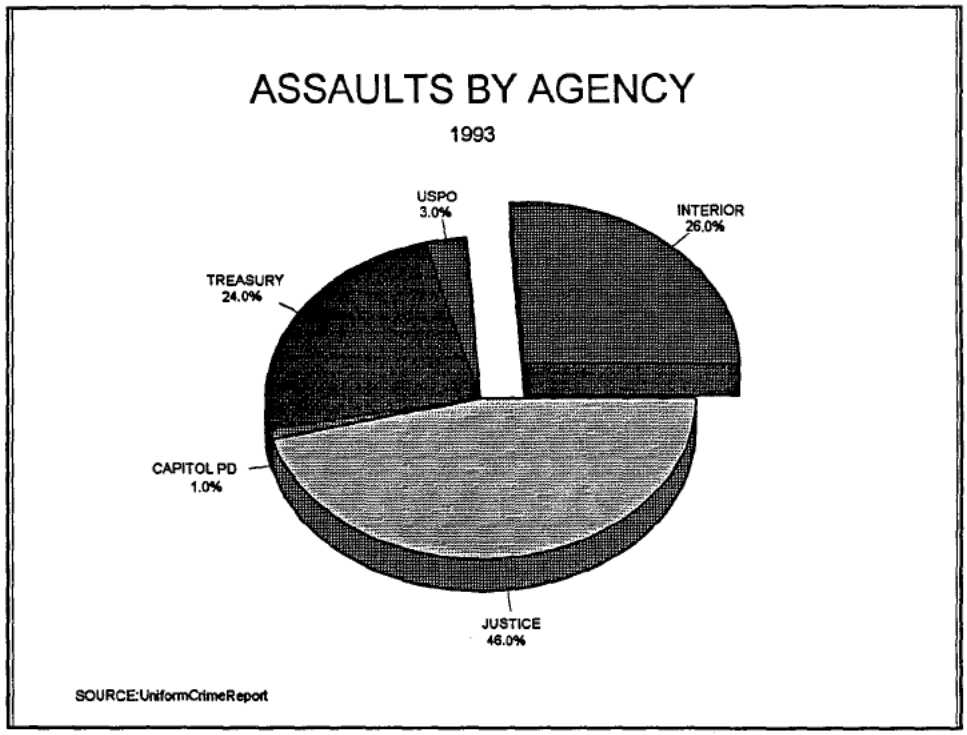
As shown in figure 3-7, of the major agencies Department of Justice is experiencing a downward slope and both the Department of Interior and United States Post Office are steadily increasing.

Figure 3-7



As shown in figure 3-8, the greatest number of assaults in 1993 was recorded by the Department of Justice with 46% of the total, followed by the Department of Interior with 26%.

Figure 3-8



Personal Weapons were used in 40 percent of assaults in 1993. Firearms were the weapons used in 14 percent, blunt objects in 11 percent, vehicles in 8 percent, knives in 2 percent, and other dangerous weapons in 4 percent. Seventeen percent of the assaults were threats.

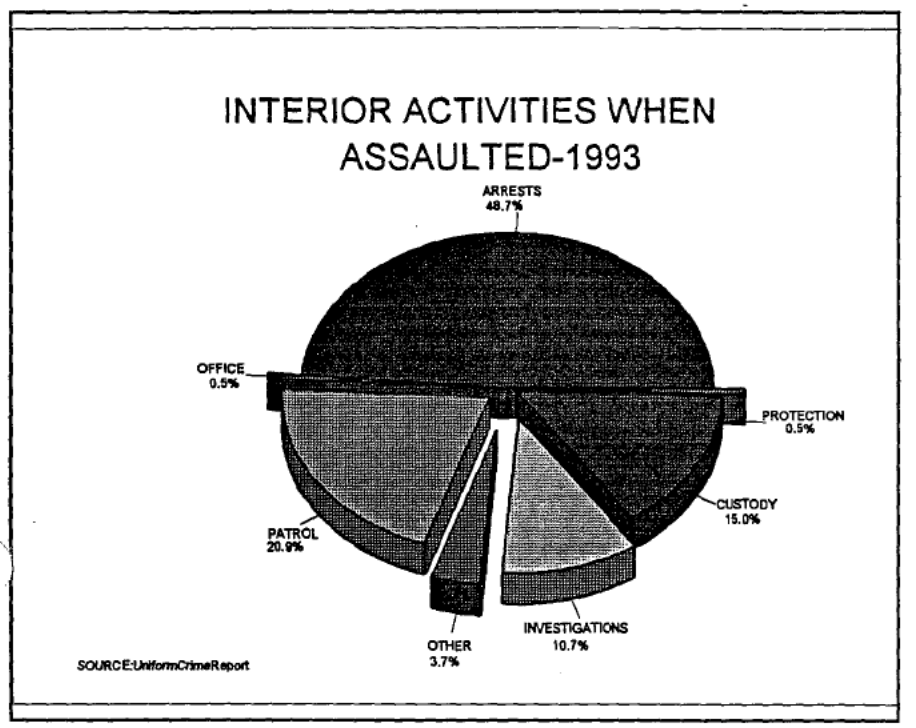
More Federal officers, 201 or 29 percent, were assaulted while on patrol or guard duty than while engaged in any other activity during 1993. Twenty percent of the assaults occurred while officers were making arrests/serving summonses.

Among the geographic regions, the West accounted for the largest portion of all reported assaults, with 39 percent. The South accounted for 37 percent; the Northeast for 16 percent and the Midwest for 6 percent.

The most similar duties occur in the Department of Interior (DOI). The DOI had 199 officers assaulted in 1993. The Bureau of Indian Affairs had 104 officers assaulted and the National Park Service had the remaining 95 assaults. (NOTE: The 1994

figures were recently received without the accompanying analysis. In 1994, 82 rangers were assaulted and 125 park police compared to the 1993 figures of 50 rangers and 48 park police. Injuries were sustained in 37 of the 207 assaults.)

Figure 3-9



As shown in figure 3-9, of the total Interior Department officers attacked, 49 percent were making arrests or serving summonses and 21 percent were on patrol/guard duty.

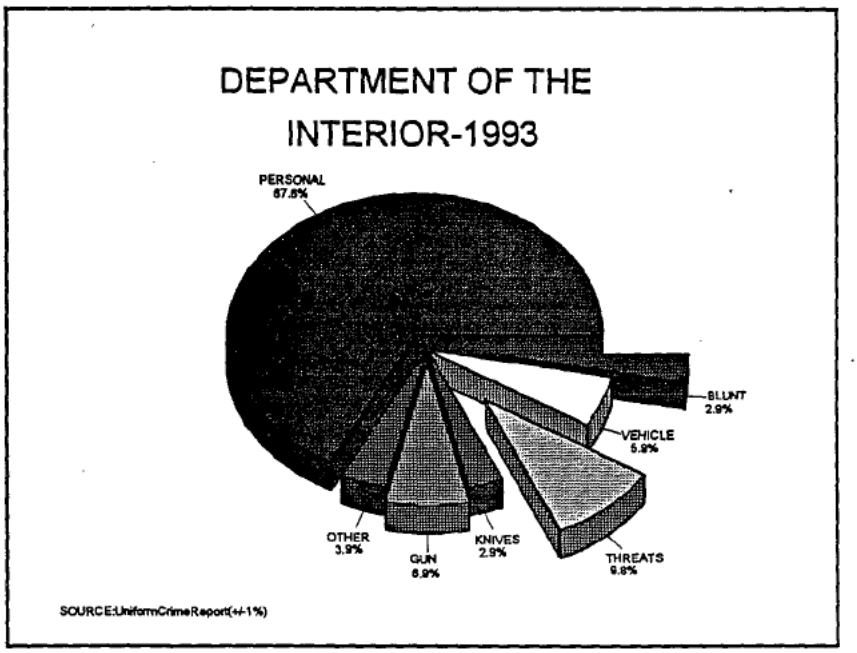
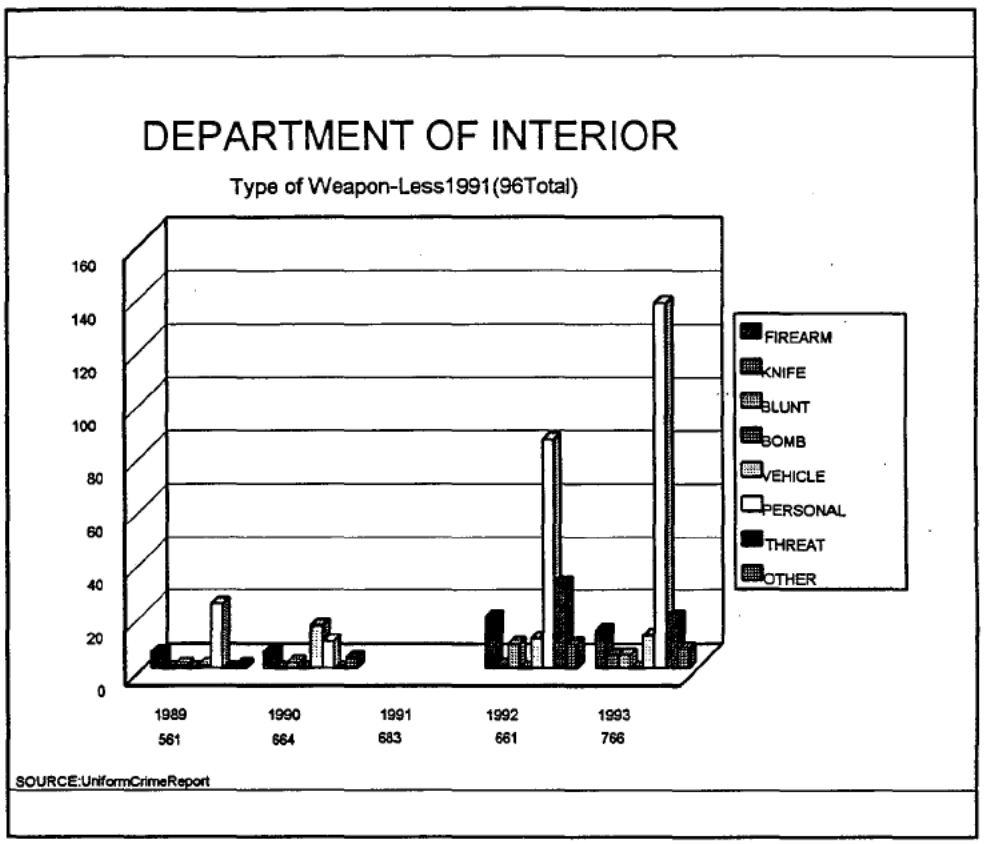


Figure 3-10

As shown in figure 3-10, regarding the weapons used, sixty-eight percent of the attacks were committed with personal weapons such as teeth, hands, feet; 7 percent with firearms; 6 percent with vehicles and 3 percent with blunt objects. Threats comprised 10 percent of the total assaults.

Figure 3-11



When looking at the assaults over the last five years, several alarming trends emerge. The chart in figure 3-11 reflects the changes by type of weapon over the last five years. It should be notes that the Department of Interior did not provide the Department of Justice the statistics for 1991.

Figures 3-12, 3-13 and 3-14 show definite increases in the categories of personal weapons, threats, and other as the weapons used in the assault of federal officers.

Figure 3-12

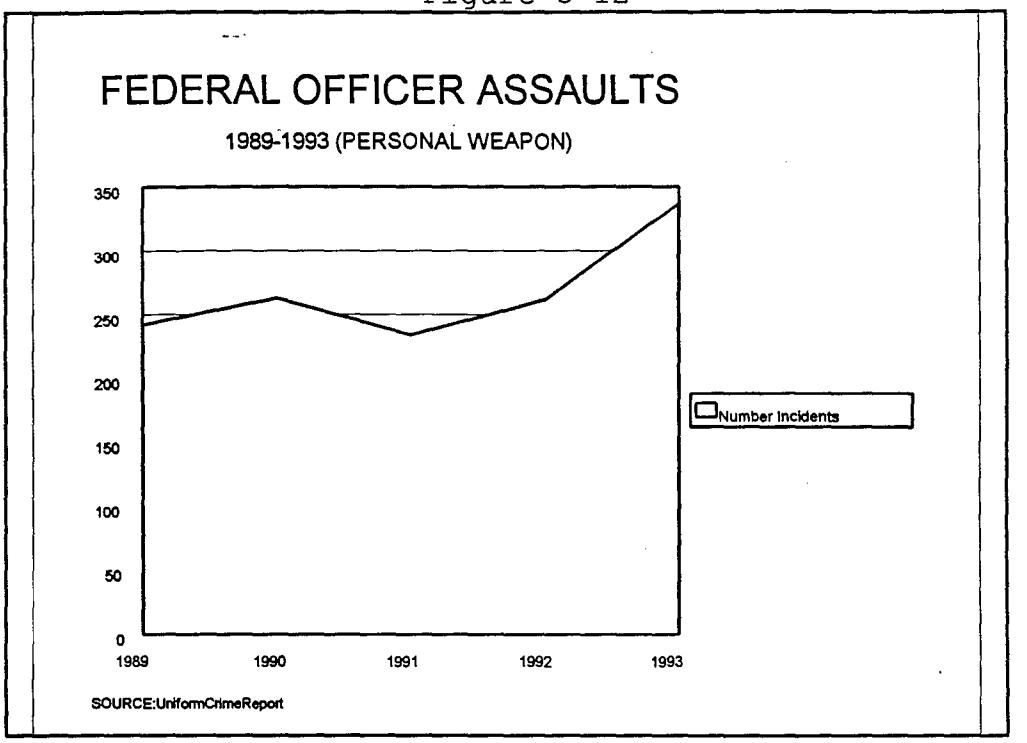


Figure 3-13

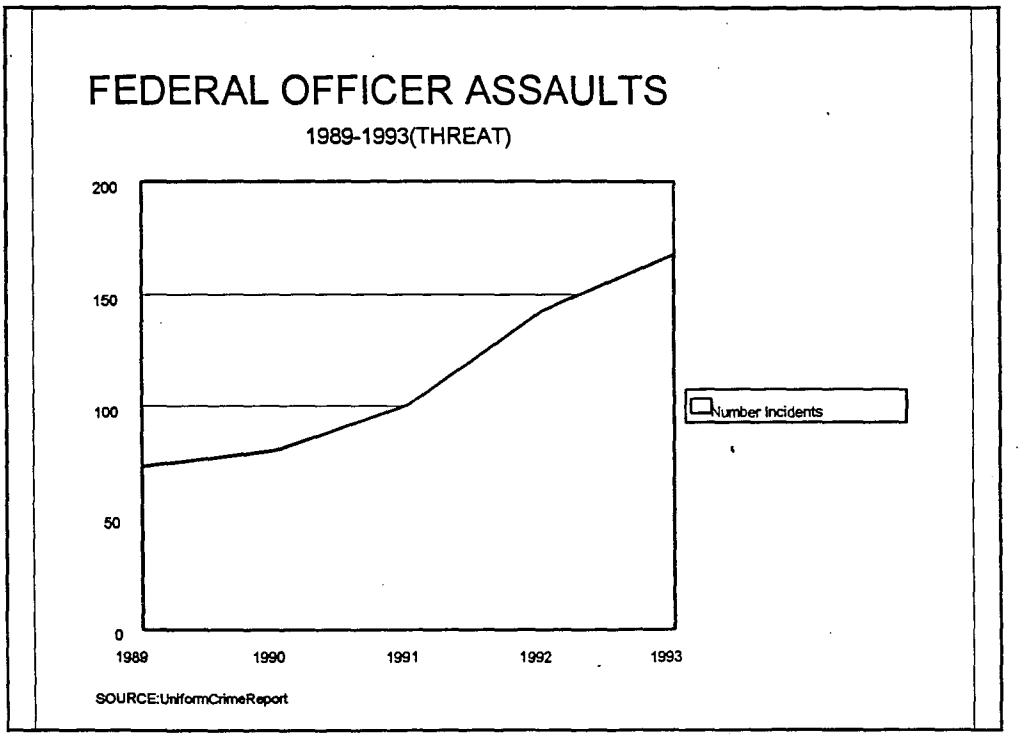
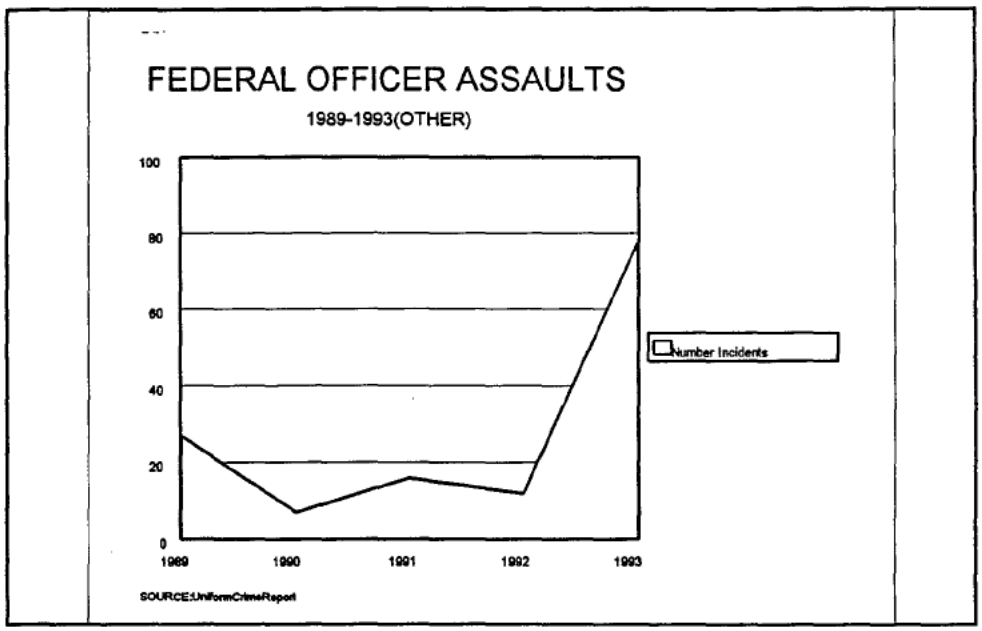


Figure 3-14



The incidents involving firearms have changed little since 1989. Notable is the regional variance as shown in figure 3-15. Personal weapons are the weapon of choice in the South and West.

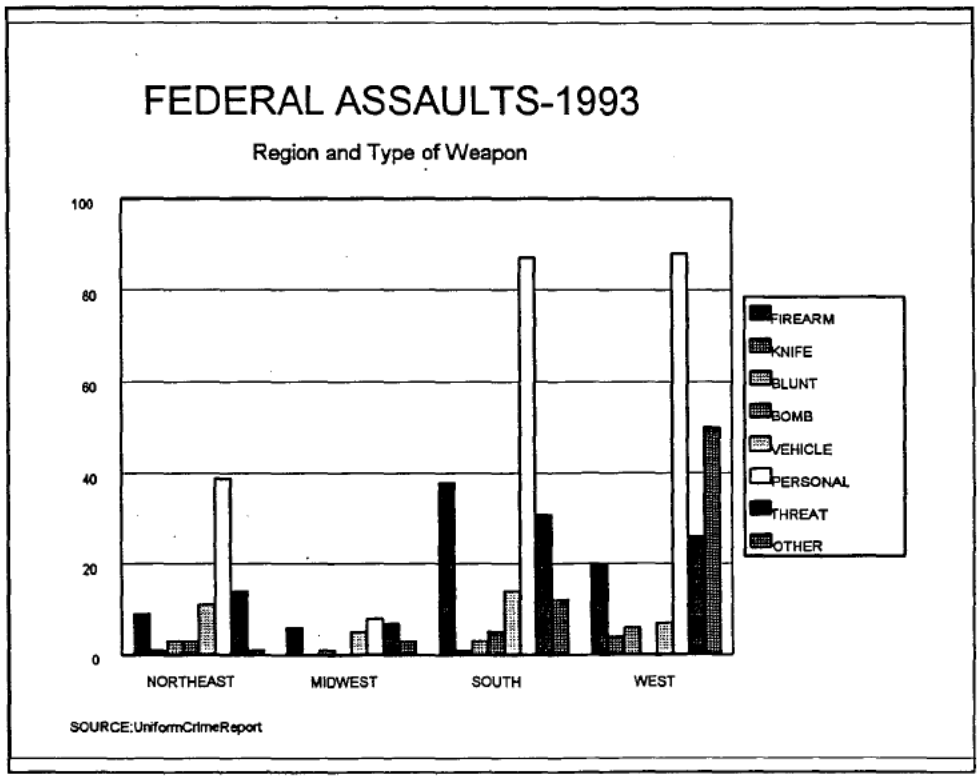


Figure 3-15

f. Comparative Analysis of NPS and National Crime Trends

The Part I (UCR Index Crimes) offenses reported by the National Park Service rangers (does not include Park Police Figures) from 1987 to 1994 shows decreasing numbers of incidents in seven of eight categories. This trend is similar to the trends discussed earlier.

The Part II (All Other, which includes minor offenses) offenses show somewhat different trends. Seven out of fifteen categories have increased over the 1987 incidents. The categories which have grown the most are simple assault, weapons and resource violations. There has been a substantial increase in resource violations with a low of 7,436 incidents in 1989 and ending with the high of 17,019 in 1994.

When all of the offenses are combined for the Department of Interior, a significant increase is noted over the last five years. According to an Associated Press news article in the Arkansas Democrat Gazette on June 5, 1995, "There were 422,173 criminal cases on federal parkland in 1994, from public drunkenness to robbery and assault. That's an 83 percent increase over 1990's figures."

g. Statistics from Corps Projects

The 1995 NRM Survey attempted to determine the number of verbal assaults, physical threats and physical assaults against rangers by visitors and against visitors by visitors. One question asked how many incidents the rangers were aware of in the last three years where a visitor was physically or verbally abused or threatened by another visitor at our projects. Three questions asked the rangers to specify the number of verbal/assaults, physical threats, and physical assaults against them, within the last three years, by a visitor in the course of their official duties. There were five categories of responses: 0, 1-10, 11-20, More than 20, and No Answer.

Simply calculating the math to the responses to these questions showed some alarming, and very questionable results. These results are included below, followed by an analysis of the potential reasons for such disturbing numbers.

According to the NRM Survey, as a minimum, 7.15 times per day visitors to Corps projects are physically or verbally abused, or threatened by another visitor.

According to the NRM Survey, one ranger is assaulted every six (6) days while in the performance of their duties. Additionally, on average, one Corps ranger is physically threatened each day and nearly four (4) rangers per day are either verbally abused or verbally assaulted.

Regarding visitor incidents, the reported range was from 7834 incidents to more than 15,484 incidents in the last three years. These number equate to an average of from 7.15 to more than 14.1 incidents per day.

Regarding physical assaults, the reported range was from 173 to more than 1100 assaults during the last three years. When viewed over time this means that at least one Corps ranger is assaulted every 6.3 days and potentially, one Ranger is being assaulted every 1.004 days.

Regarding the number of physical threats against rangers, the reported range was from 1123 to more than 5650 incidents. These numbers equate to an average range of from 1.03 physical threats per day to more than 5.16 per day.

Regarding the number of verbal abuse/assaults experienced by NRM personnel, the reported numbers were much larger, ranging from 4077 to 11,610 incidents in the last three years. These numbers equate to an average range of from 3.7 to more than 10.6 incidents per day.

These same statistics can also be presented in terms of "ranger days." Given that there are 1095 days in three years time 820 (rangers) gives a potential of 897,900 ranger days. The number of visitor incidents range from 0.0087 visitor incidents/ranger day to 0.0172 visitor incidents/ranger day. The number of assaults on rangers ranger from 0.00019 assaults/ranger day to 0.00123 assaults/ranger day. The number of physical threats against rangers range from 0.00125 physical threats/ranger day to 0.00629 physical threats/ranger day. The number of verbal abuses or assaults range from 0.00454 verbal assaults/ranger day to 0.0129 verbal assaults/ranger day.

These survey results indicate that actual physical attacks on Corps rangers are not rare. The numbers of assaults closely resemble other trends of assaults on Federal Officers, particularly the National Park Service. The category of Corps threats greatly exceeds the NPS incidents of threats against their officers, as they reported only 21 threats in 1994 out of a total of 207 assaults. An additional note; according to the 1974 Report, the Forest Service reported 714 cases of assault or

intimidation of their officers in 1969 alone.

It is important to note that the NRMS data shows that nine (9) assaults have occurred from 1991 thru 1994. The Provost Marshal does not keep separate statistics for ranger personnel, thus they have no statistical data indicating ranger line of duty assaults.

As previously stated, the results of the survey are both disturbing and questionable as to their validity. Are rangers and visitors really being assaulted at this rate? Was there duplicate counting of assaults on visitors? Were these four questions in the survey flawed? Were survey respondents exaggerating the number of assaults? Was terminology of assaults and threats unclear? Unfortunately, the answers to these questions are not available? The NRM Survey was designed as a source of input to the overall review, and the results cannot simply be determined invalid for select questions. One thing that is clear, is that the Corps must get a true picture of the actual verbal assaults, physical threats and physical assaults that are occurring on project lands.

Citations and warnings are another data source available as an indicator of crime in the parks. Historical data from the NRMS show that the number of citations written annually range from 7,600-9,800 with the highest year in 1987. The number of written warnings show a steady increase from 1984-1993 ranging from 18,400 to 28,100. A substantial increase in written warnings was seen in 1994 when it jumped to 42,400 warnings. This large increase may be attributed to the education of park visitors in day-use fees.

Figure 3-16

Except for 1994, the ratio of written warnings per citation has been consistent for the past ten years ranging from 1.9 written warnings per citation in 1985 to 2.9 in 1988. In 1994, the ratio of warnings per citation was 5.5. This ratio is consistent with the prescribed policy of 2 to 1 but short of the preferred ratio of 3 to 1.

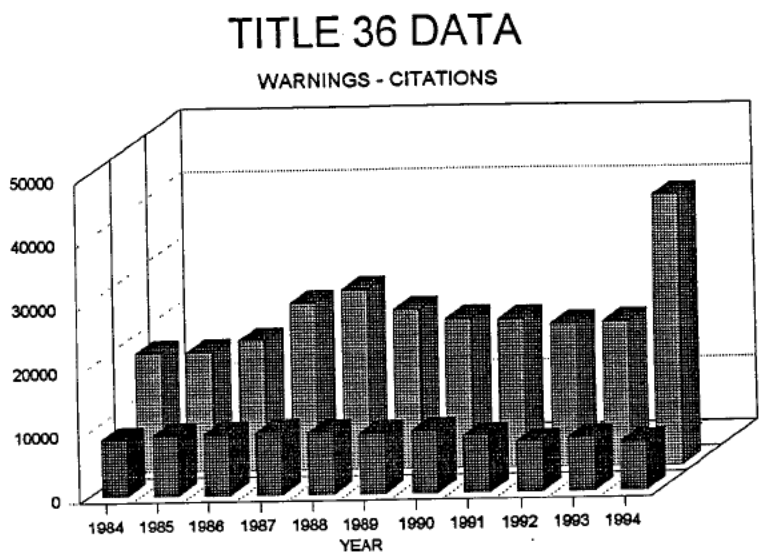
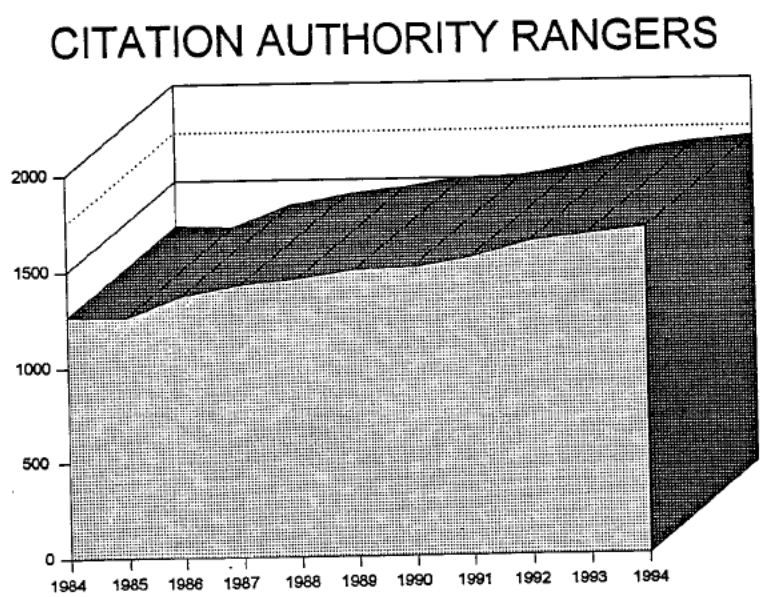


Figure 3-17

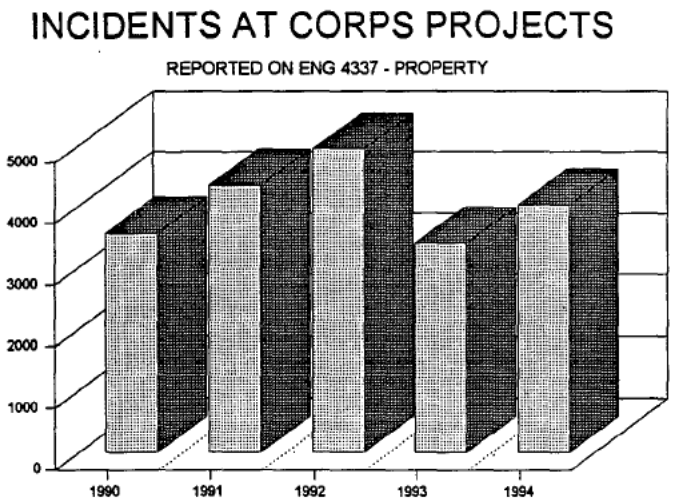
As shown in figure 3-17, the number of rangers authorized to issue citations has grown steadily over the past ten years, ranging from 1267 citation rangers in 1984 to 1703 citation rangers in 1994.



Historically, vehicles constitute the majority of violations with approximately 55 percent of the citations written under 327.2. Restrictions constitute the next highest category with approximately 18 percent of the citations written under 327.12. Less than one per cent of total citations are written under 327.24, Interference. Selected NRMS data is found in Appendix K.

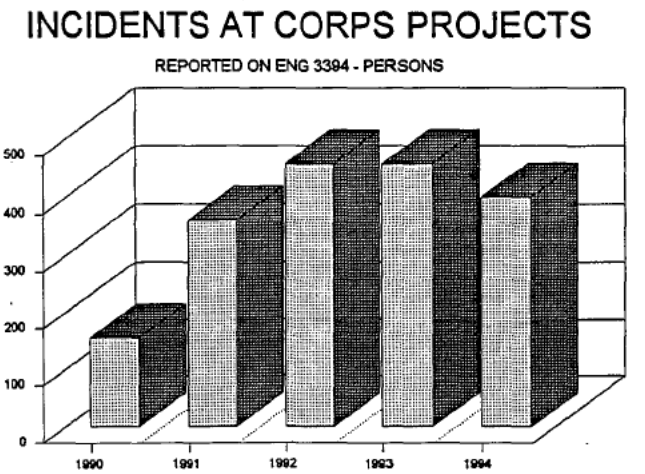
Crime and incident data from the Security and Law Enforcement Office is another source of data indicative of crime in Corps recreation areas.

Figure 3-18



The number of incidents as reported on ENG 4337 has not significantly increased or decreased since 1990. The chart in figure 3-18 depicts reported property crimes which includes both private and government property.

Figure 3-19



The chart in figure 3-19 depicts reported crimes against persons from 1990 through 1994. Data was described as incomplete for all four quarters of 1990 and in the fourth quarter of 1994.

The Corps data provided by the HQUSACE Provost Marshal was not available by types of offenses, similar to data gathered by the National Park Service. It is not possible to determine from the above information what was the nature or scope of the most prevalent criminal incidents. Due to the incomplete nature of the available data, few conclusions can be drawn.

h. Conclusion

An analysis of crime trends and limited Corps data indicates that there is concern for the safety and security of rangers in the performance of their Visitor Assistance duties. A complete and comprehensive study on crime in Corps parks is needed. The Corps of Engineers must recognize that both rangers and visitors are exposed to criminal activities and do everything possible to limit this exposure.

11. Incident Reporting and Data Needs

Issue Statement: Incident reporting from Corps projects is inadequate and misleading and currently does not provide a comprehensive picture of incidents and enforcement activity.

Discussion: Dr. Zirschky's memorandum to HQUSACE, dated 24 June 1994, requested the review of the Visitor Assistance program to include "the need for an accurate statistical data base upon which to make management decisions." Throughout this review, it is evident that the Corps lacks the empirical data necessary to make sound management decisions regarding the level of crime in Corps parks.

This is not the first time this problem has surfaced. The 1974 Report described the Corps' incident reporting system as "inadequate and misleading." The 1977 GAO Report concluded that the overall Corps crime statistics "understate the actual level of crime at Corps projects." The GAO recommended in the same report:

> "Establish information systems so that there will be essential and reliable information available to top management on the seriousness and extent of crime at national recreation areas. Such a system could serve as the basis for a program of supervision and control over visitor protection efforts."

The 1982 WES Summary Report stated, "A persistent problem the Corps has been unable to cope with is the assessment of the

level of crime at Corps water resource projects. To date, reliable crime and incident data bases are not available within the Corps of Engineers system."

The first finding on the 1994 SAD Report on Park Ranger Safety and Security, stated, "There is no single comprehensive statistical database relating to crime on Corps of Engineers projects. Also, there is little sharing of statistical data or information exchange with other agencies regarding law enforcement activities they may be conducting on Corps land."

The 1994 SWD Ranger Safety and Security Task Force Final Report stated that, "Streamlining of reporting procedures (using standardized forms and automation wherever possible) would simplify reporting and thereby encourage more reports to be submitted." The report recommended, "One standard incident reporting form to satisfy Operations, Safety, and Security and Law Enforcement should be developed and automated."

The 1995 USACE Audit Report identified "little use of performance indicators and measurements." Additionally, the auditor found:

> "This data was usually not available for more than one year at either the project or district level. The Safety and Law Enforcement organizations do not maintain this data." Other observations included, "There was no consistency from one project to another in the method of reporting this data. Further, most projects did not identify the type of incident using codes listed in Appendix C to ER 190-1-50. Therefore, we could not compare the types of crimes experienced at one project to those experienced at another. Such a comparison may be beneficial in highlighting unique problems (i.e., gang-related activities, controlled substance violations, assaults, destruction of property, etc.)"

At the Visitor/Ranger Safety Conference, all respondents identified the need for an effective incident reporting system at Corps projects.

Since 1974, every report, study and audit reached a similar conclusion that reliable data is not available on Corps projects. In order to determine what data is needed, the Review Committee first looked at what data is currently available.

Incident reports are prepared most commonly for acts of vandalism, damage or theft of government or personal property.

The Safety Office tracks recreation related accidents or fatalities involving visitors. The Natural Resources Management System (NRMS) includes a "Law Enforcement" data base that tracks citation data, law enforcement cooperative agreements and Title 18 assaults.

The Corps is organizationally structured to separate the analysis of citation data, incident data and fatalities. Engineering regulations currently mandate the analysis of incidents by the Provost Marshal, the analysis of citation data by the Natural Resources Management staff, and analysis of fatalities by the Safety Office. Citation data provides a more complete picture of petty offenses covered by Title 36 occurring at Corps projects and should be included in the overall analysis of violations and incidents.

The following table summarizes the minimum data requirements needed to analyze the safety and security risks of project visitors; the applicable regulation; organizational element responsible; the relative completeness of the current data available and the data format.

Table 3-2

DATA NEEDS	REGULATION	STOVE-PIPE	CURRENTLY MEETS NEED	DATA FORMAT
Citations	ER 1130-2-414	NRM	Complete*	dBASE
T-18 Assaults	ER 1130-2-414	NRM	Incomplete	dBASE
Law Enforce-ment Actions	ER 1130-2-414	NRM	Incomplete	dBASE
Criminal Offenses	ER 190-1-50	Provost Marshal	Not Available	N/A
Vandalism/ Theft	ER 190-1-50	Provost Marshal	Incomplete	Eng 4337
Accidents/ Fatalities	USACE Supp. 1 AR 385-40	Safety	Incomplete	Eng 3394

* NOTE: The Audit report recommended to "Establish a data element in the NRMS/LE data base to capture the number of "oral warnings issued for an accurate reflection of ranger activities related to enforcement of Title 36." However, the Review

Committee believes that tracking of verbal warnings is not warranted.

As the above table illustrates, limited data exists from the NRMS to accurately track trends in criminal activities or assaults on rangers. Historical data from the NRMS Law Enforcement database is found in Appendix H. Two data fields within the Law Enforcement data base of the NRMS warrants further discussion.

Title 18: The Title 18 database shows a total of three assaults in 1994, with a cumulative total of nine assaults since Title 18 was tracked in 1984. This data is misleading in that it does not include those assaults that were never reported, verbal or physical threats, or assaults that were never prosecuted through advice of counsel or the U.S. Attorney's Office. Further, assaults against rangers are sometimes prosecuted through state or local courts and as such, would not be included in the database. An analysis of the NRM Survey showed that 40% of the rangers received physical threats and 8% were actual victims of physical assault within the past three years. Clearly, the Title 18 data field within the NRMS does not reflect the actual assaults on Corps park rangers.

Law Enforcement Actions: This data field is defined as, "the number of written warnings, citations and arrests issued on the reporting project by cooperating agencies while conducting the services specified in the agreement(s) for increased law enforcement services." In 1994, a total of 25,639 were reported in the Law Enforcement Actions data field with a total contract man hours of 259,956 for a ratio of approximately one action for every ten man-hours. Again, this data is somewhat misleading. The data only shows those actions that occurred under a law enforcement agreement. It does not include arrests, disturbances or other criminal acts that occurred during the hours the contract was not in place, or during the "off" season. Further, it does not include statistics on Corps projects where there is no law enforcement contract, such as State parks and other areas leased to another agency for management. Criminal acts occurring on leased areas is also an indication of risk to visitors, as well as the safety of the Corps ranger. Visitors involved in criminal acts on leased areas are the same visitors that visit Corps operated areas. Murders, rapes, assaults, and other violent crimes occur on Corps projects regardless of the managing agency. Neither the NRMS, the Safety Office or the Security and Law Enforcement Office track this kind of data. Such data is essential to make sound management decisions about the safety and security of park visitors and rangers.

Another associated problem is the lack of analysis of the limited data that is reported. The Review Committee could find no evidence of analysis of crime data of Corps projects. Paragraph 5d of ER 190-1-50 states, "Corps security and law enforcement personnel will analyze information from reports and investigations to anticipate, prevent, or monitor actual or possible criminal activities. Analysis can be used as a management tool to develop crime indicators, trends, and crime prevention techniques that assist USACE crime prevention programs at division, district, and separate FOA {Field Operating Agencies} as required."

The Corps of Engineers track record for accurate incident data reporting is demonstrably poor and is well below the standards established by the other similar agencies.

The 1974 report clearly articulated the need for such data:

> "These data are essential in the analysis of the present status of visitor protection, the development of projections of potential crime rates and trends for the future, and the development and assessment of Corps law enforcement needs and requirements. Only an accurate picture of the present situation will allow for concise and responsive planning and decision-making at the national level, and provide the adequate framework upon which study conclusions and recommendations have been made and from which they can be interpreted."

Timely command intervention is necessary. Personal accountability will resolve this issue. Resource managers must be held accountable for reporting, district and division staff members for ensuring that the data gets to where it is needed in a timely fashion, and the Division Provost Marshals for analyzing the data and recommending appropriate crime prevention strategies. Division Commanders need to ensure that they have a functioning system that records, reports, analyzes and recommends in a thorough and timely manner.

Because of the seriousness of visitor and ranger safety, this issue must be an item of interest for the Command oversight activities and any deficiencies noted must be tracked through resolution.

<u>Potential Solutions</u>:

- Expand the NRMS data base to track information on criminal actions and all types of assaults.

- Include fatalities, currently tracked manually through the safety office in a nationwide database, such as the NRMS. These fatalities should not be limited to recreation related fatalities. They should include drownings, accidents, automobile fatalities, and homicides.

- Hold Division Commanders accountable for effective and timely reporting and analysis.

- Integrate reporting requirements of the Safety Office, Security Office and Natural Resource Management

Resources:

Costs: There would be a minimal increase in costs if the existing NRMS database were expanded. There would be a greater increase in costs if a new database was developed. There could be a slight increase in the cost of law enforcement contracts if the Corps had to pay the local law enforcement agencies for tracking this data and providing it to the Corps.

FTE: Gathering this information and entering it into the NRMS data base would require a slight increase in effort by NRM personnel. However, there would be a decrease in duplicate tracking efforts by the NRM, Safety and Security offices. There would be no net increase in FTE.

12. Level of Authority

Issue Statement: Enforcement authority is not always commensurate with enforcement responsibility, and may be inadequate to ensure visitor and resource protection and safety of rangers.

Discussion: The Corps of Engineers is responsible for assuring an adequate level of visitor protection services at Corps projects. In areas without Law Enforcement Cooperative Agreements, the level of authority is not always adequate to provide visitor protection services.

In some regions of the country, the incidence of crime on federal lands, particularly in developed recreation areas, has continued to escalate. As is evidenced in court proceedings throughout the United States, violent crime is increasing, and public respect for law and authority are noticeably on the decline. This trend has impacted activities in Corps parks. Many uniformed rangers involved in performing visitor assistance duties feel their personal safety is in jeopardy somewhat because

of their limited enforcement authorities.

As previously discussed, an area of particular concern is the perception of visitors that Corps rangers are law enforcement officers. While time did not allow a thorough survey of visitors perceptions, a limited survey conducted by a graduate student at four parks in the Tulsa district revealed that ninety percent of visitors believed park rangers to be law enforcement officers. A more complete survey of project visitors conducted by WES at six lakes in six districts found similar results. The 1982 WES report concluded:

> "Visitors were surveyed as to whether they thought that Corps of Engineers rangers had the same authority as a police officer, namely whether a ranger could arrest people who break the law. About 42 percent of the respondents indicated that they believed that rangers did have the same authority; 36 percent were uncertain. Only 22 percent of the visitors thought that the ranger did not have the same authority. Thus, about 78% of all respondents either incorrectly thought that rangers had the same authority, or were not certain."

This belief is consistent with other research data reflecting opinions of park rangers and managers, who assert that visitors commonly believe they carry firearms; if not on their person, then certainly in their vehicles. The visual implication made by official uniforms with "Smokey" hats, badges and citation authority appears to be law enforcement oriented. This perception, according to the opinions expressed at the Visitor/Ranger Safety Conference and in the NRM survey comments, leads park visitors to expect rangers to intervene in situations well beyond their training and authority. When the ranger responds by contacting law enforcement personnel and "backing out" as prescribed in ER 1130-2-420, the public sometimes experiences a sense of frustration with the rangers refusal to control or diffuse the situation. This reflects unfavorably on the Corps as well as the individual employee.

Current levels of authority create difficulties in cultivating positive work relationships with local law enforcement agencies unless continual efforts are made to explain the rangers limited authority. Officers of these agencies sometimes expect Corps rangers to assist them, in a back-up capacity at a minimum, when they encounter hostile situations in the lake area. If the ranger fails to assist these officers in an aggressive, police officer-like manner, it may put both the ranger and law enforcement officer in danger. In some instances,

the law enforcement officer perceives the ranger as someone who cannot be relied upon. This may result in slower response time, or no response at all, to a ranger calling for assistance. Given the extensive degree of reliance of Corps rangers upon law enforcement officers and contracts, alienation of these officers can have a tremendous impact on the safety of both staff and visitors.

Potential Solutions:

- Decrease the ranger's law enforcement profile.
- Maintain the status quo.
- Implement operational program improvements in training, equipment, law enforcement agreements and accountability with compliance with the regulation.
- Increase the ranger's law enforcement profile, authority, training and equipment.

These potential solutions are discussed and formulated in terms of alternative approaches for the Corps in providing for the safety and security of project visitors while ensuring the safest possible working environment for rangers. A complete analysis of these alternatives is found in Chapter IV.

CHAPTER IV - ALTERNATIVES

Alternatives for administration of the Visitor Assistance Program focus on the issues surrounding the appropriate level of enforcement authorized for Corps rangers. This level of authority, in essence, defines the "role of the ranger" and Corps policies, regulations and guidance must clearly articulate the ranger's enforcement level. The image portrayed, such as a high or low profile law enforcement image, must be consistent with the ranger's authority.

The Review Committee discussed whether there is a level of enforcement somewhere "in-between" the ranger's current authority and fully commissioned officers. The following diagram illustrates a progression of enforcement levels in terms of a continuum.

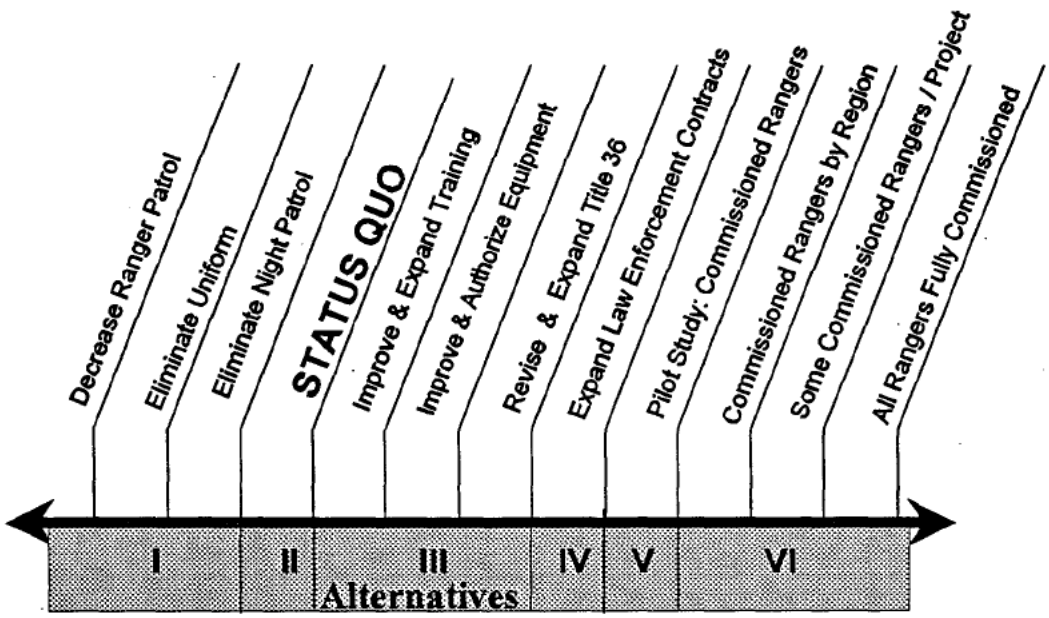


Figure 4-1

Alternatives considered by the Review Committee include one

or more steps along the continuum. The alternatives considered are described below and include a discussion and analysis of the advantages and disadvantages.

- ALTERNATIVE I. Decrease Level of Enforcement: Decrease the level of visitor assistance currently provided by softening the uniform appearance, elimination of night patrols and a decrease in patrols by rangers.

- ALTERNATIVE II. Status Quo: Maintain the existing low profile law enforcement image and approach to obtaining compliance with rules and regulations, with the primary function/philosophy being the provision of visitor assistance and protection of resources.

- ALTERNATIVE III. Modify Visitor Assistance Program: Modify the present Visitor Assistance program to include improving and expanding training, standardizing communication and vehicle equipment and authorizing use of specific personal defensive equipment for protection.

- ALTERNATIVE IV. Expand Law Enforcement Cooperative Agreements: Expand law enforcement cooperative agreements to include year round services, patrol in remote areas, serving bench warrants, fee collection and other services as determined by the project manager.

  IV-A: Expand existing agreements

  IV-B: Form agreements with states for water patrols

  IV-C: Contracts with private sector

  IV-D: Participate in agreements exclusively with State enforcement agencies

- ALTERNATIVE V. Pilot Study: Initiate a pilot project to study the effectiveness of commissioned rangers on improving visitor and ranger safety.

- ALTERNATIVE VI. Commissioned Rangers: Authorize full law enforcement authority similar to programs employed by other federal land management agencies.

1. Alternative I - Decrease Level of Enforcement

Discussion: This alternative would decrease the level of visitor

assistance currently provided by softening the uniform appearance, eliminating night patrols and decreasing the frequency of patrols by rangers.

In conjunction with the operation and management of the land and water resources, Corps managers and rangers are also responsible for providing visitor assistance and protection. Growing frustration over the inability to provide adequate services has led many employees to consider the value of a conscious decision to reduce the level of services through softening the law enforcement appearance of the uniform or even eliminating the Class B, duty uniform.

Decreasing the amount of ranger patrol is one method to increase the safety of the ranger. As previously discussed, the Corps has a mission to provide safe and healthful recreation opportunities. Visitor protection would significantly decrease if ranger patrol was decrease without providing for visitor protection services by some other means. Thus, as the risk to ranger would decrease, the risk to the visitor would increase.

In every aspect of this review, reference was made to the law enforcement image projected by the Class B duty uniform. Among the suggested approaches for "softening" the image were carrying the badge in a holder, elimination of the entire uniform, and replacing the duty hat with a ball cap. The majority of these suggestions were made as a part of statements promoting the "Let's get in or out of law enforcement" theme. While most respondents to the NRM survey (78%) agree the Class B uniform portrays a law enforcement or combination of law enforcement/visitor assistance image, this did not appear to be viewed as a negative, but to emphasize the fact that Corps rangers are indeed enforcement officers. In the Audit Report, the auditor suggested that revision of the uniform to present less of a law enforcement image should be considered. However, the questionnaire results stated that 77% of respondents felt the present uniform projects a professional image, and 46% felt wearing the uniform promoted their safety and security.

Elimination of night patrols has surfaced in various aspects of this review, but has received little support from the NRM community as a viable option for adequate visitor and resource protection. Establishing a policy of two person night patrols received strong support. Committee members concur that two person night patrols is desirable for increasing ranger safety; however, current staffing levels are often inadequate to permit implementation of this policy.

<u>Advantages to Alternative I</u>:

- There would be evidence of HQUSACE support and concern for the personal safety of rangers.

- Rangers would reduce exposure to risk by not assuming the appearance of a law enforcement officer. Visitor expectations of law enforcement services from rangers may be reduced.

- Elimination of patrols during night hours when incidents of crime are more likely to occur would increase ranger safety.

- There would be a potential reduction in FTE requirements for temporary employees.

Disadvantages to Alternative I:

- The Corps cannot delegate responsibility for enforcement of Title 36 CFR Chapter III, Part 327. Implementation of this alternative would severely curtail execution of this duty.

- Compliance with regulations would be more difficult to achieve if rangers were attired in golf shirts, shorts and no visible badge.

- Reduction of Corps provided visitor assistance services would intensify the problem of inadequate visitor protection currently experienced in parks.

- Employees clothed in lower-profile attire, or no uniform at all, would not be as easily recognized by visitors in need of assistance.

2. Alternative II - Maintain Status Quo

Discussion: This alternative would maintain the existing low profile law enforcement image and approach to obtaining compliance with rules and regulations, with the primary function and philosophy being the provision of visitor assistance and protection of resources.

The most simple option is to continue to administer the Visitor Assistance Program as it currently exists. A strong argument can be made for the past success enjoyed by the current program. When implemented properly, the current program has been effective and has provided for the safety of both the visitor and the park ranger.

The data collected through this study and supported by

previous reports underscores the inadequacy and inconsistent implementation of the current policy. Failure to acknowledge deficiencies will provide no resolution of present or future problems. Periodic review and minor program improvements are warranted.

Advantages of Alternative II:

- Although change is a constant process, there is a measure of comfort in staying with familiar programs. A decision to continue under current policy would avoid the organizational disturbance that invariably results from transition.

- Little or no change to field operations will avoid the necessity for development of new policy and procedures, revision of training program requirements and administrative and technical difficulties associated with efficient implementation of new operational methods.

- Funding outlays for equipment and resource requirements will remain at a constant level; expenses incurred for procurement of tools and training that result from program revision will not become an issue.

- Changes to a program that impacts on lake visitors invariably results in complaints, congressional correspondence and the process of educating the public as to changes and the reasons for the changes. Maintenance of the status quo will avoid the upheaval that accompanies these types of measures.

Disadvantages of Alternative II:

- Inaction will not resolve any of the issues brought into focus by recent reviews. Problems that have been identified will continue to exist.

- Concerns of personal and visitor safety will be ignored.

- Failure of the agency to respond would demonstrate a lack of commitment by the Corps leadership to visitor and ranger safety.

- There may be detriment to employee morale if the status quo is maintained.

- Some rangers and managers may continue to exceed their authority while attempting to respond to visitor expectations in enforcement situations.

- Title 36 enforcement may continue to be sporadic and inconsistently enforced.

- Training and resources necessary for the enforcement of federal regulations and protection of the public will continue to be inadequate.

- Development of Corps goals for recreation and resources management specific to law enforcement will remain imprecise, and inadequate planning will be performed for subsequent policy formulation.

- The availability of local law enforcement agencies, their willingness to provide service and their resource capabilities will continue to determine the level of law enforcement at each Corps lake.

- Security and protection for our visitors will not be adequately provided.

3. Alternative III - Modify the Visitor Assistance Program

Discussion: Alternative III is to modify the present Visitor Assistance program to include improving and expanding training, standardizing communication and vehicle equipment and authorizing use of specific personal defensive equipment for protection.

Crime on project lands has resulted in a concern for personal safety among some Corps rangers due to unintentional involvement in potentially dangerous situations. In the 1995 NRM survey, approximately 40% of respondents ranked personal safety of rangers as 'fair' to 'unacceptable'. Approximately 60% of the respondents felt pepper spray and bullet proof vests were of moderate, extremely or very important for personal safety and defense against attack by people and/or animals. The following excerpts from the comments section of the survey further illustrate the tremendous concern and current attitudes of Corps rangers:

> "The track record HQ is so proud of [Title 18 incidents] is not accurate. I am aware of several incidents which have occurred over the years, where rangers were either threatened with weapons or physically assaulted, where the ranger defended themselves and did not report it for fear of reprisal, or the assault was reported and it was covered up by the project or the district. Incidents

that are documented and reported seem only to be those that involve injuries or money".

"I feel very vulnerable in my job. The public is extremely upset with the Corps and our policies. A park manager has had his house shot, his cat's head decapitated. Two rangers have relocated due to death threats. It's time to become responsible and realize that our visitor is changing, and the Corps ranger must adapt to meet these changes. In our parks in the past two years, in one incident, people were held at bay with a pistol while another man beat someone half to death with a tire tool. Rangers wander into these things, not planning to, but it happens, and it did. In 1994, a park visitor brutally murdered a water district employee doing maintenance at the park...it could have been a Corps employee just as easily".

"The Corps cannot provide protection to project resources and visitors without maintaining some image of law enforcement and accepting the results. There is denial on the part of our agency as to the types of situations field personnel are faced with".

"Rangers find themselves in dangerous situations on a ROUTINE basis. To 'ward off blows and retreat' as taught in Visitor Assistance is a joke. The rangers are the first at the scene of any incident, even when law enforcement contracts are in effect. This policy to always back off is a dereliction of duty. The Corps is knowingly placing the NRM park rangers in harm's way on a daily basis".

This small sample of comments summarizes the concerns regarding personal safety and ability to protect visitors that is shared by many rangers throughout the Corps.

The General Duty Clause, OSHA, [(29 USC) 900 5(a)(1)], states that employers are to provide a safe, healthful working environment for all workers covered by the OSHA Act of 1970. EM 385-1-1 states that no person shall be required or instructed to work in surroundings or under conditions which are unsafe or dangerous to his/her health.

Ranger exposure to potential harm in performance of Visitor Assistance duties was identified in the 1974 and 1977 reports as well. The findings of the 1974 report and concerns over visitor and ranger safety prompted the enactment of legislation authorizing cooperative law enforcement agreements. Law

enforcement agreements have improved the level of visitor protection. However, when such agreements are not available or when law enforcement officers are not on duty, they have had only minimal impact in abatement of hazards encountered by rangers.

Public safety should not be overlooked. The 1982 WES Summary Report on Visitor Safety and Security at Corps of Engineers Projects stated, "The Corps presently lacks the funds, authority, and personnel to meet minimal visitor protection requirements". If the Corps is not meeting minimal visitor protection requirements, then the Corps should entertain alternatives that would allow the agency to meet those requirements.

The modifications proposed under this alternative includes: Improved and expanded training; standardized communication and vehicle equipment and authorized use of personal safety equipment; and revising Title 36; and modifying policy to recognize the Corps rangers enforcement role, responsibility and authority.

Under this alternative, the current training program would be improved and expanded to ensure adequate enforcement skills such as personal protection, situational evaluation, and tactical communication are taught to all employees prior to performing Visitor Assistance duties. Frequent refresher training, mandated by policy for permanent and temporary rangers would be ensured through Command emphasis and district and division quality assurance. Quality training would be made available for all temporary employees prior to performing Visitor Assistance duties.

Another aspect of this alternative includes standardizing communication equipment, vehicle equipment and vehicle markings. Personal safety equipment would be authorized and provided for defensive purposes. Specific guidance and standard operating procedures would be developed for use of pepper spray and protective vests. ER 1130-2-420 would be revised to reflect the proposed changes discussed under this alternative.

This alternative would also include the expansion of Title 36 authority through revision of the regulation. Guaranteed access to NCIC information is critical in execution of the enforcement of Title 36 rules and regulations and is also considered integral to this alternative.

ER 1130-2-420 would also be revised to acknowledge the Corps rangers enforcement role, responsibility and authority. Whether the enforcement pertains to law or regulation is without

relevance. Further, the risk to personal safety imposed on rangers in the course of their duties must be acknowledged, and the necessary tools to negate this hazard, as described above, would be provided under this alternative.

Advantages of Alternative III:

- Authorization and provision of the tools and equipment to safely perform Visitor Assistance duty will reduce the risk to the ranger.
- The Corps would demonstrate a commitment to ranger and visitor safety by addressing the issues and concerns raised by the field during this review.
- Attempting to assure the safest possible work environment for NRM personnel would reduce liability in event of injury or death of a ranger in the line of duty.
- Visitor protection services would be enhanced by the presence of better equipped and trained personnel.
- Most of these program improvements are within the Corps current authority, requiring only changes in policy.

Disadvantages of Alternative III:

- Costs will increase for procurement of equipment and training.
- The Corps would still rely on outside agencies for law enforcement services, and when this service is not available, rangers and visitors are still at risk.
- The Corps ranger can still be placed in a law enforcement position without sufficient authority.
- The Corps liability regarding the use of defensive equipment may increase.
- A higher profile law enforcement image would be portrayed that may result in response by rangers to more dangerous situations.

4. Alternative IV - Expand Law Enforcement Cooperative Agreements

Discussion: Under this alternative, law enforcement cooperative

agreement would be expanded to include year round services, patrol in remote areas, serving bench warrants, fee collection and other services. There are four sub-features of this alternative.

IV-A: Expand Existing Agreements

IV-B: Form Agreements with States for Water Patrol

IV-C: Contract with Private Enterprise

IV-D: Contract Exclusively with State Agencies

Subsidized assistance was initially implemented in 1978, and has been an integral part of the Corps Visitor Assistance program since inception. In 1994, 354 cooperative law enforcement agreements at a cost of $6,224,802 were operated at 262 projects throughout the Corps. Table 4-1 provides a historical summary of these agreements over the past ten years.

Table 4-1

YEAR	TOTAL CONTRACTS	CONTRACT COST	TOTAL HOURS	COST/ HOUR.	ENF. ACTIONS	ACTIONS /HOUR
1984	319	$7,084,800	271,204	$26.12	16,301	0.60
1985	336	$5,763,500	289,594	$19.90	18,730	0.06
1986	346	$5,437,300	296,064	$18.37	22,592	0.08
1987	346	$6,905,500	310,915	$22.21	24,546	0.08
1988	362	$8,145,800	314,940	$25.86	24,956	0.08
1989	369	$5,958,900	365,720	$16.29	25,379	0.07
1990	345	$5,762,199	263,306	$21.88	23,963	0.09
1991	346	$5,857,277	268,448	$21.82	23,855	0.09
1992	362	$5,760,250	280,407	$20.54	21,666	0.08
1993	347	$5,861,380	269,048	$21.79	25,366	0.09
1994	354	$6,224,802	269,956	$23.06	25,639	0.10
TOTAL	**3832**	**$68,761,708**	**3,199,602**	**$21.49**	**252,993**	**0.08**

Services obtained through these agreements consists primarily of a limited number of patrols through specific recreation areas within time parameters described in the agreement. This service provides a "high profile" law enforcement visibility, and provides rangers, visitors and contractors with a somewhat increased measure of security.

At most lakes, the primary law enforcement agency with jurisdiction in the surrounding area is the office of the elected county sheriff. The Corps must work directly with the sheriff in obtaining contractual services. Since the quality of this service is largely dependent on this individual's personal volition and attitudes, extreme regional variations exist. In some instances, services received through the sheriff are exceptional while in others, the performance of officers and quality of service borders on unacceptable. While it is certainly within the purview of the manager to terminate the agreement if service is poor, the alternative is usually no law enforcement service at all.

Fifty nine percent of the respondents to the NRM Survey indicated that the adequacy of law enforcement agreements was either very adequate or adequate, 24 percent indicated somewhat adequate, 12 percent said inadequate and 5 percent said unsatisfactory. Public safety and visitor protection would be enhanced if the Corps would focus on improving those agreements considered inadequate.

The May 1995 Corps Audit identified the lack of verification of the deputies presence as a problem requiring correction. The manager often has limited capability in verifying that compensated services are actually performed, and that they are performed in a quality manner.

Another factor affecting the level of visitor protection services under cooperative law enforcement agreements is adequate funding. As Table 4-1 showed, the average annual costs for law enforcement agreements is 6.9 million dollars, well below the authorized ceiling of 10 million. Law enforcement agreements must compete at the project level with other operation and maintenance activities. As such, only minimal services are programmed to permit funding of higher priority activities. The budget guidance needs to be modified to ensure law enforcement agreements can be funded at a level needed for public safety, and not at a level that is affordable. One avenue would be to centrally fund law enforcement agreements similar to uniforms. Another avenue would be to assess the additional coverage needed to ensure public safety and adjust the baseline accordingly.

a. Alternative IV-A - Expand Existing Subsidized Law Enforcement Cooperative Agreements.

Discussion: Expansion of existing subsidized cooperative law enforcement to allow similar patrols in outlying reservoir areas as well as developed parks could substantially increase the level of safety for visitors and rangers. Increasing contract periods to obtain services year round in lieu of only through peak recreation season would ensure continuity in visitor protection services. Procurement of services during non-peak times may require revision, or at least a very liberal interpretation, of ER 1130-2-418. Peak visitation in the regulation is defined as "any periods during the year when visitation is sufficient to cause significant increase in risk to visitor welfare". This policy is based on the legislative authorizing language. Office of Counsel would need to determine if additional legislative authority is needed to expand services.

Further expansion of the program to include delivery of bench warrants should also be considered. Misdemeanor violations such as those dealt with by Corps rangers are often a very low priority to Federal officers presently tasked with serving bench warrants. Kansas City District pursued the possibility of having local law enforcement agencies serve summons or warrants on behalf of the Corps under authority contained in Rule 4 of the Federal Rules of Civil/Criminal Procedures. Under this rule, state and local law enforcement agencies are authorized to serve Federal summonses and warrants. A total of 33 agencies in Kansas City District have expressed a willingness to provide this service, although the cost has yet to be determined.

In addition to warrant delivery, miscellaneous services such as 24 hour dispatching and year round reporting of criminal activity that occurs on federal land should be considered for inclusion in existing agreements. Including items such as these in the schedule of work would improve communication and reporting processes, and provide additional revenue to local agencies. Although these services are currently provided to some degree in most areas, subsidizing the providing agency may enhance the partnering effort, improve quality of services, and establish dispatching and reporting as required rather than optional services.

Additional operating costs will obviously be incurred from procurement of increased services through subsidized assistance agreements. It is not possible to derive detailed estimates within the time constraints for completion of this report. However, if agreements are extended to cover the entire year, it

is reasonable to anticipate increases of forty to one hundred percent of current cost. The average costs for expanded services would range from 9-13 million per year nationwide.

Advantages of Alternative IV-A

- Local agencies by virtue of existing agreements are familiar with the administrative processes involved in performing contractual services for the Corps.
- Local police are familiar with problems associated with the lake, and are frequently acquainted with lake visitors from surrounding communities.
- Increasing the season that services are provided would result in a continuity of effort that would improve visitor protection and ranger safety.
- Expanding agreements to include outlying areas will provide rangers with better assurance of quick response when needed, and increase surveillance in remote areas that are sometimes more susceptible to various types of crime.
- Inclusion of bench warrant services would assure delivery, and give the Corps more control over this aspect of the citation process.

Disadvantages of Alternative IV-A

- This alternative could substantially increase program costs.
- Uniformity of service varies with the type and adequacy of local law enforcement agencies. Some officers who are not proficient in public relations skills often antagonize visitors, and adversely affect recreation users.
- Expanding services to include remote areas and non-peak season surveillance may be beyond the capability of some agencies.
- Some local law enforcement agencies do not have the resources to provide the desired quality of service under present agreements. Expansion of contractual requirements in these instances would compound rather than alleviate problems.

b. Alternative IV-B - Form Agreements with States for Water Patrol.

Discussion: The level of visitor protection on Corps waters is often dependent on the effort of the State agency responsible for enforcing boating laws. Providing this service is a state responsibility, just as providing law enforcement service (with or without subsidized agreements) is the responsibility of the sheriff's department.

Conflicting uses among recreational boaters creates unsafe and frequently hostile situations. At some locations, limited personnel and increased responsibility has over-taxed the Corps capability to efficiently execute water surveillance programs necessary to accomplish the goal of providing a safe and healthful environment for public use.

One alternative is to maximize the use of contractual agreements to obtain labor-intensive services outside traditional park patrols. Contracting with State agencies for water patrols to either supplement or replace those functions performed by Corps rangers would increase public safety on project waters.

Interagency personnel agreements, in lieu of contracting, should be investigated whereby the water patrol officer is considered a State employee, but his or her salary is paid by the Corps. The officer, in essence, is on detail to the Corps and works under the direction of the Corps resource manager. The officer has the same authority as other State water patrol officers, and is trained according to State requirements and would wear the State's uniform. Depending on the agreement, the officer would use either Corps or State furnished vessels. Similar interagency personnel agreements exists with the Natural Resources Conservation Service (formally the Soil Conservation Service) and local Natural Resources Districts in Nebraska.

Advantages of Alternative IV-B

- State agencies generally have total jurisdiction over waters throughout the state, irrespective of county or municipal boundaries. This jurisdictional authority precludes the requirement to enter into agreements with multiple entities.

- State water patrol officers typically exhibit a degree of courtesy and professionalism similar to that of the Corps ranger.

- State water patrol officers have authority to enforce state and local laws in land based situations as well as on the water providing for a quick response if requested by Corps rangers.

- Additional funding provided to States would provide an increase in patrols of Corps water areas, increase visitor safety and enhance the working relationship between the two agencies.

- Using State officers for water patrol would free the Corps ranger for other duties.

- Funds needed for training in boat operation and purchase and maintenance of patrol vessels may be reduced.

Disadvantages of Alternative IV-B

- The major disadvantage to this alternative is cost. This service is currently provided without costs to the Corps. The costs may be off-set by a reduction in Corps training, equipment and salaries needed to perform this function.

- Solicitation of this service would result in administrative requirements for a new contract.

- The State may be reluctant to hire additional personnel to meet Corps contractual needs on seasonal basis with year to year contracts.

c. Alternative IV-C: Contract With Private Sector for Revenue Collection and Security.

Discussion: Implementation of the day user fee program in 1994 has heightened both the risk and awareness of the hazards associated with rangers collecting and transporting large sums of recreation use fees from remote sites to project office vaults. Fifty percent of respondents to the NRM survey felt the day user fee program imposes a greater risk to personnel than previous collection practices. Thirty percent of respondents felt that use of contractors for revenue collection would increase their safety. Use of private enterprise for collection and transportation of fee revenues and for security guard services in high risk areas are among the functions that may be considered for contracting.

Advantages of Alternative IV-C

- Contracting with private security firms would eliminate the current practice of unsecured transportation of large sums of money by ranger staff.

- There could be a reduction in administrative time spent opening envelopes and counting/sorting monies.

- The risk to personal safety of rangers would be reduced if rangers were not transporting money.

Disadvantages of Alternative IV-C

- The costs for this service would greatly increase the cost to collect fees thereby decreasing the net return to the government. The remote locations and distances between collection sites could make contracting for this service extremely high.

- High visibility armored vans making collections would draw attention to fee stations, possibly increasing the potential for robbery, thus increasing the risk to gate attendants.

d. Alternative IV-D: Contract with State Agencies

Another alternative is the possibility of contracting for visitor protection exclusively with State police agencies or in those areas where local law enforcement agencies are unwilling to enter into agreements. This option could allow for a single contractual arrangement with an agency that can perform all law enforcement functions necessary on both land and water, regardless of local and municipal jurisdictional boundaries.

State agencies are typically larger than local law enforcement and may have the additional resources needed to enter into agreements with the Corps. Contracting with the State may ensure visitor protection services in regions of the country, where their are no law enforcement agreements.

Contracting with the State for law enforcement services may require additional authority and review from Office of Council.

Previous comparisons derived in the 1974 Report indicate costs of entering into agreements with State agencies exceeds that of agreements with local offices by as much as forty to fifty percent. Nationwide, contract costs for the same coverage could increase by three to four million dollars.

Advantages of Alternative IV-D

- State agencies in some regions of the country may have more capabilities to recruit quality personnel to provide

contract services.

- Procurement of these services through State agencies would simplify and improve the Corps ability to coordinate reporting and recording of crime data.

- The Corps capability to provide adequate levels and quality of visitor protection services would be increased.

- In addition to performing law enforcement functions, agreements could be written to require an officer in attendance during ranger collection of fee revenues.

Disadvantages of Alternative IV-D

- Contracting with State enforcement agencies may be more costly than using local law enforcement.

- Transference of subsidy from local to state level agency could provoke feelings of ill will and create friction and difficult working relationships between all agencies.

5. Alternative V - Pilot Study

Discussion: Alternative V would be to initiate a pilot project to study the effectiveness of commissioned rangers on improving visitor and ranger safety.

The Corps Visitor Assistance program policy clearly reflects a non-law enforcement posture. ER 1130-2-420 states:

> "It is the policy of the Corps of Engineers to provide safe and healthful recreation opportunities while protecting and enhancing projects resources. The protection of facilities or the enforcement of rules will always be secondary to the safety of Corps personnel and visitors. Resource managers and rangers will strive to be visible to the public, primarily to help and assist them, and secondarily, to enforce 36 CFR Chapter III, Part 327 (Title 36). In no case will this enforcement portray an aggressive law enforcement image."

The key to this discussion is "the safety of Corps personnel and visitors". With regard to the safety of visitors, the question that must be asked is whether the Corps is adequately protecting project visitors. The Corps, as a professional administrative agency, has a basic responsibility to the public to assure that an adequate level of law enforcement to protect

visitors is available at its projects. ER 1130-2-420 does not define "visitor protection", nor does it reflect a position of allowing Corps rangers to protect visitors. The Corps public safety policy needs to recognize that the public looks to the Corps and its rangers to provide for their protection. The 1974 Report of the Secretary of the Army to the Congress defined visitor protection as follows.

> "The final definition of visitor protection must include consideration of (1) protection of lawful recreation users from anti-social or criminal acts of other visitors to the project; (2) protection of the user from inadvertent or advertent acts of his own that are dangerous to himself and/or others; (3) protection and preservation of the environmental resources of the project; and (4) protection of man-made facilities at the project from vandalism, sabotage, or other destructive acts.
>
> In short, the term "visitor protection" embodies most of the traditional services provided by law enforcement agencies as well as those services provided by recreation and resource management agencies.
>
> Thus, the delivery of visitor protection and law enforcement services should be based upon an understanding of the nature of the recreation experience. A humanistic approach should be made in correcting improper behavior that is harmful to the individual, other recreationists, or to the environment. By the same token, law enforcement measures must be quickly and forcefully applied to quell more intensive infractions or disturbances that infringe upon the recreation experiences of others and damage facilities or the environment. No law enforcement agency understands this concept as well as the Corps ranger; consequently, they are undoubtedly the persons best suited to perform law enforcement duties in Corps of Engineers recreation areas."

The first step in determining what is an appropriate level of enforcement authority for Corps rangers is to conduct an in-depth law enforcement needs assessment done on a project specific basis. This assessment is considered outside the scope of this Review Committee. Projects need to be evaluated to determine sites where ranger safety and public safety needs are great enough to justify some rangers being given the training, authority, and equipment to provide for the public safety on project lands.

Under Alternative V, the pilot project would include a feasibility study, implementation of a pilot and evaluation. The scope of the feasibility study would determine such things as the legal aspects of Corps commissioned officers: What additional authority is needed? Would rangers be authorized to enforce federal law, state law or both? Can the Corps get such authority? The potential methods to obtain this type of authority would need to be evaluated including: A state by state law change to authorize Corps rangers as State or County Peace Officers; Give rangers the authority of Deputy U.S. Marshal's; legislatively authorize the Secretary of the Army to expand the current park regulations to cover serious misdemeanors and felonies. What would be the liability impacts to the agency?

The feasibility study would include a law enforcement needs assessment to determine where the most serious crimes are occurring and where adequate visitor protection is not being provided. It would determine which Corps projects would benefit the most from commissioned officers.

Critical to the feasibility study would be to evaluate the impacts on visitor and ranger safety if some of the other alternatives and recommendations presented in this report are implemented. The feasibility study would evaluate all alternatives to providing adequate visitor protection services and determine the best direction for the Corps to pursue.

In essence, the scope of the feasibility study would determine the who, what, where, when, why and how of the implementation phase of the pilot study.

If the feasibility study determined that commissioned officers is the Corps' best alternative to ensuring public safety then the implementation phase would be initiated. The implementation phase may consist of training two to three rangers at multiple projects, as a representative cross section of the country, to perform a full spectrum of law enforcement duties. These individuals would be armed with handguns and trained in the same basic manner as other federal park law enforcement officers. Depending on the authority level determined in the feasibility phase, they may be fully commissioned to enforce Federal and State laws as well as Title 36, and have the authority for arrest, search and seizure.

The evaluation phase of the pilot project would be designed to study the effectiveness of commissioned rangers on improving visitor and ranger safety. It would evaluate the need for a fully commissioned ranger program nationwide.

Advantages of Alternative V:

- The feasibility phase would identify legal obstacles and provide an in-depth law enforcement needs assessment.
- The feasibility phase would evaluate all alternatives to providing adequate visitor protection services and determine the best direction for the Corps to pursue.
- A pilot project would provide the opportunity to research the impacts of establishing a commissioned ranger program.
- A pilot project would allow the Corps to study the advantages and disadvantages of providing for visitor protection in-house with less dependence on local law enforcement.
- A pilot project would require fewer resources to implement than establishing a commissioned ranger program nationwide.

Disadvantages of Alternative V:

- Implementation of a pilot project would be a considerable investment on the Corps to develop the scope, resolve legal issues and provide the necessary resources.
- Policy changes, coordination with Department of Justice, and possible Congressional authorization would require time and perseverance on the part of the Corps.
- Implementation of the pilot project would not resolve the current "role of the ranger" conflict for those rangers not involved in the study.
- The commissioned rangers participating in the study would be a greater risk than within the current program.

6. Alternative VI - Commissioned Rangers

Discussion: Alternative VI is to have commissioned officers with law enforcement authority similar to programs employed by other federal land management agencies.

Some regions of the country have more violent crimes occurring on their projects. A more aggressive law enforcement program may be needed. In other regions, little crime is occurring and fully commissioned officers may not be needed.

Because of the diverse nature of Corps projects, there are alternative methods of implementing a fully commissioned ranger program: Commissioned rangers by region; some commissioned rangers per project; all rangers fully commissioned.

There are advantages and disadvantages to each of these methods of providing commissioned rangers. However, one of the reasons of conducting a pilot study would be to determine the best method for implementing a commissioned ranger program. The costs, advantages and disadvantages of commissioned rangers are discussed in generalities below, regardless of the implementation method.

Development of commissioned officers would be costly to implement. For the Corps to imitate a fully commissioned officer program there would be initial startup costs and annual operating expenses. Initial training at FLETC for tuition is approximately $1,300 with estimated travel and per diem for the eleven week course at $5,500. Additional initial equipment needed for commissioned officers is approximately $1,000 per officer. Initial costs would be approximately $7,800 and operational costs would approximate $1,500 for refresher training and equipment replacement. The initial costs for the conversion of 942 (1994 number of permanent rangers shown in the NRMS) permanent rangers to commissioned officers would be 7.3 million dollars. The annual operating costs would be approximately 1.3 million dollars. If only fifty percent of the current ranger staff is commissioned, initial costs of 3.7 million dollars and annual operating costs of $575,000 is estimated. Salaries and vehicles are not included in this total because the estimates are based on converting existing personnel.

Law enforcement cooperative agreements average 290,872 hours per year or approximately 165 FTE. An additional 165 FTE using Corps personal would cost 1.3 million dollars for initial training and equipment and 3.3 million for purchase of new vehicles. The 1995 salary for a GS-9, step 1, ranger is $29,405, thus costing 4.9 million dollars for an additional 165 FTE. If benefits are estimated at 35%, salaries for an additional 165 FTE is estimated at 6.5 million.

From 1984 through 1994 the Corps of Engineers spent approximately $69 million dollars for cooperative law enforcement services that averaged 6.3 million dollars per year. Utilizing the implicit deflator for the GNP, the estimated 1995 dollars is $83,738,457 or an average of 7.6 million dollars per year. It is reasonable to anticipate contract expenditures for this service will remain at the current level or increase.

If the Corps ranger authority is increased to commissioned officers, costs for law enforcement services from other agencies would be substantially reduced and in some cases, eliminated. Savings resulting from decreased law enforcement agreements would make a significant contribution toward training and equipment costs for rangers.

Advantages of Alternative VI:

- With commissioned law enforcement authority, control rests with the Corps rather than an external agency. Situations can be handled to accommodate Corps policy and goals.
- Commissioned enforcement authority would supplement the current ranger's authority as part of an integrated visitor protection program.
- Commissioned officers will provide a uniform law enforcement approach at Corps projects.
- Commissioned officers with high visibility may provide a deterrent to violations at Corps projects.

Disadvantages of Alternative VI:

- The resources needed for a commissioned officer program would be costly to implement.
- Corps commissioned officers would likely decrease the number and dollar amount of cooperative law enforcement agreements and may create local-level political problems with sheriffs and police.
- Implementing a commissioned officer program will require creation of a law enforcement infrastructure within the Corps to assure that integrity is maintained.
- Oversight of the program may rest within the Security and Law Enforcement Division and may result in conflicts within the existing organizational structure.
- Obtaining the legislative approval necessary to establish a commissioned officer program may be difficult to achieve.
- Full enforcement authority may place employees in more hazardous situations and expose the Corps to increased liability for actions by its officers.

7. Selection of Alternatives:

This chapter addressed six alternatives for HQUSACE to consider in evaluating the future direction of the Corps Visitor Assistance program. Alternative I, Decrease Level of Enforcement, and Alternative II, Maintain the Status Quo are mutually exclusive. Adoption of either of these alternatives would preclude adoption of the other alternatives. The remaining alternatives could be adopted or partially implemented in any combination.

- ALTERNATIVE I, Decrease the Level of Enforcement is not considered to be a viable option for improving the Visitor Assistance program. Ranger safety would increase if removed from enforcement activities. However, the Corps would not be providing adequate safety and security for visitors.

- ALTERNATIVE II, Maintain the Status Quo, is not considered a viable option. Neither the safety of visitors or safety of rangers would be improved. The Corps must adjust periodically to keep abreast of social change.

- ALTERNATIVE III, Modify Visitor Assistance Program: Modifying the present Visitor Assistance program to include improving and expanding training, standardizing communication and vehicle equipment and authorizing use of specific personal defensive equipment is recommended for adoption. These program improvements are needed to provide adequate safety and security for project visitors and rangers.

- ALTERNATIVE IV. Expand Law Enforcement Cooperative Agreements: Expanding law enforcement cooperative agreements to include year round services, patrol in remote area, serving bench warrants, fee collection and other services is recommended in conjunction with Alternative III. Project managers should determine the appropriate compliment of subsidized agreements for their location.

- ALTERNATIVE V. Pilot Study: Initiate a pilot project to study the effectiveness of commissioned rangers on improving visitor and ranger safety. The pilot program would include a feasibility study, implementation of a pilot and evaluation. Adoption of the pilot study is recommended to allow the Corps to evaluate all alternatives to providing adequate visitor protection services and determine the best direction for the Corps to pursue.

- ALTERNATIVE VI. Commissioned Rangers: Authorizing law enforcement authority for Corps rangers is not recommended for implementation at this time, pending the outcome of the pilot study.

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CHAPTER V - RECOMMENDATIONS AND DECISION MATRIX

A system to categorize the recommendations as to whether the recommendation is within the Corps current authority and/or policy is used for easy reference in the decision matrix. The authority/policy level is based on committee research, however, an opinion from Office of Council may be warranted.

Table 5-1

CATEGORY	AUTHORITY LEVEL
1	Recommendation is Within Current Corps Authority and Policy
2	Recommendation is Within Current Corps Authority - Need Change in Policy
3	Recommendation is Outside Current Corps Authority - Need Change in Legislation
4	Recommendation is Outside Current Corps Authority - Need Department of Justice Approval
5	Recommendation is Outside Current Corps Authority - Need State or Other Agency Concurrence

On August 31, 1995, the Review Committee briefed the HQUSACE Steering Committee on its draft report, recommendations and division and district comments to the draft report. With input from HQUSACE and comments from the field, the Review Committee developed final recommendations.

A total of forty-seven recommendations are included and are grouped by issue as follows: Role of the Ranger (1), Training (12), Equipment (8), Personnel (3), Court System (1), Title 36* (1), Organization and Structure (5), Park Design and Operations (9), NCIC (1), Crime in the Parks (1), Incident Data and Reporting (5).

Approximately 59 percent of the recommendations are currently within the Corps authority and policy guidance. Another 37 percent of the recommendations are within the Corps authority but would require minor policy adjustments, such as "mandate" specific training versus "encourage" training.

Sixty-six percent of the recommendations are related to the underlying root problems of inconsistent policy implementation and program accountability nationwide. Approximately 96% of the recommendations are thus considered operational program improvements and would not require a major shift in the overall direction of the Visitor Assistance program. Effective implementation of the Visitor Assistance program requires additional command emphasis.

The following matrix shown in Table 5-2 includes a summary of the Steering Committee's decisions and comments to the Review Committee's recommendations.

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
Define the role of the ranger to reflect the actual duties that rangers are being asked to perform in carrying out the mission of public safety and resource protections to include: 1) Provide visitor assistance involving interpretive and educational services and 2) Provide the level of enforcement necessary to insure public safety and the protection of resources. ✓	2				
Develop a centralized training program to provide training for permanent park rangers. Four courses would be available: Program and Policy, Enforcement and Safety Skills, Visitor Assistance Overview and Management, Visitor Assistance Commanders Course. Stew	2				
Task the current PROSPECT instructors with input from the Review Committee and the Career Development Committee in the development of a training curriculum and alternative methods of instruction. Stew	1				
As an interim solution, mandate every ranger performing Visitor Assistance duties receive a minimum of 24 hours of personal protection, situation evaluation and tactical communication training within two years. This training can be contracted with local law enforcement agencies, the Verbal Judo Institute, Missouri Southern State College Police Academy's "Advanced Ranger Safety Training", or other vendors. Stew	2				

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
Mandate annual refresher training of 16-24 hours at the local level for all ranger personnel performing patrol duties. Skr	2				
Hold managers and division chiefs accountable for ensuring adequate training of temporary personnel involved in Visitor Assistance duties.	1				
Establish a train-the-trainer course with support materials to implement Visitor Assistance courses for non-permanent rangers that is consistent with training for permanent personnel.	1				
Authorize first year temporary employees to receive citation authority at the discretion of the manager, once minimum training requirements are met.	2				
Authorize citation authority for three years for returning temporary employees with attendance at an approved district level course.	2				
Conduct a PROSPECT Visitor Assistance course needs assessment specifically for long-term returning temporary rangers and schedule classes and adjust course content accordingly.	1				
Establish a "mentor" program at the project level for new permanent and temporary rangers.	1				
Provide cultural diversity training and language classes at the local level where needed.	1				

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
Hold managers and division chiefs accountable for ensuring appropriate medical training of all employees with Visitor Assistance duties.	1				
Provide standardized personal safety equipment in all vehicles: First aid kits, blood-borne pathogen handling kits, rescue throw bags, binoculars, Polaroid camera, fire extinguisher, flashlight.	1				
Authorize use of pepper spray for defensive purposes; develop guidance and SOPs; provide training and supply for rangers performing Visitor Assistance duties. X	2				
Authorize use of body armor for protective purposes; develop guidance and SOPs to include optional vs. mandatory wear; provide training and supply for rangers performing Visitor Assistance duties. X	2				
Provide reliable communication equipment for rangers when patrolling in a vehicle, boat, ATV, bicycle, or on foot to include: Cellular phones; multiple frequency programmable scanning radio (fixed and hand held) with local/state law enforcement interface; State wildlife/boating officer interface; Appropriate rescue/fire interface; Weather channels; Separate frequencies for overlapping projects. The type of reliable communication equipment is determined at the project level.	1				
Standardize color and markings of ranger vehicles to include white color, Corps signature mark on door; "Park Ranger" on front quarter panels and rear tailgate.	2				

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
Authorize use of any of the following emergency light systems which meet state requirements for an emergency/law enforcement vehicle. Fixed light bar, magnetic light bar, grill/rear mounted lights, dash mounted bubble light. The type of system is determined at the project level.	2				
Provide fixed spot or "alley" lights.	1				
Provide siren and public address system.	1				
Continue coordination with other agencies and OPM for a professional series.	1				
Ensure Command emphasis of adequate FTE for rehire of experienced summer rangers.	1				
Develop standards for visitor protection.	1				
Assess staffing needs of Crops and contract law enforcement personnel for adequate security and safety of project visitors.	1				
Ensure district level Office of Counsel and NRM coordination with local magistrates for prosecution of juveniles or court ordered restitution for juveniles; increasing forfeiture collateral schedules and adjustments in accordance with 18 USC, Section 19; and prosecution of violators who fail to appear in court.	1				
Revise Title 36.	2,4				

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
Provide a clear vision statement for the Corps role in recreation and develop goals, objectives and policies consistent with this vision.	2				
Ensure compliance and consistent implementation of policy by providing oversight and quality assurance at all levels.	1				
Include visitor and ranger safety performance measurements in the CMR and TAPES.	2				
Support the establishment of a "Corps Ranger Association".	2				
Encourage participation in the Park Law Enforcement Association.	1				
Provide resources for training and exchange of information on design and operations and management techniques.	1				
Establish special funding or modify budget guidance to ensure funding of design changes for public safety.	2				
Utilize an interdisciplinary team approach with field input to park design.	1				
Place Command emphasis on design and operations and to track progress via performance measurement systems, peer review and Command inspections.	1				
Establish area carrying capacities and control access when capacities are reached.	1				

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
Close unattended day-use areas at night.	1				
Mandate project wide assessments to determine the need for alcohol bans.	2				
Prohibit the possession of alcohol at selected areas where there are visitor and ranger safety problems that can be attributed to alcohol misuse.	1				
Ensure Command emphasis to provide recognition of the dangers faced by park attendants, elevate awareness of the various techniques available to enhance protection, and to insure compliance with policies and regulations pertaining to the collection and handling of use fees.	1				
Develop physical security standards for gate attendant booths and require at a minimum, basic protective measures such as providing safes, adequate lighting, frequent fee collection and/or deposit, and reliable communication equipment.	1				
At the project level, assess measures to improve gate attendant safety including: Have park attendants collect fees from honor boxes; Eliminate honor boxes and collect fees with a park attendant; Have two rangers accompany each other for more security; Have armed escorts provided by police under law enforcement agreements; Contract collection from honor boxes; Use of credit cards; Direct deposit of funds.	1				
Include Title 36 information in existing interpretive programs.	1				

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
HQUSACE NRM and Security and Law Enforcement coordinate with the DCSOPS of the Army and the FBI to ensure that rangers have access to NCIC or NLETS.	2				
Task the USACE Provost Marshal, WES or contractor to conduct a study of crime in Corps Parks and provide recommendations to the Chief of Engineers.	1				
Expand the NRMS database to include information on crime, assaults, thefts, vandalism and fatalities for use by the Safety, Security and Law Enforcement and NRM elements. There should be no duplicate reporting between offices.	2				
Expand the USACE Provost Marshal's Law Enforcement Reporting Task Force to include representation from Safety and NRM field offices. Provide recommendations to the Chief of Engineers regarding improvement of incident reporting within the Corps.	1				
Hold Division Commanders accountable for effective and timely reporting and analysis.	1				
Require the USACE Provost Marshals to brief the Chief of Engineers and Division Commanders annually on an analysis of crime in Corps parks.	2				
Change appropriate USACE Plans, policies and procedures to reflect an integrated and coordinated analysis effort of citation, fatalities, and incident data from the projects.	2				

Table 5-2

REVIEW COMMITTEE RECOMMENDATION	CAT.	YES	NO	STUDY	HQUSACE STEERING COMMITTEE COMMENT
Alternative III, Modify Visitor Assistance Program to include improving and expanding training, standardizing communication and vehicle equipment and authorizing use of specific personal defensive equipment for protection. Revise Title 36. Modify ER 1130-2-420 to clearly recognize and acknowledge the Corps ranger's enforcement role, responsibility and authority.	2				
Alternative IV, Expand Law Enforcement Cooperative Agreements to include year round services, patrol in remote areas, serving bench warrants, fee collection and other services, as determined by the project manager. Modify budget guidance to ensure LECA do not compete with other O&M activities such as centrally funded or an increase in the baseline.	2,3,4				
Alternative V, Pilot Study, Initiate a pilot project to study the effectiveness of commissioned rangers on improving visitor and ranger safety . The pilot program would include a feasibility study, implementation of a pilot and evaluation.	3,4,5				

Visitor and Ranger Safety Review

APPENDIXES

September 1995

VISITOR AND RANGER SAFETY REVIEW
FINAL REPORT - SEPTEMBER 1995

APPENDICES

A. HQUSACE Plan of Action, visitor and Ranger Safety Review, February 1995.

B. Visitor Assistance and Safety Survey, May 1995, Institute for Water Resources.

C. Report No. AOI95-112-01, May 1995, Evaluation of USACE Park Ranger and Visitor Safety Issues at Selected Civil Works Projects, Corps Audit Office.

D. Memorandum to ASA (CW), September 1994, Visitor and Ranger Safety.

E. Summary Report: Visitor Safety and Security at Corps of Engineers Projects, Technical Report R-82-1, October 1982.

F. Task Force Report, SAD, Park Ranger Safety and Security.

G. Task Force Report, SWD, Ranger Safety and Security.

H. A Quality Management View of Visitor and Ranger Safety, March 1995, Michael O'Keefe, Rock Island District.

I. Recommended Changes to Title 36, September 1995, Visitor and Ranger Safety Review Committee.

J. Legal Basis and Justification for Access to NCIC, September 1995, Visitor and Ranger Safety Review Committee.

K. Select Law Enforcement and Citation Data, Natural Resources Management System (NRMS).

DEPARTMENT OF THE ARMY
U.S. Army Corps of Engineers
WASHINGTON, D.C. 20314-1000

REPLY TO
ATTENTION OF:

CECW-ON

06 FEB 1995

MEMORANDUM FOR ALL MAJOR SUBORDINATE COMMANDS AND DISTRICT COMMANDS

SUBJECT: Visitor and Ranger Safety Review

1. We have initiated a comprehensive review of the Visitor Assistance Program with specific emphasis on visitor and ranger safety. This action is a result of our commitment to provide safe and healthful recreation opportunities, as well as responding to concerns from our team members and Dr. Zirschky, Acting Assistant Secretary of the Army (Civil Works).

2. A number of methods, including a survey of all Natural Resources Management (NRM) personnel, and a ranger/manager conference, will be used to help identify and evaluate issues, options and solutions. An independent review from the U.S. Army Corps of Engineers Audit Office is also being conducted to determine compliance with existing regulations.

3. A Visitor/Ranger Safety Review Committee has been chartered to assimilate information from the above (and other) sources and to formally make recommendations to Headquarters for consideration. New guidance evolving from the review will be implemented in January 1996.

4. The enclosed review schedule identifies the tasks and milestones necessary to complete this initiative. We will keep you informed throughout this review process.

Encl

JAMES E. CREWS, P.E.
Acting Chief, Operations, Construction
and Readiness Division
Directorate of Civil Works

SCHEDULE
HQUSACE VISITOR AND RANGER SAFETY REVIEW

BACKGROUND: On 4 November 1994, John H. Zirschky, Acting Assistant Secretary of the Army, concurred with the CECW-ON plan to conduct a thorough review of the Visitor and Ranger Safety program. The approved schedule, responsible elements and suspenses for the HQUSACE Visitor and Ranger Safety Review is as follows:

TASK	RESPONSIBILITY	SUSPENSE
Establish Visitor/Ranger Safety Review Committee (V/R Review Committee)	CECW-ON	complete
Establish Visitor/Ranger Safety Steering Committee (Steering Committee)	CECW-ON	complete
Review by Corps Audit Office		
Field Review (10 projects)	CEAO	Feb-Apr
Final Audit Report	CEAO	1 May 95
NRM Survey		
Develop/Distribute/ Tabulate Survey	Institute For Water Resources (IWR); V/R Review Committee	1 Mar 95
Final Survey Report	IWR	1 May 95
Conduct Ranger/Manager Conference	V/R Review Committee; IWR; CECW-ON	4-7 Apr 95 (tentative)
Develop/Submit Recommendations to Steering Committee	V/R Review Committee	1 Aug 95

TASK	RESPONSIBILITY	SUSPENSE
Review Recommendations; Submit Action Plan for HQ / ASA Approval	Steering Committee	1 Sep 95
Obtain HQ/ASA Decision	CECW-ON	30 Sep 95
Prepare/Publish Guidance	CECW-ON; V/R Review Committee	1 Dec 95
Implement Guidance	CECW-ON; Steering Committee	1 Jan 96
Monitoring/Feedback Process		
Submit Plan for Revisions	V/R Review Committee CECW-ON	1 Apr 96
Implement Revisions	CECW-ON	1 Aug 96

COMMITTEE MEMBERSHIP
HQUSACE VISITOR AND RANGER SAFETY REVIEW

Visitor/Ranger Safety Review Committee:

Peg O'Bryan, Chair	CEMRD-ET-C	Division Rep
Roger Hayes	CELMS-CO-N	District Rep
Bill Collins	CESWF-OD	Park Manager
Roger Detrick	CEORN-CO-R	Park Manager
Billye Fears	CESWT-OD-TR	Park Ranger
Terry Ramsey	CESAW-CO-R	Park Ranger
Jonathan Hiser	CESWL-CO-L	Park Ranger
Ad Hoc Members:		
Emmett Forte	CEORN-SO	Safety Officer
LTC Richard Miller	CELMV-PM	Provost Marshall

Visitor/Ranger Safety Steering Committee:

Darrell Lewis, Chair	CECW-ON	Chief, NRM Branch
Dave Wahus	CECW-ON	Chief, Rec Prog Section
CPT Amy Flint	CEPM-ZB-P	Law Enforcement Officer
Sam Crispin	CESO-O	Safety Office

EXECUTIVE SUMMARY

INTRODUCTION

The Natural Resources Management Branch of the Corps of Engineers oversees the operations of all Corps recreation projects which include numerous lakes, dams and reservoirs. Because of the recreational value of these projects, NRM is responsible for implementing and maintaining a visitor assistance program. This program employs approximately 1700 personnel who are tasked with operating and managing almost 12 million acres of land and water resources. In conjunction with these duties, rangers and managers are also responsible for providing for visitor assistance and safety. Over the past decade, Corps projects have experienced an increase in the visitation at these sites. It has been estimated that Corps parks and projects nationwide handle over 400 million project visitors annually.

Due to the increase in visitation, NRM has become increasingly concerned about safety at Corps projects. This increased concern has been set forth mainly by NRM field personnel, who have become more vocal about visitor's safety as well as their own. Additionally, the Southwest Division administered a Visitor Assistance Survey which gave some insight into that area, however, a national look into Corps projects was needed to arrive at some nationally representative conclusions. As a result, NRM has authorized the Institute for Water Resources (IWR) to conduct a Visitor Assistance Survey.

The purpose of this Visitor Assistance Survey is to shed some light on the extent of safety concerns voiced by NRM personnel. The instrument was created and administered in an effort to develop a representative statistical database upon which NRM management decisions can be made.

OBJECTIVES OF SURVEY

The Visitor Assistance survey attempts to address seven research objectives:

1. Define the basic demographic characteristics of NRM personnel answering the survey.
2. To clarify the perceptions of ranger/visitor/gate attendant safety at Corps projects.
3. To clarify the general perceptions of visitor assistance at Corps projects.
4. To investigate the opinions of NRM personnel concerning the adequacy of personal and communications equipment used by NRM personnel for visitor assistance operations.
5. To investigate NRM personnel's views on the effectiveness of law enforcement agreements at Corps projects.
6. To obtain NRM personnel's views on ranger training courses.
7. To seek opinions from NRM personnel on staff interactions and the adequacy of support resources.

POPULATION AND SURVEY ADMINISTRATION

The sample for this survey included NRM personnel with the exception of administrative/clerical and maintenance staff. The actual sample consisted of rangers, managers supervisors and other personnel. Approximately 1,709 individuals make up this sample, however, please note that the total N may have changed minimally (increased or decreased) due to new hires, retirements, relocation, job reassignment, etc. Surveys were mailed directly to each individual using a mailing list provided by the NRM division. A cover letter was included which explained the purpose of the survey and a guarantee of anonymity. Participants that completed the survey were asked to return surveys directly to IWR for data entry. A week after the initial mailing a follow-up post card was mailed out. This post card thanked those individuals that had already returned a questionnaire, and it encouraged those that had not to please complete their questionnaire and return as soon as possible. A total of 1,267 surveys were returned for a response rate of 74%.

QUESTIONNAIRE

The instrument used for this survey was designed to address the safety issues of NRM personnel, visitors and gate attendants from the viewpoint of NRM personnel. The survey consists of both closed and open-ended questions, however, the majority of questions are closed-ended. The questionnaire is 10 pages and developed using prior Corps visitor Assistance surveys and consultation with IWR staff and the NRM Division.

FINDINGS

Demographic Characteristics (chapter 2)

Respondents to the survey indicated that 66% worked as rangers, 21% were employed as managers, and 9% held positions in other categories including outdoor recreation planner, fish and wildlife specialist, environmental protection specialist, wildlife biologist, forester, engineer, horticulturist, landscape architect, etc. Nationwide, 87% of the respondents had citation authority. Geographically, the majority of responses came from the Southwest and Midwest regions of the U.S. with South Western Division (SWD) comprising 19%, the Ohio River Division with 14%, and the South Atlantic Division with 12%. Grade level of respondents ranged from GS-4 through GS-14, with GS-9 through GS-11 being the most common grade levels. Overall, 81% of the respondents were male with the majority of the respondents, 37%, in the age group 36-45 years .

Perceptions of Safety (chapter 3)

Safety issues were broken down into four separate categories. These are: ranger safety, visitor safety, gate attendant safety, and overall park safety. Overall, perceptions of personal safety at Corps projects by rangers and managers was mixed; responses to ranger safety was evenly distributed in the good, fair, and poor categories by both managers and reangers. Only a small percentage saw ranger safety as being excellent (6%). For visitor safety, the responses were favorable with 53% characterizing safety at projects as good. In both scenarios (ranger safety, visitor safety), levels of safety were seen as either decreasing or staying the same.

Of the alternatives for increasing gate attendant safety, the most popular response included installing telephones and safes. Additionally, there was a warm reaction to the installation of surveillance cameras. Frequent pick-up of fees and the institution of gate attendant uniforms were also factors seen as improving gate attendant safety.

Alcohol use at Corps sites was consistently ranked as a major safety factor across the board. The use of alcohol and drugs was seen as a major contributor to verbal/physical assaults against both rangers and visitors. Furthermore, over 70% of all respondents agreed that alcohol use should be prohibited at Corps projects. While patrolling, lighting, attended entrance stations, separate day use and overnight areas, and the accessibility of public phones were safety factors that elicited high response rates, nightly gate closings, clearly designated boundaries of user areas, reduction in the number of entrances into parks, and the enforcement of user limits/carrying capacity evoked only a mild response.

Visitor Assistance (chapter 4)

Two major topics concerning visitor assistance were addressed by this survey. These are the image of the ranger at the project (the perception that is projected to the public) and the presence of a visitor assistance program. The perceived image of the ranger as seen by the respondents is basically a dual role of a law enforcement officer and a visitor assistant with little distinction between the two. Each uniform seems to project a different image. Respondents indicated that the class A uniform projected an ambiguous image where the ranger is perceived as neither of the above while the class B uniform projects more of a law image than a visitor assistant. Responses for each of these categories are similarly reflected for both managers and rangers.

There was a very strong response for the presence of a visitor assistance program at a respondents location. A very small percentage were unsure whether a plan existed at their site. However, more persons were unsure concerning the presence of a functioning public relations plan. Overall, a 90% majority said they did have a visitor assistance program in place.

Communication and Personal Equipment (chapter 5)

Communications equipment was highly rated for use on the job. Radios and telephones were rated highly for both rangers and managers. The most important item rated in this section however, was the blood borne pathogen (protection kit) where both rangers and managers had high response rates. Surveillance equipment, especially Polaroid and 35mm cameras,was highly rated for use on the job. Bullet-proof vests elicited an overall moderate response, yet were much more enthusiastically received by the ranger population. Defensive weapons (nightstick, handgun, and stungun) did not rate favorably with the overall survey population. The majority of the responses rated them with little or no importance. Alarms and vehicle light bars also elicited moderate responses from both rangers and managers. Forty-three percent of the respondents indicated that personal equipment is not sufficient for them to perform their duties safely.

Law Enforcement Agreements (chapter 6)

The overall responses for law enforcement agreements was generally favorable. Of the 80% of the respondents that stated they did have law enforcement agreement at their site, 58% indicated that the agreement was adequate and that it did provide satisfactory service and assistance. A majority of the respondents indicated that they did not have trouble contacting the law enforcement agency. Additionally, many of these felt that agreements resulted in shorter response times and, as a result of the agreements, visitors felt safe at projects.

NRM Personnel Training (chapter 7)

The knowledge and skills that had the highest response rates included those that dealt with public relation interactions. These include communication skills, public relations, conflict management, and Title 36 Rules and Regulations. Other skills that were also perceived as being important for job performance were water safety, first aid, personal protection, emergency care/first responder, and defensive driving. Crowd control and incident reporting were also seen as important but were not rated as high as the other skills.

Most of the corses were generally well received with both rangers and managers rating these with roughly B averages except for the personal protection training course. This course consistently ranked last in all population segments (ranger, manager and other). Nearly half of all the respondents indicated that there was a need for additional courses. Lastly, a majority of the respondents indicated that the Corps was doing an adequate job in selecting the right people to deal with visitors.

Management (chapter 8)

A majority of respondents agreed that management is concerned with and listens to safety issues from field personnel. Responses concerning various support resources was generally positive. Overall, responses concerning staffing was moderate but managers expressed that staffing was slightly inadequate. Responses indicated that general funding and facility improvements were adequate. Responses for policy guidanceand maintenance funding were similar yet these two did receive significant "inadequate " ratings (around 20%).

SUMMARY

The Visitor Assistance survey has provided a clearer picture of perceptions concerning safety conditions for both NRM personnel and visitors at Corps projects. It portrays NRM field personnel in a demanding role of providing visitor assistance to those enjoying recreational areas while promoting safe conditions. Occassionally, these people find themselves in unsafe situations. It has been observed that safety conditions at many Corps sites are on the decline. Several options have been offered which are intended to counter this decline and enhanceoverall safety. Several areas that the survey suggests include improving the quality and types of equipment used by NRM personnel, offer more comprehensive training especially in those areas that deal with public interactions, and continue to promote law enforcement agreements.

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CHAPTER 1

PURPOSE AND OVERVIEW

Introduction

The Natural Resources Management Branch of the Corps of Engineers oversees the operations of all Corps recreation projects which include numerous lakes, dams and reservoirs. Because of the recreational value of these projects, NRM is responsible for implementing and maintaining a visitor assistance program. This program employs approximately 1700 personnel who are tasked with operating and managing almost 12 million acres of land and water resources. In conjunction with these duties, rangers and managers are also responsible for providing for visitor assistance and safety. Over the past decade, Corps projects have experienced an increase in the visitation at these sites. It has been estimated that Corps parks and projects nationwide handle over 400 million project visitors annually.

Due to the increase in visitation, NRM has become increasingly concerned about safety at Corps projects. This increased concern has been set forth mainly by NRM field personnel, who have become more vocal about visitor's safety as well as their own. Additionally, the Southwest Division administered a Visitor Assistance Survey which gave some insight into that area, however, a national look into Corps projects was needed to arrive at some nationally representative conclusions. As a result, NRM has authorized the Institute for Water Resources (IWR) to conduct a Visitor Assistance Survey.

The purpose of this Visitor Assistance Survey is to shed some light on the extent of safety concerns voiced by NRM personnel. The instrument was created and administered in an effort to develop a representative statistical database upon which NRM management decisions can be made. Topics addressed include:

Ranger Training	Field Employees' Safety
Visitors' Safety	Gate Attendants' Safety
Personal Equipment	Communication Equipment
Use of Alcohol	Uniforms
Resources	Handling Fees
Reporting Incidences	Law Enforcement Agreements

Objectives of Survey

The Visitor Assistance survey attempts to address seven research objectives:

1. Define the basic demographic characteristics of NRM personnel answering the survey.
2. To clarify the perceptions of ranger/visitor/gate attendant safety at Corps projects.
3. To clarify the general perceptions of visitor assistance at Corps projects.
4. To investigate the opinions of NRM personnel on the adequacy of personal and communications equipment used by NRM personnel for visitor assistance operations.
5. To investigate NRM personnel's views on the effectiveness of law enforcement at Corps projects.
6. To obtain NRM personnel's views on ranger training courses.
7. To seek opinions from NRM personnel on staff interactions and the adequacy of support resources.

The survey sought to address these objectives by providing answers to a series of questions about demographics, ranger/visitor/gate attendant safety, visitor assistance, personal and communication equipment, law enforcement, training, and managerial interactions. These questions are presented below:

1) **Demographic Characteristics**. The survey solicited basic information about NRM personnel concerning:

#161) Gender
#162) Age
#163) Ethnic background
#165) Division/District location
#166) Position
#167) Citation authority
#171) Grade level
#172) Years in position
#173) Years in Corps

2) **Ranger/Visitor/Gate Attendant Safety**. The survey included several sections that were tailored to address safety issues. Some sections specifically address the topics of ranger safety, visitor safety, and gate attendant safety. Other sections pertain to overall park safety.

a. Ranger Safety

#97) Collection of new day use fees places a far greater risk on NRM personnel than prior fee collection practices. (strongly agree, agree, neutral, disagree, strongly disagree)

#115) How would you characterize your current level of personal safety at your project? (Excellent, very good, good, fair, poor, unacceptable)

#116) Would you say that your level of personal safety at your project is: (increasing, decreasing or staying the same)

#127) What is the approximate number of alcohol-related incidents (traffic, boating, disorderly behavior, assaults, etc.) For the last three years that you have been directly involved with at your project?

#142) Please specify the number of verbal abuse/assault(s) against you, within the last three years, by a visitor in the course of your official duties.

#143) Please specify the number of physical threat(s) against you, within the last three years, by a visitor in the course of your official duties?

#144) Please specify the number of physical assault(s) against you, within the last three years, by a visitor in the course of your official duties.

b. Visitor Safety

#113) How would you characterize the general level of visitor safety at your project? (Excellent, very good, good, fair, poor, unacceptable)

#114) Would you say that the general level of visitor safety at your project is: (increasing/decreasing/staying the same)

#128) In the last three years, how many incidents are you aware of where a visitor was physically or verbally abused or threatened by another visitor at your project?

c. Gate Attendant Safety

The following modifications should be made to increase gate attendant safety: (strongly agree to strongly disagree)

#100) Enlarge building space
#101) Install bullet-proof glass
#102) Install safes in gate buildings
#103) Install telephones/radios
#104) Install surveillance cameras

The following practices will be effective in increasing gate attendant safety: (strongly agree to strongly disagree)

#106) Frequent pick-up of collected fees
#107) Gate attendant uniforms
#108) Increased operating hours
#109) Reduced operating hours

d. Overall Safety

#95) Prohibition of alcohol at Corps projects would increase overall safety. (strongly agree to strongly disagree)

#98) Using contractors to handle money from recreational areas will increase safety. (strongly agree to strongly disagree)

To ensure maximum safety at projects, indicate the importance of each of the following factors. (Extremely important to not important)

#59) Lighting
#60) Public phones in developed areas
#61) Patrols
#62) Separate day-use and night-use areas
#63) Shrubbery reduction
#64) Attended entrance stations
#65) Nightly gate closing User limit
#66) Clearly designated boundaries of recreational area
#67) Additional facilities
#68) User limit
#69) General landscaping
#70) Fewer entries

3) **Perceptions of Visitor Assistance.** Questions about visitor assistance include:
   #3) Indicate on the scale (1-"John Law" to 5-"Good Guys") how you believe the public views Corps rangers.
   #4) Class A uniform portray: (law enforcement/visitor assistance/neither/both)
   #5) Class B uniforms portray: (law enforcement/visitor assistance/neither/both)
   #111) Currently, at your particular Corps project, is a Visitor Assistance program in place?
   #112) Is there a functioning public relations plan at your project?

4) **Communication and Personal Equipment.** This group of questions addresses the sufficiency and the importance of equipment to NRM personnel.

   Please indicate how important having this equipment is to job performance. (extremely important to not important)

   #37) Public Address System
   #38) Pager
   #39) Law Enforcement Communication Link
   #40) Mobile/Vehicle Mounted Radio
   #41) Scanner
   #42) Portable Radio
   #43) Cellular telephone
   #44) Telephone Answering Device
   #45) Public Telephone

   Indicate the importance of the following personal equipment to field NRM personnel:

   #80) Alarm/strobe
   #81) Night Goggles
   #82) Polaroid camera
   #83) 35mm Camera
   #84) Video Camera
   #85) Vehicle Light Bars
   #86) Blood Borne Pathogen
   #87) Mace/Pepper Spray
   #88) Stungun
   #89) Nightstick
   #90) Handgun
   #91) Bullet Proof Vest

   #93) Is the personal equipment of NRM field personnel sufficient to perform their current duties safely? (Yes, no, uncertain)

5) **Law Enforcement.** This group of questions focuses on the effectiveness of law enforcement agreements. Questions are as follows:

   How would you rate the adequacy of support resources, listed below, provided by the Corps:

   #55) Law enforcement agreements (Very adequate to unsatisfactory)
   #118) Generally, do you have problems contacting law enforcement agencies when safety concerns arise?
   #119) If yes, How often?
   #122) Do you have a law enforcement agreement at your project?
   #123) Is the service/assistance you receive from your agreement adequate?
   #124) Does your agreement result in a shorter response time on calls for assistance?
   #125) Do you believe visitors to your project feel safer as a result of the law enforcement agreement?

6. **Training.** This group of questions addresses skills and courses that may be desirable in enhancing job performance. Respondents are also asked to rate the courses that are either required for or related to their positions. Questions are as follows:

Please indicate how important these skills/knowledge are to job performance. (Extremely important to not important)

#11) Conflict Management
#12) Crowd Control
#13) Personal Protection
#14) Incident Reporting
#15) Public Relations
#16) Defensive Driving
#17) Title 36 Rules and Regulations
#18) Water Safety
#19) First Aid
#20) Emergency Care/First Responder
#21) Communication Skills

Please rate the course "A" thru "F", if you have taken it, on the course's coverage of subjects/topics:

#24) Visitor Assistance Basic PROSPECT
#25) Visitor Assistance Update PROSPECT
#27) Refresher Visitor Assistance Training
#28) Personal Protection Training
#31) Advance Visitor Assistance Training

#26) Are there topics that need to be added to existing Visitor Assistance training courses?
#27) If yes, specify topics. [open-ended]
#28) Is there a need for additional ranger training courses?
#34) Does the Corps do an adequate job in selecting the right people to deal with visitors?

7. **Management.** This group of questions addresses various aspects of management that may affect operations and safety. Topics addressed include general administration, funding, and communications. Questions are as follows:

#8) My immediate supervisor listens to safety concerns that I express.
#9) Higher management is concerned about safety issues that field employees express.

How would you rate the adequacy of the support resources, listed below, provided by the Corps:

#48) Staffing
#49) General funding
#50) Facility improvements
#51) Maintenance funding
#52) Policy guidance

Prior Visitor Assistance Studies

Three studies have been conducted in the past

- 1974 - A Corps visitor assistance study which led to a cooperative law enforcement authorization in 1977 (an extremely successful program with a current 8 million annual investment with many local law enforcement agencies) and ultimately the passage of legislation providing Title 18 protection for park rangers in 1983.

- 1977 - GAO report on crime in Federal recreation areas which recommended a central law enforcement agency for all land management agencies - the Corps and other land management agencies did not consider this to be a valid solution and decided to continue with the cooperative law enforcement program and to make management and training improvements.

- 1994 - Southwest Division Ranger Safety and Security Task Force conducted a ranger safety and security survey in order to determine the issues that face rangers working in that Division. The task force was established to address and evaluate the issues raised by those issues. The results of that survey supported the impetus for an elevated concern for ranger and visitor safety nationwide.

Study Design and Execution

MEASUREMENT OF VARIABLES

1. **Demographic Characteristics.** Variables measured include gender, ethnic background, Division/District location, grade level, age, citation authority, position, years in current position and, generally, in the Corps.

2. **Perceptions of Safety.** Three major were addressed in order to measure safety (perceived) at Corps projects. These groups were chosen by NRM division and each is described in more detail below:

Rangers

-description of personal safety
-number of alcohol-related incidents (traffic, boating, disorderly behavior, assaults, etc.)
-number of verbal abuse/assault(s) against you, by a visitor
-number of physical threat(s) against you, by a visitor
-number of physical assault(s) against you, by a visitor

Visitors

-description of visitor safety by NRM personnel
-number of incidents that field personnel are aware of where a visitor was physically or verbally abused or threatened by another visitor .

Gate Attendant Safety:

-modifications and practices for safety were measured using a Likert scaled model where participants indicated their degree of feelings about a statement ranging from "Strongly Agree" to "Strongly Disagree".

Overall Safety

-NRM personnel attitudes about prohibition of alcohol

-consideration of physical design of the project including general landscaping, road construction and layout, recreational use areas.

3. **Perceptions of Visitor Assistance**. This variable was measured by looking at how both visitors and NRM personnel view field employees. Perceptions of field employees as law enforcement or visitor assistance or somewhere in the middle were obtained by having NRM personnel indicate whether they believe visitors saw them as the law or good guy type officials and also asked them to indicate what their uniforms represented (law or visitor assistance).

Additionally, the perceptions of visitor assistance measured wether the respondent knew if their project had an active visitor assistance program or public relations plan.

4. **Importance of Specific Personal and Communication Equipment to Field Personnel Job Performance.** A Likert scale was utilized for respondents to report the degree of importance they felt specific personal and communication equipment was to their job performance. The scale range was "Extremely Important" to "Not Important".

5. **Effectiveness of Law Enforcement Agreements**. Respondents were asked whether they had any problems with contacting law enforcement officials when safety concerns arose and how often. Respondents were also asked whether there was an existing law enforcement agreement and whether the agreement resulted in shorter response times on assistance calls..

6. **NRM Personnel Training**. Two groups of variables were measured to address research question #6 about training of NRM personnel: skills and training courses. A Likert scale was used with responses ranging from "Extremely Important" to "Not Important" to assess how important respondents thought specific skills were to their job performance. Training was assessed by respondents reporting whether they had taken a specific course and if so, rate the course's coverage of subject/topics "A" thru "F".

7. **Management and Support Resources**. Questions used to measure this objective addressed how concerned management was about safety issues. Secondly, as a part of this measurement support resources were examined for staffing, general funding, facility improvements, maintenance funding and policy guidance. A likert scale with responses expressing degrees of adequacy for each component stated above was used.

Population and Survey Administration

The sample for this survey included NRM personnel with the exception of administrative/clerical and maintenance staff. The actual sample consisted of rangers, managers supervisors and other personnel. Approximately 1,709 individuals make up this sample, however, please note that the total N may have changed minimally (increased or decreased) due to new hires, retirements, relocation, job reassignment, etc. Surveys were mailed directly to each individual using a mailing list provided by the NRM division. A cover letter was included which explained the purpose of the survey and a guarantee of anonymity. Participants that completed the survey were asked to return surveys directly to IWR for data entry. A week after the initial mailing a follow-up post card was mailed out. This post card thanked those individuals that had already returned a questionnaire, and it encouraged those that had not to please complete their questionnaire and return as soon as possible. A total of 1,267 surveys were returned for a response rate of 74%.

Questionnaire

The instrument used for this survey was designed to address the safety issues of NRM personnel, visitors and gate attendants from the viewpoint of NRM personnel. The survey consists of both closed and open-ended questions, however, the majority of questions are closed-ended. The questionnaire is 10 pages and developed using prior Corps visitor Assistance surveys and consultation with IWR staff and the NRM Division. Appendix A contains a copy of the questionnaire in which frequency tabulations of survey responses have been entered.

Plan of Analysis

The data has been analyzed using SPSS and the open ended questions by Survey Pro. The remainder of this report presents the analysis of the survey responses. Chapter 2 presents demographic characteristics of the Visitor Assistance Survey participants; chapter 3 focuses on perceptions of safety; and chapter 4 focuses on perceptions of visitor assistance. Chapter 5 presents communication and personal equipment with degrees of importance to job performance; chapter 6 discusses law enforcement agreements; chapter 7 focuses on training and chapter 8 on management and support resources. Chapter 9 summarizes the survey findings by focusing on the research objectives discussed on pg 2.

CHAPTER 2

DEMOGRAPHIC CHARACTERISTICS

Respondents to the survey indicated that 66% worked as rangers, 21% were employed as managers, and 9% held positions in other categories including outdoor recreation planner, fish and wildlife specialist, environmental protection specialist, wildlife biologist, forester, engineer, horticulturist, landscape architect etc (Table 1). Nationwide, 87% of the respondents had citation authority (Table 2). Geographically, the majority of responses came from the South West and Midwest with South Western Division (SWD) comprising 19% of responses followed by Ohio River Division with 14%, and South Atlantic Division with 12% (Table 3). Grade level of respondents ranged from GS-4 through GS-14, with GS-9 through GS-11 being the most common grade levels (Table 4). Overall, 81% of the respondents were male with the majority of the respondents, 37%, in the age group 36-45 years (Tables 5 & 6) .

Professional Breakdown

The majority of the respondents answering indicated that they were either rangers or managers (total of 87%). Of the approximately 820 rangers, half indicated that they had less than five years experience working in that position as compared with 24% that said they had between 6 to 10 years. Furthermore, the majority of the managers, 63%, responded that they had been working in that position between 1-10 years, and had been with the Corps for 15 years or more (77% of managers). Additionally, rangers and managers tend to be male (79%of the rangers and 92%of the managers).

Geographic Breakdown

Nationwide, SWD demonstrated the highest number of respondents with 18% reporting as rangers, 22% as managers, and 16% as "other". The second greatest response was from the Ohio River Division with 12% as rangers, 18% as managers and 14% as "other". For the South Atlantic Division "other" positions responding was16%, the same percentage reported for SWD.

Table 1. Positions Held by Participants

Position	Number	Percent
Manger	271	22
Ranger	841	68
Other	115	10

Table 2. Citation Authority of Participants

Citation Authority	Number	Percent
yes	1107	90
no	120	10

Table 3. Division

Division	Number	Percent
Headquarters	9	1
Lower Mississippi	111	8
Missouri River	75	6
North Atlantic	20	2
North Central	55	4
New England	40	3
North Pacific	64	5
Ohio River	171	14
South Atlantic	149	12
South Pacific	48	4
South Western	235	18
Unspecified[1]	290	23

[1]This category is currently unspecified because some symbols entered in the survey were not identifiable and could not be catogorized into a Division. The final draft is anticipated to catergorize this information.

Table 4. Grade

Grade	Number	Percent
GS 4-7	277	23
GS 9-11	726	60
GS/GM 12-13	178	15
GS/GM 14-15	15	1
SES	4	.5
Other	9	1

Table 5. Gender of Participant

Gender	Number	Percent
Female	213	17
Male	1030	83

Table 6. Age of Participant

Age	Number	Percent
under 20	4	.5
20 to 25	81	7
26 to 30	147	12
31 to 35	174	14
36 to 40	237	19
41 to 45	234	19
46 to 50	201	16
51 to 55	91	7
over 55	53	4

CHAPTER 3

PERCEPTIONS OF SAFETY

Safety issues were broken down into four separate categories. These are: ranger safety, visitor safety, gate attendant safety, and overall park safety. Overall, perceptions of personal safety at Corps projects by rangers and managers was mixed; ranger safety was seen by roughly equal segments as being good, fair and poor. Only a small percentage saw ranger safety as being excellent (6%). For visitor safety, the responses were favorable with 53% characterizing safety at projects as good. In both scenarios, safety was seen as either decreasing or staying the same.

Of the alternatives for increasing gate attendant safety, the most popular included installing telephones and safes. Additionally, there was a warm reaction to the installation of surveillance cameras. Frequent pick-up of fees and the institution of gate attendant uniforms were also factors seen as improving gate attendant safety.

Alcohol use at Corps sites was consistently ranked as a major safety factor across the board. The use of alcohol and drugs was seen as a major contributor to verbal/physical assaults against both rangers and visitors. Furthermore, over 70% of all respondents agreed that alcohol use should be prohibited at Corps projects. While patrolling, lighting, attended entrance stations, separate day use and overnight areas, and the accessibility of public phones were safety factors that elicited high response rates, nightly gate closings, clearly designated boundaries of user areas, reduction in the number of entrances into parks, and the enforcement of user limits/carrying capacity evoked only a mild response. Each of these are discussed in further detail below.

Ranger Safety

Personal safety of rangers at Corps project sites is generally unfavorable. Of the 819 responses for this question by rangers, 24% responded that the level of personal safety was excellent or good, while 53% stated that it was fair to poor, and 14% responded that personal safety was unacceptable; the majority of managers, 69%, thought that their park's level of safety was good or fair, while rangers responded that personal safety was mainly fair or poor (26% and 27% respectively). In addition to these levels of safety, 13% of the respondents answered that safety levels were increasing, 41% answered that it was static, and the remaining 45% answered that it was decreasing.

All respondents indicated that verbal abuse and assaults are significantly more common than physical threats or assaults. Within the last three years, 62% of the rangers indicated that they had experienced between 1-10 incidences of verbal abuse and assault while the responses for the same range of physical threats (1-10) was around 45%. Incidents of physical assaults in the same category was even lower with 10% being reported. (Physical threat is characterized as a verbal or physical gesture which indicates a the intent for physical harm while a physical assault indicates hostile physical contact). Moreover, 48% of the rangers indicated that they had never been physically threatened and 88% said they had never been physically assaulted.

Of the incidents against rangers, the conditions that are reported as being significant include alcohol and drug use (80% and 51%), overcrowding (37%), the isolation of the site (32%), and the general demeanor of the visitor (70%).

Visitor Safety

Safety for visitors is generally characterized as good by both rangers and managers. Only 8% reported poor or unacceptable conditions for visitor safety. In agreement with the ranger findings, a majority of the respondents indicated that they thought that safety conditions were either staying the same or decreasing. In addition, 56% of all respondents indicated that they were aware of between 1-10 of these incidents between visitors within the last three years. Factors that were identified as contributing to these conflicts include: alcohol and drug use (74% and 48%), overcrowding (40%), conflicting activities between visitors (38%), the isolation of the site (30%), and the personalities of the visitors involved (66%)[2].

Gate Attendant Safety

Factors seen as improving gate attendant safety include: installing safes (75%), installing telephones and/or radios (92%), frequent pick-up of collected fees (83%), and instituting the use of uniforms (57%). Other major physical improvements included installing surveillance cameras, and enlarging building space. The installation of bullet-proof glass was not seen as being a major improvement: 33% responded as either disagreeing or strongly disagreeing. Increasing or decreasing gate hours was not seen as being beneficial and evoked a neutral response.

Overall Safety

Nearly all of the factors listed in the survey for improving the overall park safety were well received by the respondents. The most significant responses included: patrolling (91%), accessibility to public phones in developed areas (86%), lighting (86%), separate day use and overnight areas (78%), attended entrance stations (74%), nightly gate closings (68%), enforcement of a user limit/ carrying capacity (62%), fewer entries to recreational areas (62%), and the clear designation of boundaries of recreational areas (59%). Those that were not well received included building additional facilities, shrubbery reduction and general landscaping.

Vehicle and traffic safety factors also elicited strong responses. Two factors that are seen as being major improvements include modifying the location and number of entrance roads (72%), and making improvements to parking areas (71%). Instituting park vehicle limits and one-way flows were also well-received.

[2] Percentages given are additive for the "extremely important" and "very important" categories.

Table 7. Participants Characterize their Safety

Safety	Managers	Rangers	Other
Excellent	6	6	7
Very Good	36	19	26
Good	33	26	33
Fair	19	28	19
Poor	5	14	10
Unacceptable	1	7	4

Table 8. Participants Characterize Visitor Safety

Safety	Managers	Rangers	Other
Excellent	20	15	11
Very Good	62	50	66
Good	15	24	22
Fair	2	7	1
Poor	1	3	0
Unacceptable	0	0	0

Table 9. Participants Level of Safety

Safety	Managers	Rangers	Other
Increasing	18	12	18
Decreasing	34	50	26
Staying the Same	48	38	56

Table 10. Visitors Level of Safety

Safety	Managers	Rangers	Other
Increasing	22	22	18
Decreasing	28	40	29
Staying the Same	50	38	53

Table 11. Factors Contributing to Visitor Safety (Managers)

Factors	EI[3]	VI	MI	LI	NI
Overcrowding	12	29	30	12	17
Alcohol	47	32	16	4	1
Drugs	23	29	22	15	11
Gang Activity	3	8	15	23	51
Ethnic Differences	5	13	16	29	38
Language Differences	2	4	15	24	55
Isolation of Site	9	16	23	22	29
Conflicting Activities	7	30	32	13	17
Personality of Visitors	29	44	18	6	3
Failure to Control Situation	5	10	20	26	39
Mistaken as Law Enforcement	6	13	16	20	44

Table 12. Factors Contributing to Visitor Safety (Rangers)

Factors	EI	VI	MI	LI	NI
Overcrowding	21	29	25	13	12
Alcohol	55	32	9	2	2
Drugs	30	28	19	10	12
Gang Activity	8	9	20	22	40
Ethnic Differences	8	14	23	23	32
Language Differences	5	7	18	24	46
Isolation of Site	13	25	23	18	22
Conflicting Activities	17	29	29	14	11
Personality of Visitors	35	40	18	4	3
Failure to Control Situation	7	11	20	25	37
Mistaken as Law Enforcement	17	18	22	15	28

EI=extremely important
VI=very important
MI=moderately important
LI=of little importance
NI=of no importance

[3]Symbols represent a Likert Scale ranging from extremely important to not important.

Table 13. NRM Personnel Safety Characterized by Division

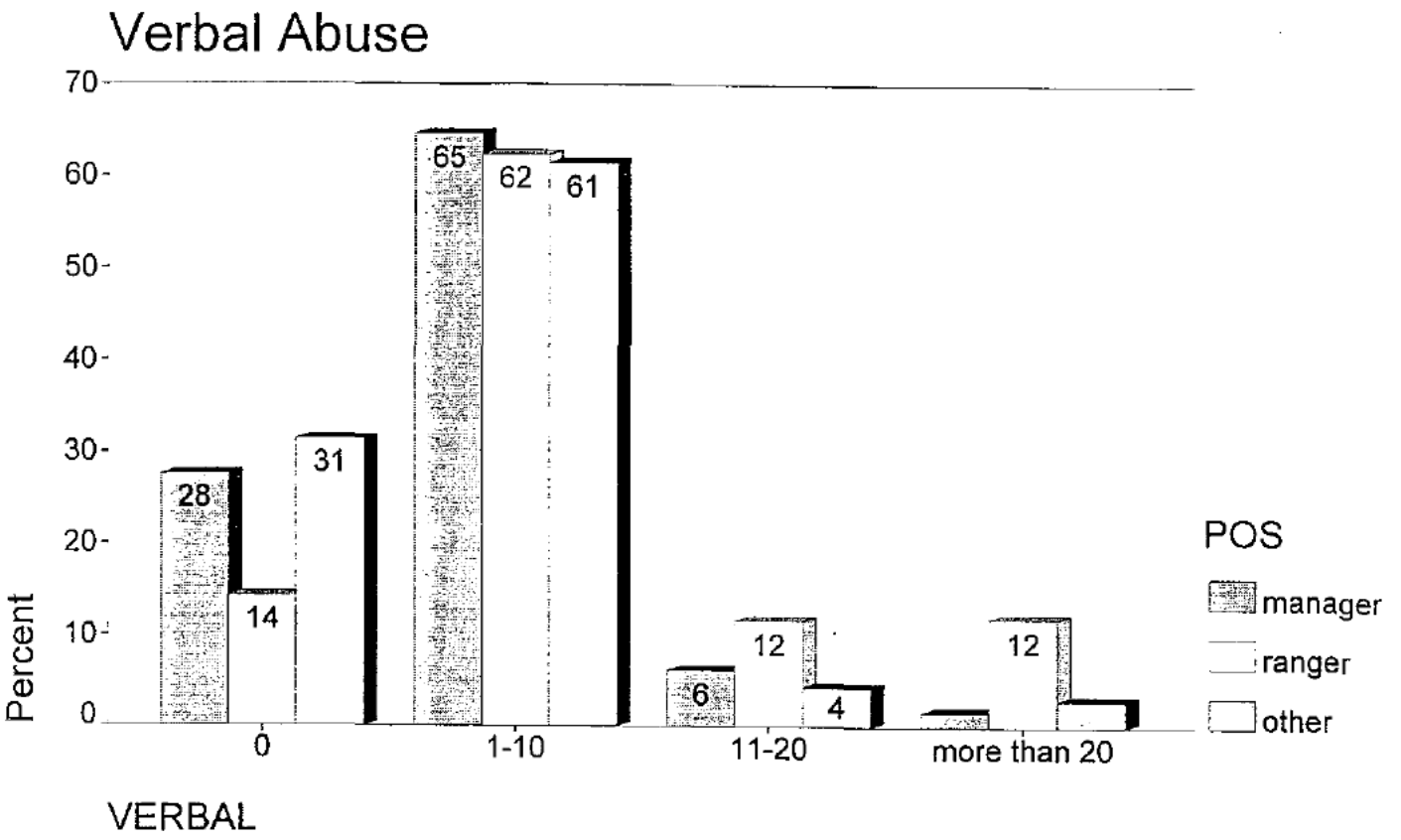
Division	excellent	very good	good	fair	poor	unacceptable
Lower Mississippi	12	23	26	25	9	6
Missouri River	5	20	29	29	13	5
North Atlantic	0	33	33	22	11	0
North Central	8	28	31	16	10	6
New England	18	22	38	15	8	0
North Pacific	7	21	30	30	9	3
Ohio River	1	32	31	18	12	6
South Atlantic	7	28	32	23	4	6
South Pacific	4	25	16	27	18	9
South Western	3	18	26	32	14	6
Unspecified	8	20	25	25	16	6

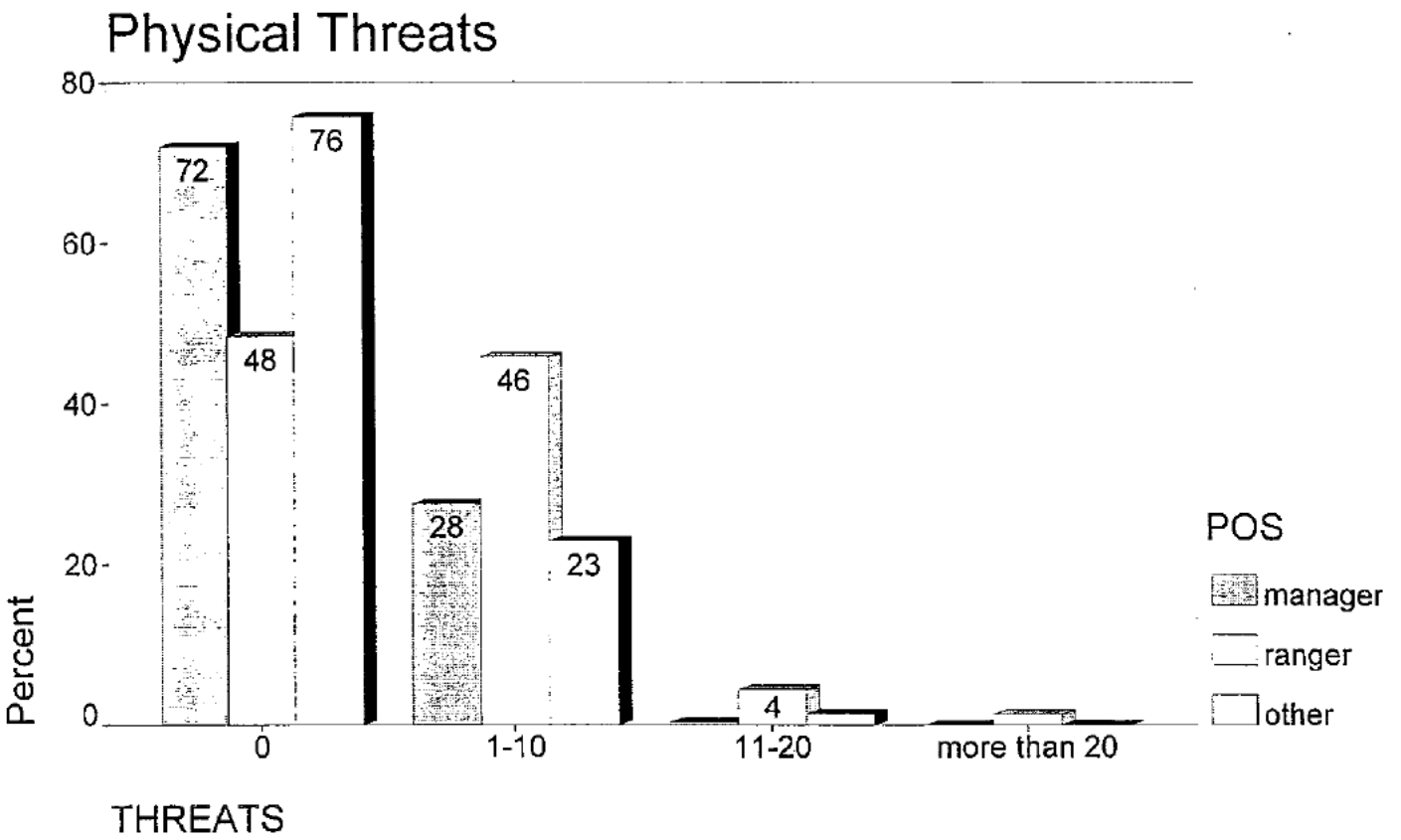
Table 14. Modifications to Gate Attendant Safety

Modification	SA[4]	A	N	D	SD
Enlarge Building Space	12	26	40	20	2
Install Bullet Proof Glass	9	20	36	29	6
Install Safes in Gate Buildings	32	46	14	7	1
Install Telephones/Radios	65	31	4	0	0
Install Surveillance Cameras	17	32	33	14	4
Frequent Pickup	40	46	9	4	1
Uniforms	19	41	26	12	2
Increased Operating Hours	5	14	47	29	5
Reduced Operating Hours	5	15	50	24	5

SA=strongly agree
A=agree
N=neutral
D=disagree
SD=strongly disagree

[4]Symbols represent a Likert Scale ranging from strongly agree to strongly disagree.


Verbal Abuse
70
60
50
40
30
20
10
0
Percent
28
14
31
65
62
61
6
12
4
12
0
1-10
11-20
more than 20
VERBAL
POS
manager
ranger
other


Physical Threats
80
60
40
20
0
Percent
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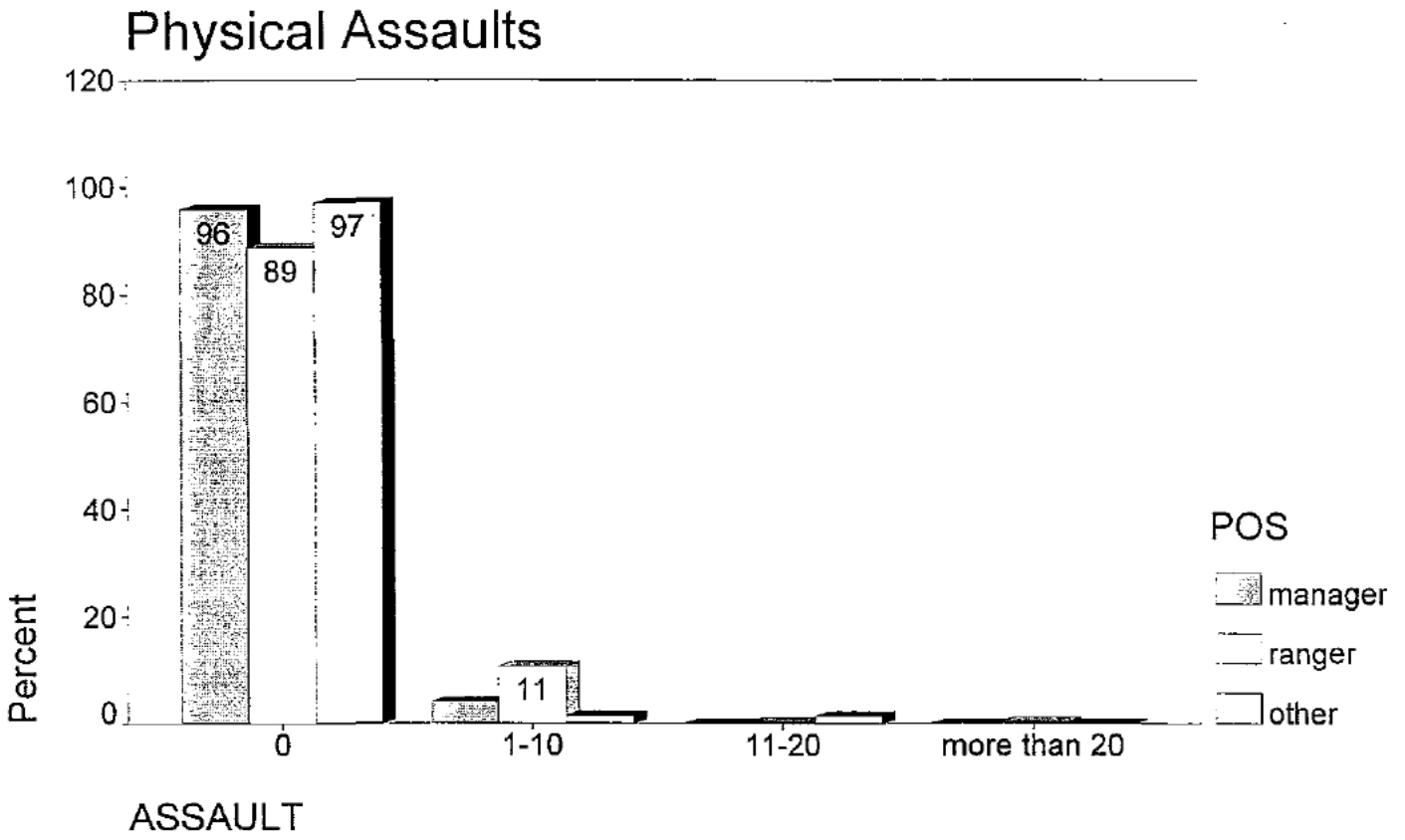
48
76
28
46
23
4
0
1-10
11-20
more than 20
THREATS
POS
manager
ranger
other


Physical Assaults
120
100
80
60
40
20
0
Percent
96
89
97
11
0
1-10
11-20
more than 20
ASSAULT
POS
manager
ranger
other

CHAPTER 4

PERCEPTIONS OF VISITOR ASSISTANCE

This survey addresses two major topics concerning visitor assistance. These are the image of the ranger at the project (the perception that is projected to the public) and the presence of a visitor assistance program. The perceived image of the ranger as seen by the respondents is basically a dual role of a law enforcement officer and a visitor assistant with little distinction between the two. Each uniform seems to project a different image. Respondents indicated that the class A uniform projected an ambiguous image where the ranger is perceived as neither of the above while the class B uniform projects more of a law image than a visitor assistant. Responses for each of these categories are similarly reflected for both managers and rangers.

There was a very strong response for the presence of a visitor assistance program at a respondents location. A very small percentage were unsure whether a plan existed at their site (5%). However, more persons were unsure concerning the presence of a functioning public relations plan (22%). After examining the same information above by Division results appear similar. Table 18 displays the total number of respondences for each Division and the total percent for each Division that answered yes to having a Visitor Assistance Program. Overall, out of all 1144 responses to this question, 90% said yes , 5% said they were uncertain and 5% said no they did not have a Visitor Assistance Program currently in place. Additionally, the South Pacific Division stands out with 16% answering no to not having a program currently in place.

Table 19 addresses the existence of a fuctioning public relations plan within each Division. What is reported is the total number of responses for each Division and the total percent for each Division that answered yes to having a functioning public relations plan (See Table X). Overall, of 1144 responses to this question, 52% said yes, 22% said they were uncertain and 26% said no they did not have a functioning public relations program. Additionally, the South Western Division stands out with 36% reporting that there is no program currently in place.

Table 15. How the Public Views Rangers

Public View	Number	Percent
John Law	75	6
Sightly John Law	202	17
Both	462	39
Slightly Good Guys	374	32
Good Guys	70	6

Table 16. How Class A Uniforms are Viewed by the Public

Class A Uniforms	Number	Percent
Law Enforcement	162	13
Visitor Assistance	260	21
Neither	658	54
Both	139	12

Table 17. How Class B Uniforms are Viewed by the Public

Class B Uniforms	Number	Percent
Law Enforcement	515	42
Visitor Assistance	208	17
Neither	34	3
Both	477	38

Table 18. Visitor Assistance Program by Division

DIVISION	Total Number	Percent
Lower Mississippi	104	99
Missouri River	62	94
North Atlantic	18	94
North Central	48	96
New England	40	88
North Pacific	55	98
Ohio River	156	89
South Atlantic	138	94
South Pacific	44	82
South Western	218	82
Unspecified	262	90

Table 19. Functioning Public Relations Plan by Division

DIVISION	Total Number	Percent
Lower Mississippi	103	66
Missouri River	62	50
North Atlantic	18	44
North Central	46	59
New England	40	35
North Pacific	55	51
Ohio River	156	52
South Atlantic	138	55
South Pacific	44	62
South Western	216	43
Unspecified	259	55

Natural Resources Management Branch
Visitor Assistance and Safety Survey

Prepared by
Institute for Water Resources
Alexandria, Virginia

CHAPTER 5

COMMUNICATION AND PERSONAL EQUIPMENT

Communications equipment was generally rated as being the most important items of equipment for use on the job. Radios and telephones were rated highly for both rangers and managers. The most important item rated in this section was the blood borne pathogen (protection kit) where nearly 85% of both the ranger and manager categories responding that it was either extremely important or very important. Surveillance equipment was also rated very high. Polaroid and 35mm cameras were highly rated. Bullet-proof vests elicited an overall moderate response yet were much more enthusiastically received by the ranger population. Defensive weapons (nightstick, handgun, and stungun) did not rate favorably with the overall survey population. The majority of the responses rated them mainly in the not important or little importance ranges. Alarms and vehicle light bars elicited moderate responses from both rangers and managers. Forty-three percent of the respondents indicated that personal equipment is not sufficient for them to perform there duties safely.

Communications Equipment

This section of the survey attempted to clarify the perceptions of NRM personnel concerning the necessity and/or desirability of specific types of equipment for use in job performance. For communications equipment there was a very high consensus on mobile/vehicle mounted radios (95%), a law enforcement communications link (93%), and also a portable radio (91%)* [*denotes that these percentages are additives of the "Extremely Important" and "Very Important" categories.] Other items that were perceived as highly useful included scanners (53%), cellular and public telephones (54% and 61% respectively), and public address systems (54%). There was a very strong correlation between rangers and managers on each of the high priority items.

Personal Equipment

Surveillance

The responses for the personal equipment scored relatively high for the surveillance types of equipment while protective gear and defensive items scored medium to low. Nearly unanimous positive opinions were given for both the use of the Polaroid and 35mm cameras (78% and 71%) while the video camera rated 46%.

Personal Protection/Defensive items

Use of the blood borne pathogen protection kit rated the highest for this section with 61% of all respondents rating it as "extremely important" and 25% rating it as "very important". In conjunction with this only a very small percentage of all respondents rated it as either not important or only a little important. For defensive items, 50% of the respondents rated mace/pepper spray as either extremely important or very important. Overall, alarms were rated as having a high importance in 39% percent of the responses. Vehicle light bars were

rated similarly. For both of these items it can be noted that the ranger segment rated them more favorably than the manager segment. Bullet-proof vests were rated modestly beneficial with 36% answering that they are either extremely important or very important, 34% rating them as moderately important or of little importance, and lastly, 26% rating them as not important at all.

Defensive Weapons

Defensive weapons were rated mainly as having little importance or no importance at all. For all of the defensive weapons, nightsticks were rated the most favorably where 28% answered that they were highly important, 34% answered moderately important, and 35% answered that they were not important at all. While 26% of the respondents rated handguns as highly important, over 42% stated that they were not important at all. Stunguns were also rated similarly in which 21% rated them as highly important, 35% moderately important, and 40% said they were not important. Rangers consistently placed more importance on these items than managers: around 50-60% of the managers rated nightsticks, handguns, and stunguns as "not important" compared with rangers which rated them as having no importance in approximately 30-35% of their responses.

Sufficiency of Equipment

The overall responses indicated that the personal equipment of NRM personnel is not sufficient for them to perform their duties safely. Large percentages of managers and rangers responded both ways. Managers however, responded more favorably than the ranger segment. Thirty percent of the ranger population stated that it was sufficient while 48% stated that it was not. Conversely, 46% of the managers responded that safety was sufficient while 35% stated that it was not.

Table 20. Communication Equipment Rated by Managers

Equipment	EI[5]	VI	MI	LI	NI
Scanner	16	25	32	14	13
Cellular Telephone	24	25	30	14	8
Portable Radio	66	23	8	3	.5
Public Telephone	28	30	26	11	5
Vehicle Mounted Radio	78	17	4	.5	
Answering Device	9	18	30	27	16
Pager	3	12	34	29	22
Public Address System	15	32	36	14	3
Law Enforcement Communication Link	66	26	7	1	

Table 21. Communication Equipment Rated by Rangers

Equipment	EI	VI	MI	LI	NI
Scanner	35	24	26	8	6
Cellular Telephone	26	30	26	11	7
Portable Radio	76	19	4	1	
Public Telephone	34	32	22	8	4
Vehicle Mounted Radio	88	10	2		
Answering Device	11	22	32	21	14
Pager	8	12	31	25	24
Public Address System	29	31	28	10	2
Law Enforcement Communication Link	80	15	4	1	

Table 22. Personal Equipment for Surviellance Rated by Managers

Equipment	EI	VI	MI	LI	NI
Polaroid Camera	31	41	20	6	2
35mm Camera	28	41	24	5	2
Video Camera	10	32	38	14	6
Light Bar	8	19	24	19	29

[5]Symbols represent a Likert Scale ranging from extremely important, very important, moderately important, only a little important to not important.

Table 23. Personal Equipment for Surviellance Rated by Rangers

Equipment	EI	VI	MI	LI	NI
Polaroid Camera	43	38	16	2	1
35mm Camera	32	40	23	4	1
Video Camera	19	31	34	12	4
Light Bar	25	19	21	15	20

Table 24. Personal Equipment for Protection Rated by Managers

Equipment	EI	VI	MI	LI	NI
Alarm/Strobe	8	18	31	22	21
Night Goggles	2	5	22	31	40
Mace/Pepper Spray	18	18	24	19	21
Stungun	5	8	14	18	55
Night stick	7	11	18	16	48
Handgun	8	9	12	11	60
Bullet Proof Vest	11	12	25	18	34
Blood Pathogen Protection	47	33	14	5	1

Table 25. Personal Equipment for Protection Rated by Rangers

Equipment	EI	VI	MI	LI	NI
Alarm/Strobe	20	27	24	17	12
Night Goggles	7	14	29	22	27
Mace/Pepper Spray	34	23	20	11	12
Stungun	13	12	21	18	35
Night stick	19	15	19	17	30
Handgun	21	13	18	12	36
Bullet Proof Vest	30	14	20	12	24
Blood Pathogen Protection	67	22	7	3	1

Table 26. Blood Borne Pathogen Protection

Division	EI	VI	MI	LI	NI
Headquaters	62	38			
Lower Mississippi	53	32	12	2	1
Missouri River	48	28	14	9	1
North Atlantic	60	25	10	5	
North Central	58	34	6	2	
New England	72	13	13	2	
North Pacific	67	19	8	6	
Ohio River	51	27	13	8	1
South Atlantic	54	31	13	2	
South Pacific	81	13	4		2
South Western	66	26	5	3	
Unspecified	68	20	8	2	2

Table 27. Mace

Division	EI	VI	MI	LI	NI
Headquaters	45	44	11		
Lower Mississippi	18	19	18	16	29
Missouri River	23	17	24	15	21
North Atlantic	20	40	30	10	
North Central	17	17	27	14	25
New England	26	10	36	28	
North Pacific	30	14	24	21	11
Ohio River	30	20	24	13	13
South Atlantic	18	24	20	18	20
South Pacific	46	15	15	17	6
South Western	40	24	21	9	6
Unspecified	34	23	16	13	14

Table 28. Night Stick

Division	EI	VI	MI	LI	NI
Headquaters		33	56	11	
Lower Mississippi	14	8	17	17	44
Missouri River	12	13	9	15	51
North Atlantic	15	10	35	25	15
North Central	13	8	11	19	49
New England	21		13	21	45
North Pacific	13	15	11	13	48
Ohio River	15	18	19	18	30
South Atlantic	6	9	15	17	53
South Pacific	17	17	20	20	26
South Western	14	23	23	16	24
Unspecified	20	12	21	15	32

Table 29. Stungun

Division	EI	VI	MI	LI	NI
Headquaters	22	22	34	11	11
Lower Mississippi	10	8	14	18	50
Missouri River	12	10	11	12	55
North Atlantic	10	5	25	20	40
North Central	4	11	17	17	51
New England	13		14	19	54
North Pacific	10	6	16	12	56
Ohio River	11	12	21	22	34
South Atlantic	5	7	14	17	57
South Pacific	12	14	20	20	34
South Western	14	15	26	16	29
Unspecified	15	10	21	18	36

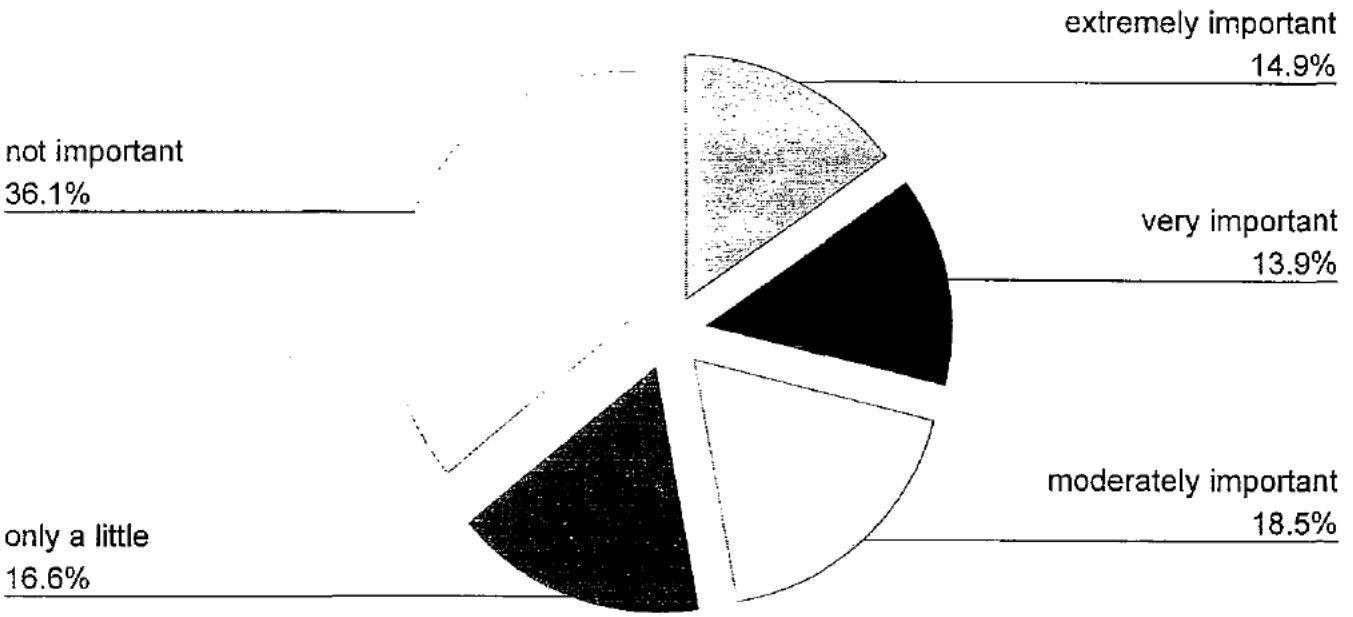
Table 30. Bullet Proof Vest

Division	EI	VI	MI	LI	NI
Headquaters	34	22	11	11	22
Lower Mississippi	18	10	16	18	38
Missouri River	24	12	16	14	34
North Atlantic	20	20	25	15	20
North Central	8	11	25	11	45
New England	10	11	24	18	37
North Pacific	27	6	20	18	29
Ohio River	19	12	25	14	30
South Atlantic	15	14	16	17	37
South Pacific	24	17	20	26	13
South Western	36	18	23	15	8
Unspecified	28	11	20	11	30

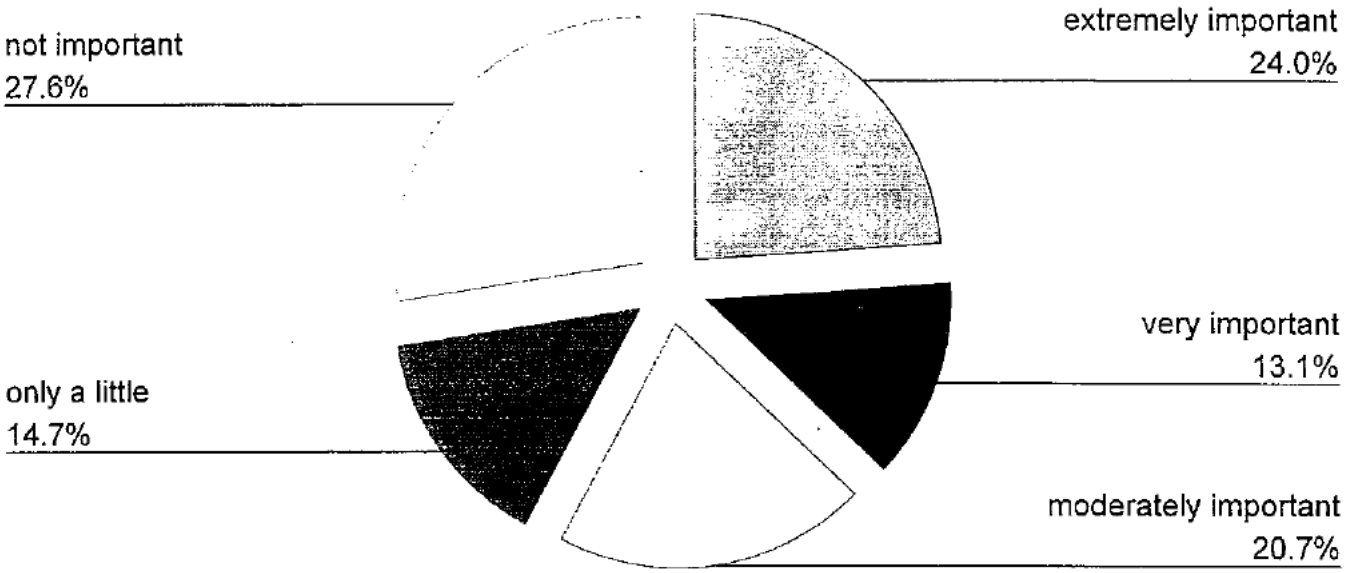
Table 31. Handgun

Division	EI	VI	MI	LI	NI
Headquaters	34		22	22	22
Lower Mississippi	12	9	13	12	54
Missouri River	8	9	17	11	55
North Atlantic	20	10	20	5	45
North Central	8	8	7	18	59
New England	16	8	5	14	57
North Pacific	16	6	16	10	52
Ohio River	20	12	15	10	43
South Atlantic	8	7	15	13	57
South Pacific	16	11	23	23	27
South Western	19	18	17	13	33
Unspecified	22	10	18	11	39

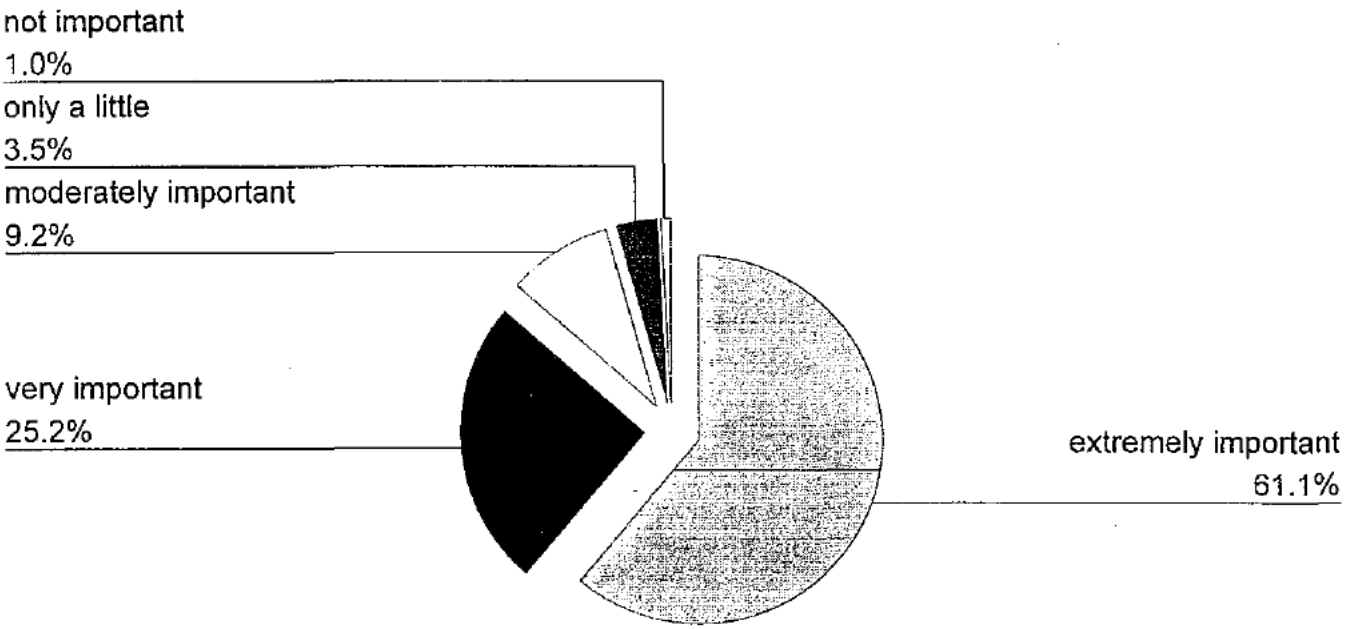
The Importance of a Night Stick as Protective Equipment



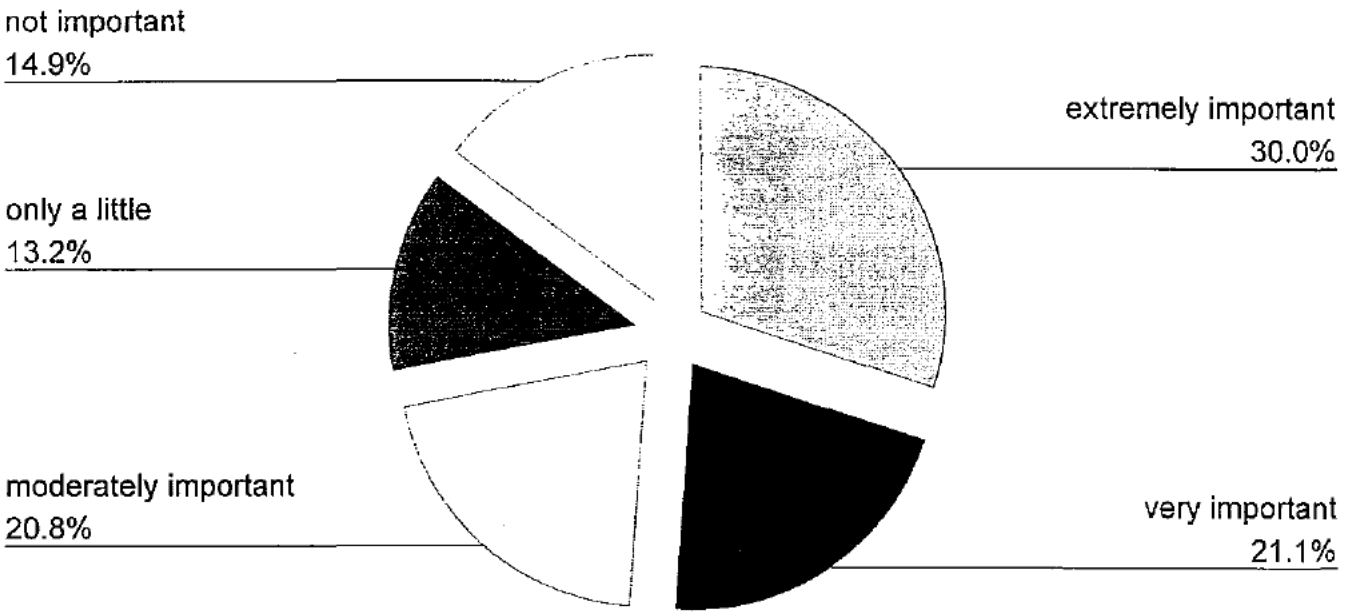
The Importance of a Bullet Proof Vest as Protective Equipment



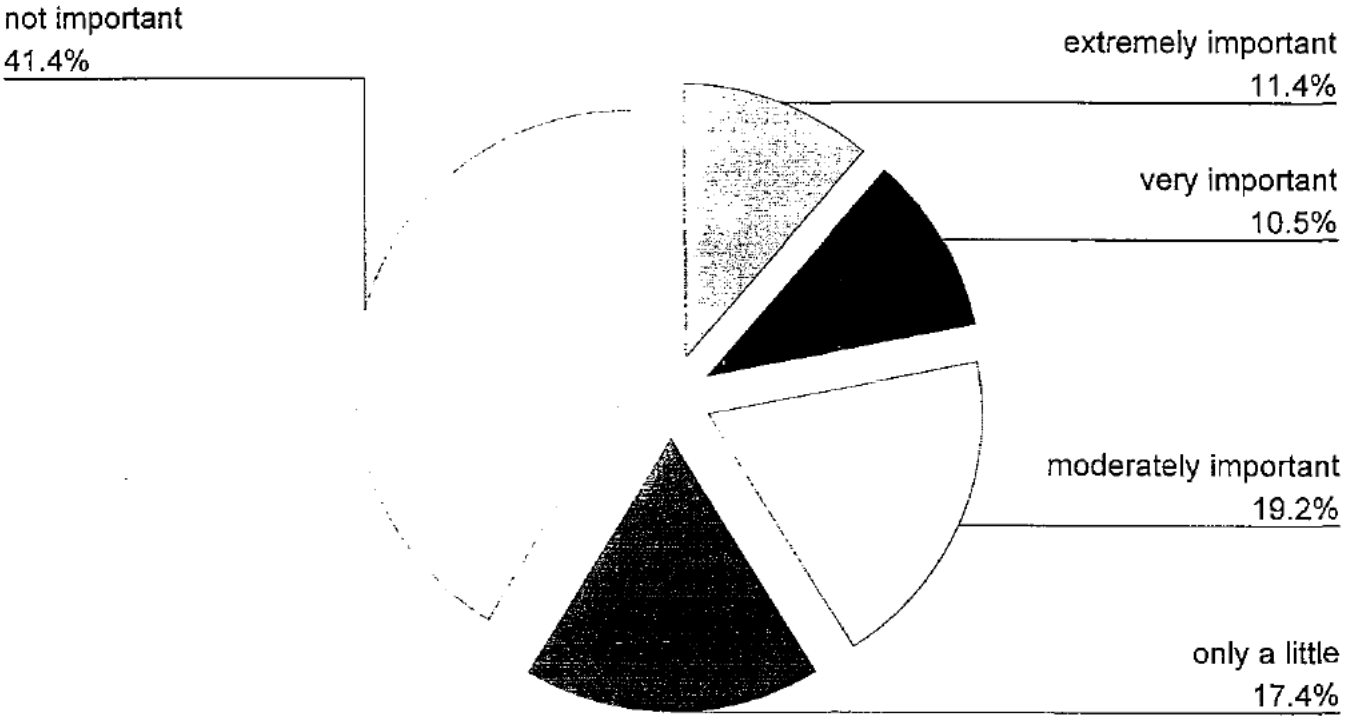
The Importance of Blood Borne Pathogen Protection



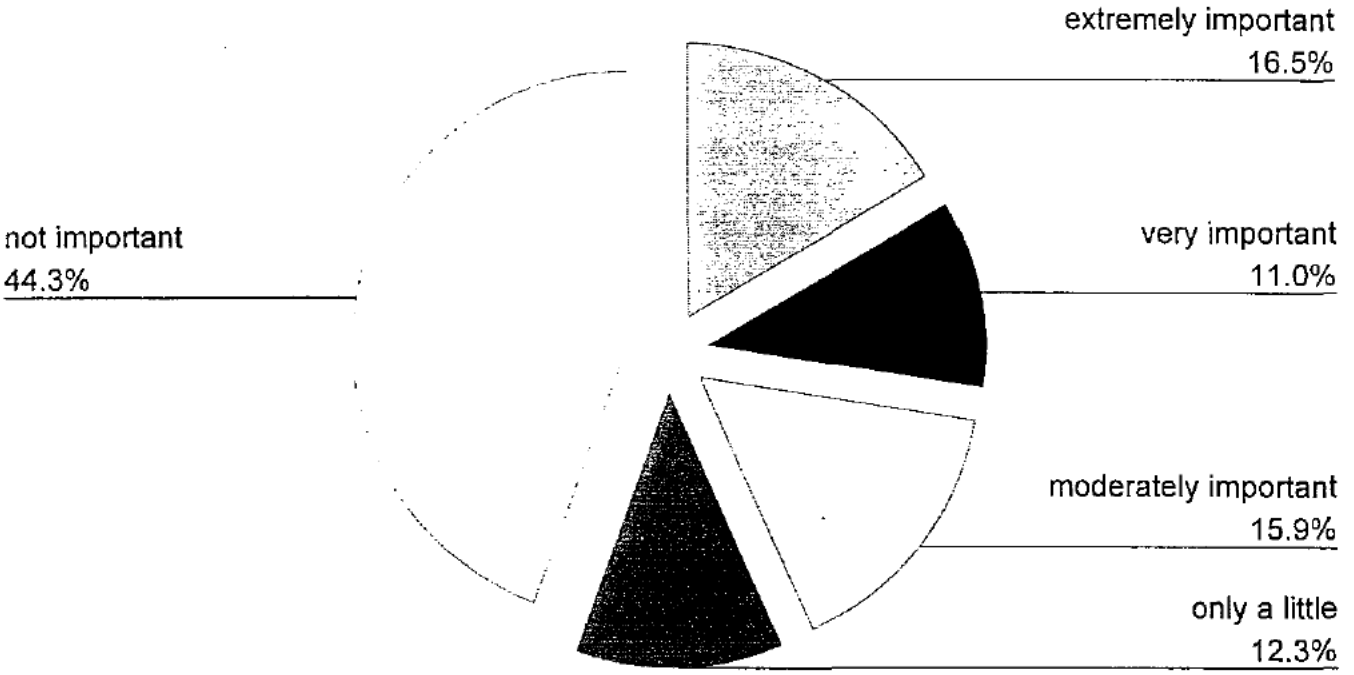
The Importance of Mace as Protective Equipment



The Importance of a Stungun



The Importance of a Handgun



CHAPTER 6

LAW ENFORCEMENT AGREEMENTS

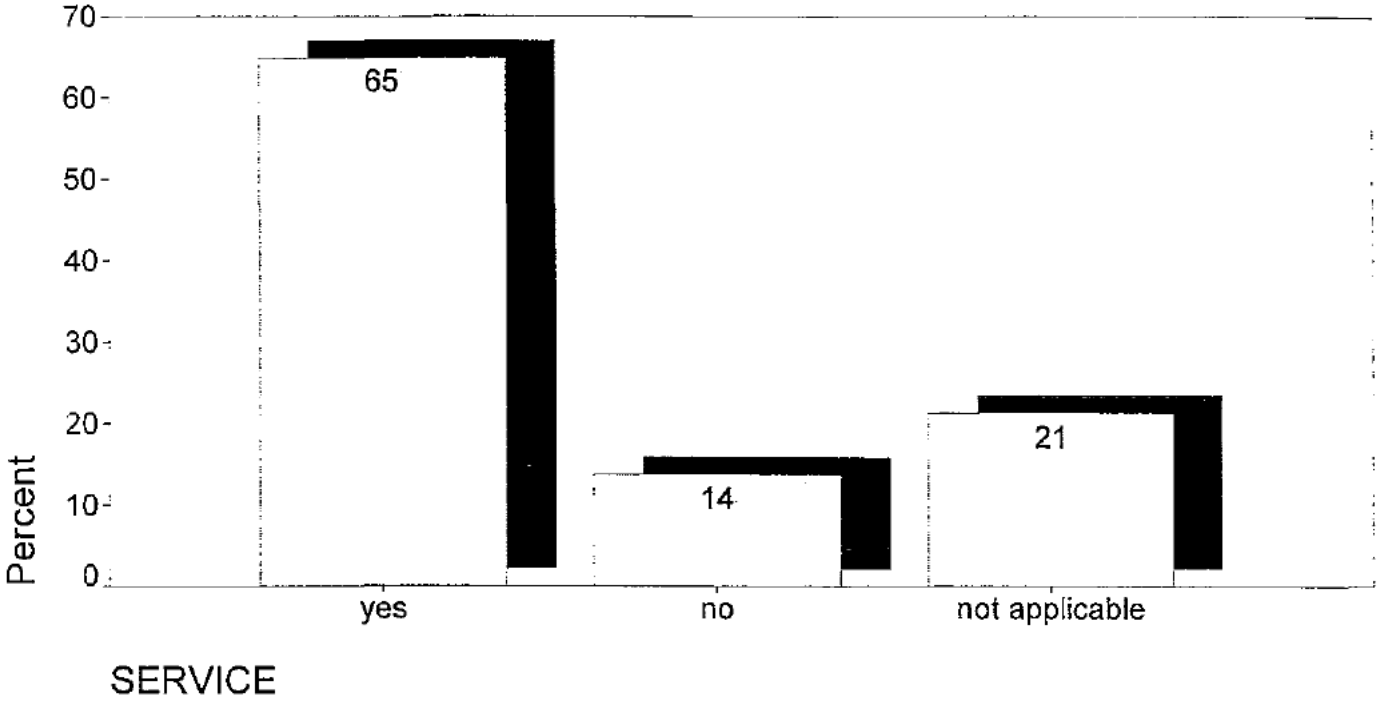
The overall responses for law enforcement agreements was generally favorable. Of the 80% of the respondents that stated they did have law enforcement agreement at their site, 58% stated that the agreement was very adequate or adequate and that it did provide satisfactory service and assistance (65%). A majority of the respondents (67%) indicated that, generally, they did not have trouble contacting the law enforcement agency. Additionally, 61% felt that these agreements did result in shorter response times and, as a result of the agreement, visitors felt safe at projects (70%). It was also observed that there was agreement in the responses between managers and rangers.

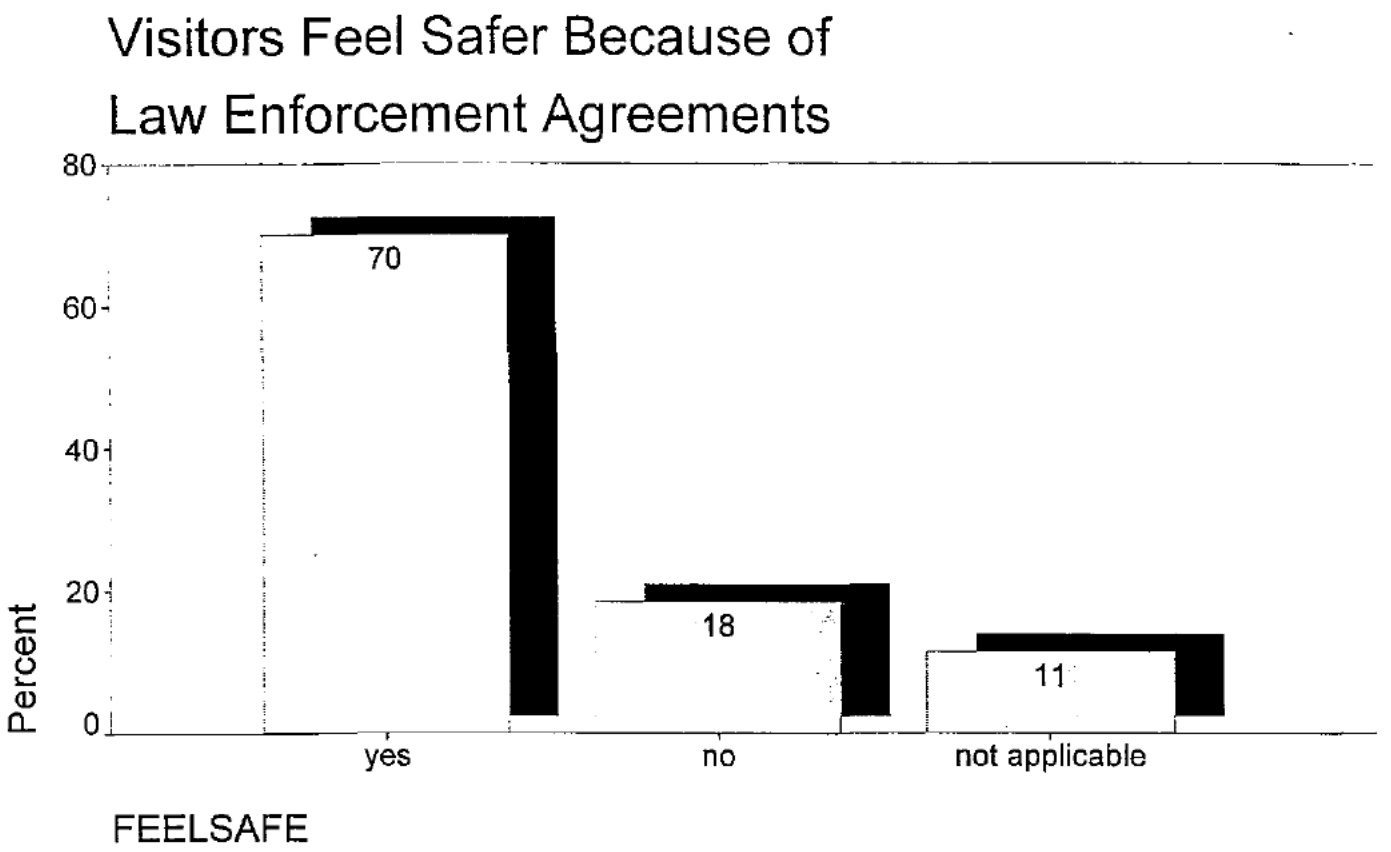
Table X reports the total number of responses for each Division and the total percent for each Division that answered yes to having an agreement at their project.
Overall, out of all 1155 responses to this question, 80% said yes, 17% said this question was not applicable and 3% said no they did not have a law enforcement agreement with local law enforcement agencies. Additionally, the South Western Division stands out with 36% reporting that there is no program currently in place.

Table 32. Law Enforcement Agreements by Division

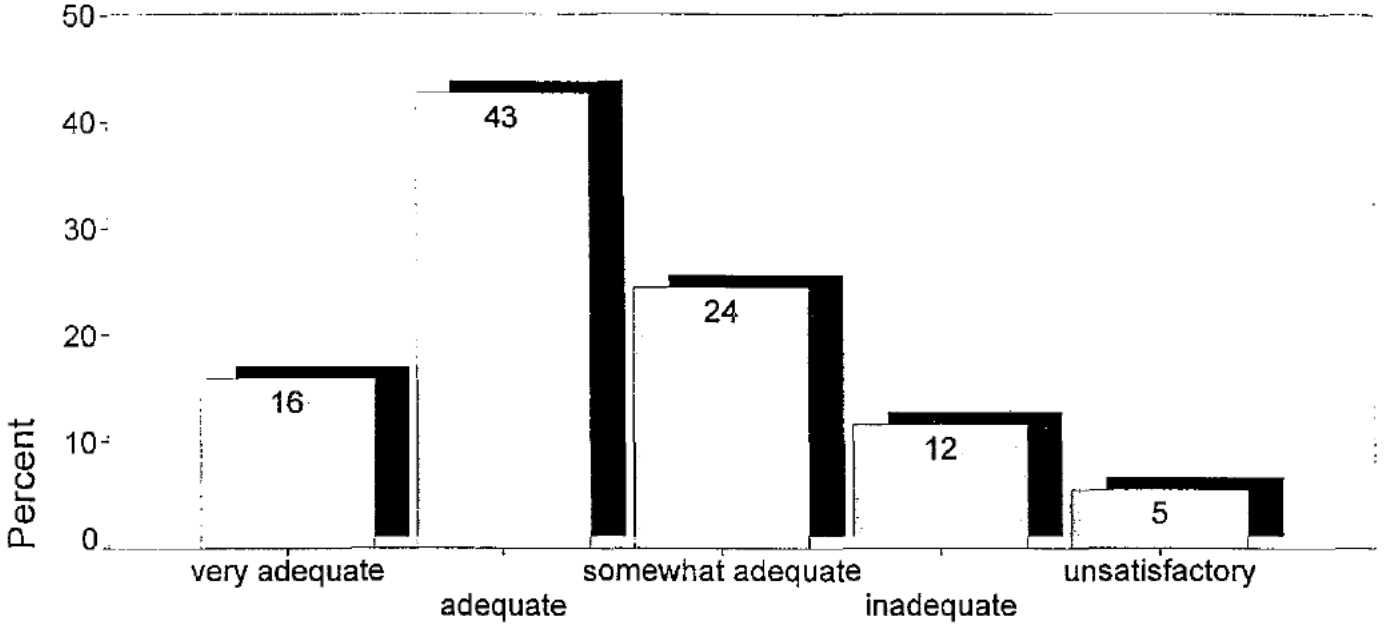
Division	Total Number	Percent
Lower Mississippi	103	92
Missouri River	63	86
North Atlantic	17	47
North Central	48	67
New England	38	66
North Pacific	56	71
Ohio River	155	66
South Atlantic	138	80
South Pacific	43	88
South Western	220	84
Unspecified	267	84

Is Law Enforcement Agreement Service Adequate




Visitors Feel Safer Because of
Law Enforcement Agreements
80
60
40
20
0
Percent
70
18
11
yes
no
not applicable
FEELSAFE

Adequacy of Law Enforcement Agreements



LAWAGREE

CHAPTER 7

NRM PERSONNEL TRAINING

Knowledge and Skills

The knowledge and skills that had the highest response rates included those that dealt with public relation interactions. Of these communication skills (97%), public relations (94%), conflict management (93%), and Title 36 Rules and Regulations (90%), had the highest overall response rates. Other skills that were also perceived as being important for job performance were water safety (87%), first aid (84%), personal protection (84%), emergency care/first responder (74%), and defensive driving (73%). Crowd control (61%) and incident reporting (70%) were also seen as important. Of these, emergency care/first responder, first aid, personal protection, and incident reporting had very low response rates in the not important category (less than 1% for each knowledge/skill).

Coursework and Training

Most of the corses were generally well received with both rangers and managers rating these with roughly B averages except for the personal protection training course. Those that were rated with the better averages were advanced visitor assistance, visitor assistance basic, visitor assistance update, and refresher visitor assistance. Personal protection training consistently ranked last in all population segments (ranger, manager and other).

The overall responses for whether there was a need for other courses to be included for training were nearly equal with 48% answering yes and 44% answering uncertain. Of these, the ranger segment indicated yes with a 51% majority (41% uncertain). Manager's responses were mainly uncertain (47%) with a 42% yes response. All groups exhibited low response rates for the no additional coursework response.

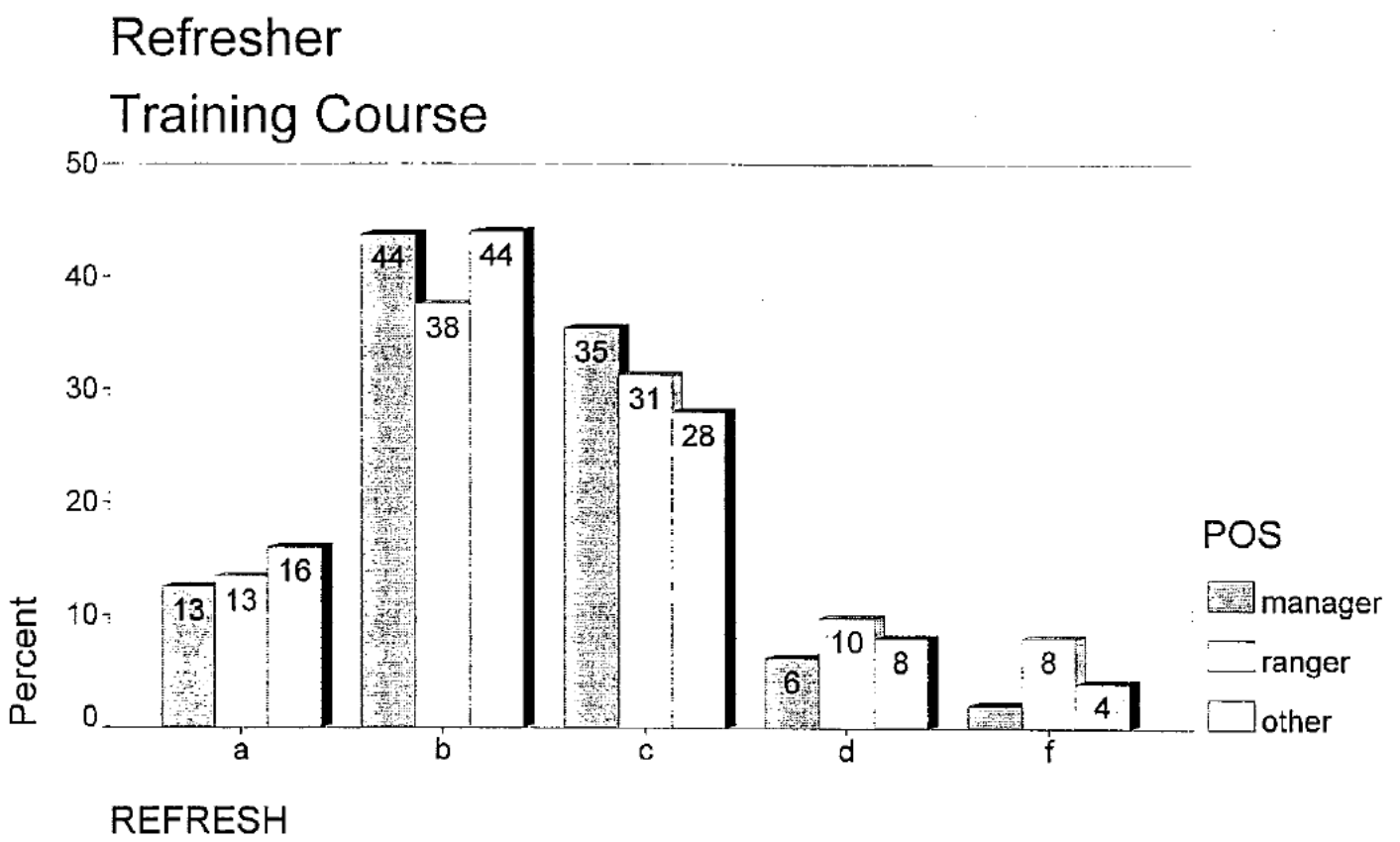
Responses for the entire survey population indicated that, in general, the Corps was doing an adequate job in selecting the right people to deal with visitors (39%). In contrast, 31% of all respondents indicated that the Corps was not doing an adequate job and 29% stated that they were uncertain. The majority of the managers responses indicated that personnel selection was adequate (45%). The ranger segment answered similarly but with a smaller majority answering yes (37%) while the remainder of the segment's responses being roughly split (32% no and 30% uncertain).

Table 33. Importance of Skills and Knowledge Indicated by Managers

Skills	EI	VI	MI	LI	NI
Conflict Management	58	34	8	0	0
Personal Protection	45	31	19	5	0
Public Relations	69	28	3	0	0
Title 36 Rules and Regulations	53	38	8	1	0
First Aid	35	44	19	2	0
Communication Skills	76	22	2	0	0
Crowd Control	15	37	36	11	2
Incident Reporting	19	43	32	5	1
Defensive Driving	32	39	22	7	1
Water Safety	43	42	13	3	0
First Responder	26	39	26	7	2

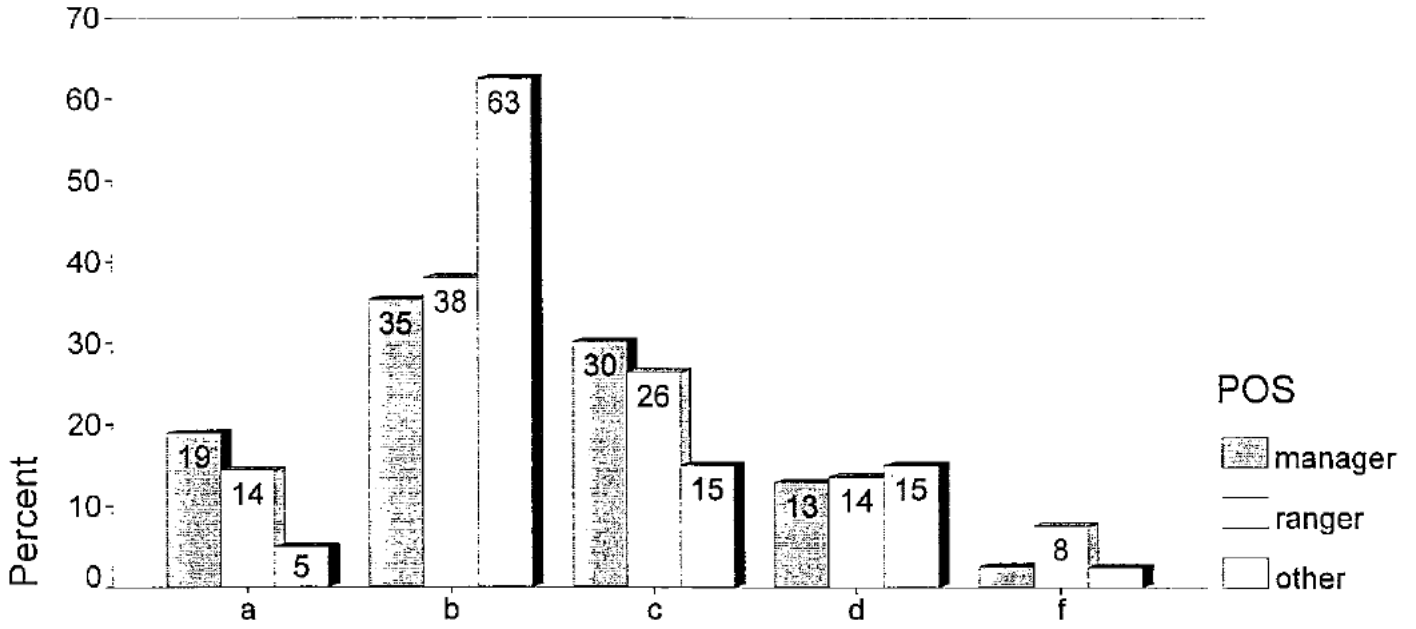
Table 34. Importance of Skills and Knowledge Indicated by Rangers

Skills	EI	VI	MI	LI	NI
Conflict Management	63	31	5	1	0
Personal Protection	61	27	10	1	0
Public Relations	65	30	5	0	0
Title 36 Rules and Regulations	58	34	8	1	0
First Aid	50	36	13	1	0
Communication Skills	71	26	3	0	0
Crowd Control	29	37	27	6	1
Incident Reporting	28	47	21	4	0
Defensive Driving	35	40	21	4	0
Water Safety	54	36	9	1	0
First Responder	44	34	18	4	0

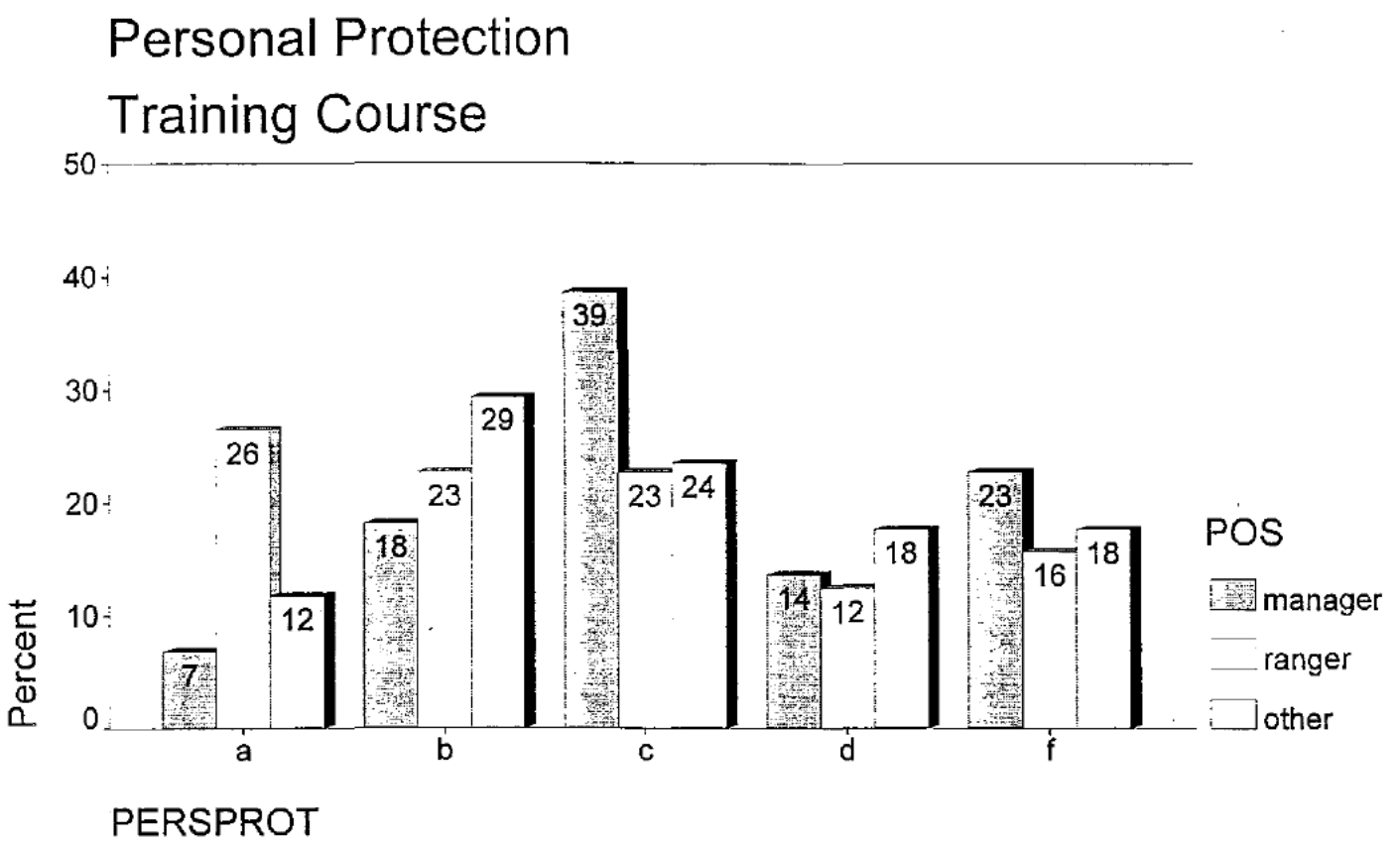

Refresher
Training Course
50
40
30
20
10
0
Percent
13
13
16
44
38
44
35
31
28
6
10
8
8
4
a
b
c
d
f
REFRESH
POS
manager
ranger
other

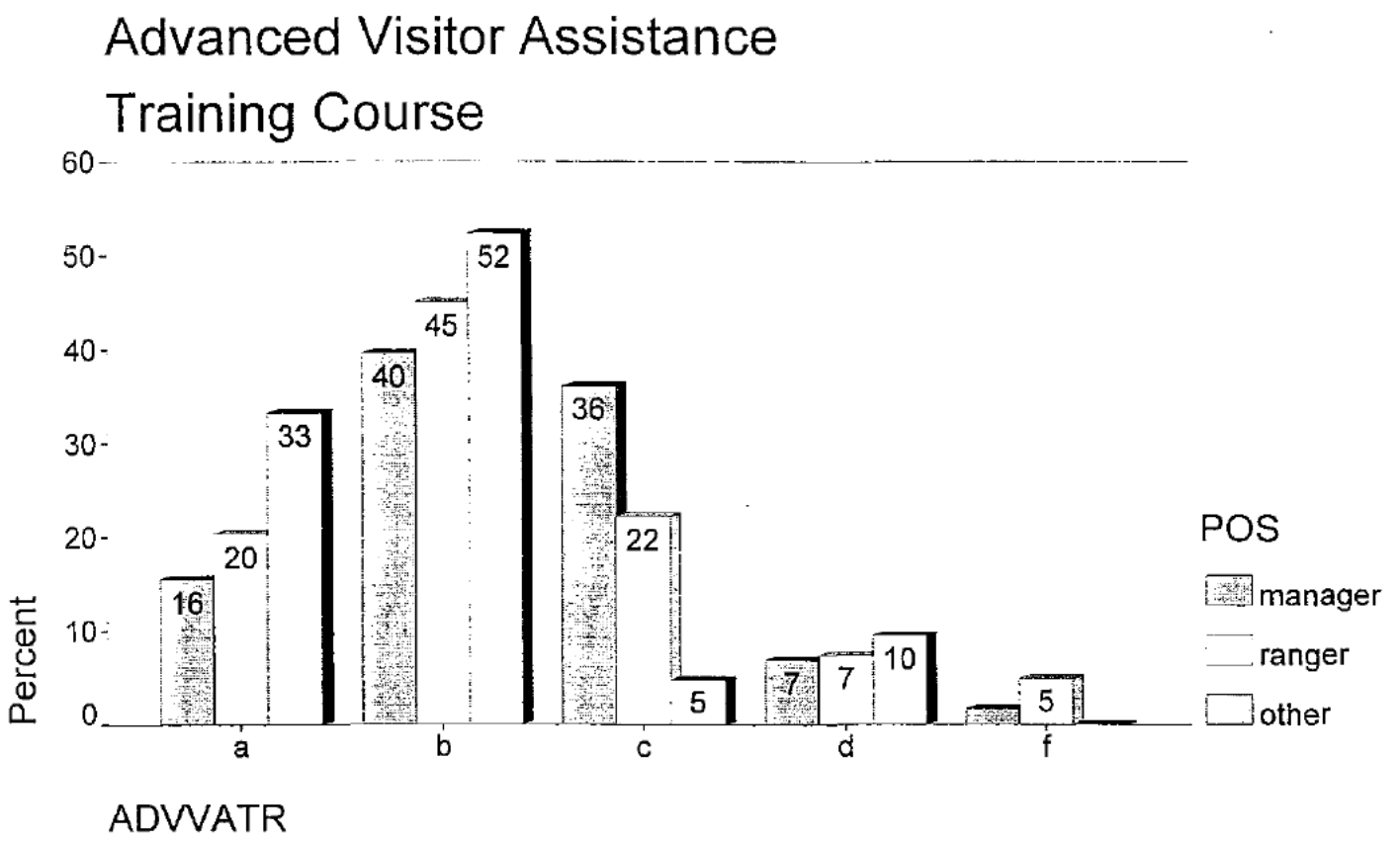
Update

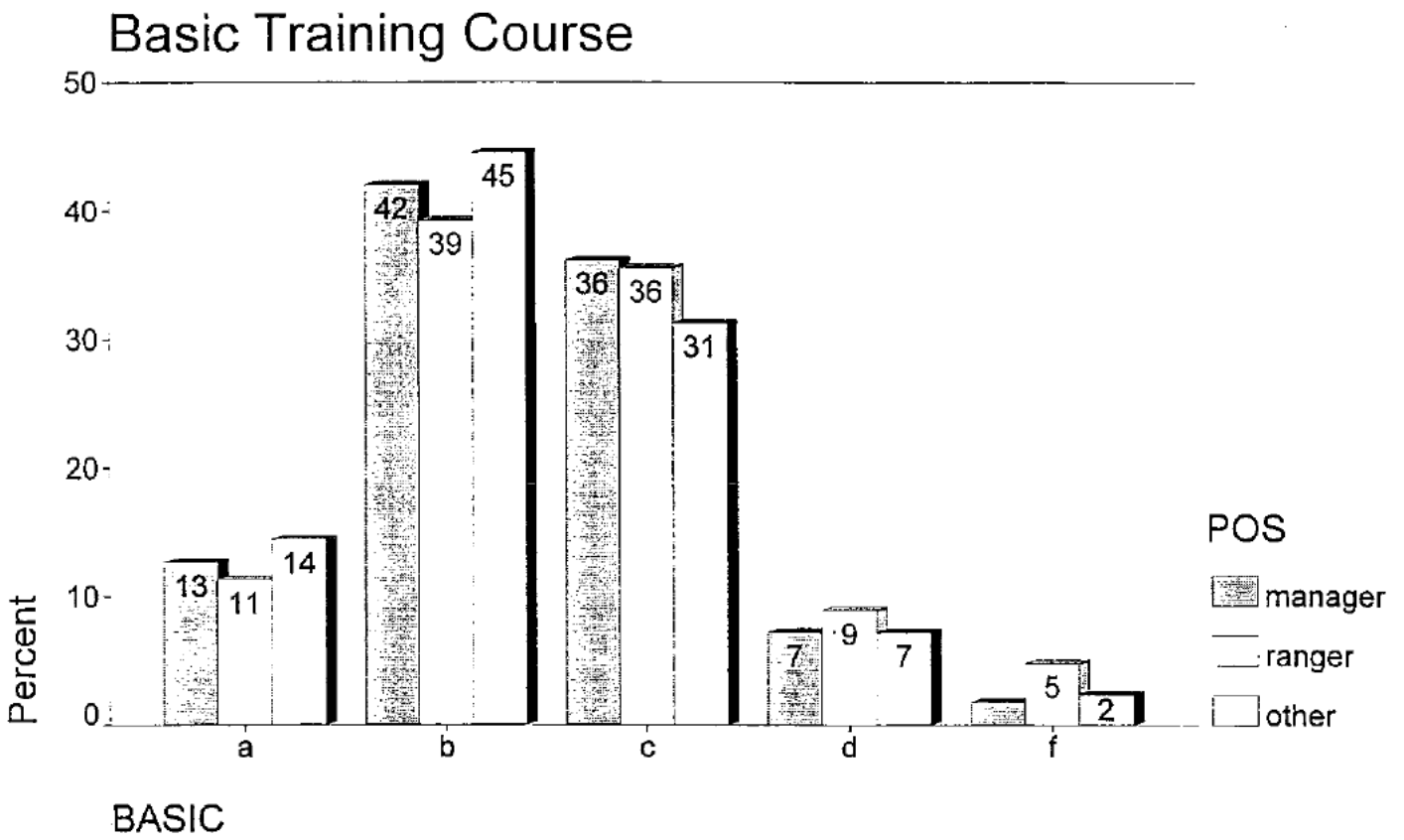
Training Course



UPDATE


Personal Protection
Training Course
50
40
30
20
10
0
Percent
7
26
12
18
23
29
39
23
24
14
12
18
23
16
18
a
b
c
d
f
PERSPROT
POS
manager
ranger
other


Advanced Visitor Assistance
Training Course
60
50
40
30
20
10
0
Percent
16
20
33
40
45
52
36
22
5
7
7
10
5
a
b
c
d
f
ADVVATR
POS
manager
ranger
other


Basic Training Course
50
40
30
20
10
0
Percent
13
11
14
42
39
45
36
36
31
7
9
7
5
2
a
b
c
d
f
BASIC
POS
manager
ranger
other

CHAPTER 8

MANAGEMENT

Management/Field Safety Concerns

A majority of respondents agreed that management is concerned with and listens to safety issues from field personnel. Of the total surveyed population, 81% responded that supervisors did listen to safety concerns while 47% indicated that they believed higher management was concerned about safety issues expressed by field employees. A strong agreement on this issue was exhibited among all population segments (manager, ranger and other).

Support Resources

Responses concerning various support resources was generally positive. Overall, responses concerning staffing was moderate, with a majority of responses falling in the adequate and somewhat adequate categories (31% and 31% respectively). The overall response rate for the inadequate category was 25%. Manager responses were evenly split in each of the adequate, somewhat adequate and inadequate categories at 30% each.

Perceptions of general funding exhibited a similar pattern with a majority of the responses falling in the adequate and somewhat adequate categories (36% and 37% overall). Manager and ranger responses for these categories were similar; for the adequate/somewhat adequate range, 74% of the manager's responses fell in this category compared with 71% of the ranger's responses.

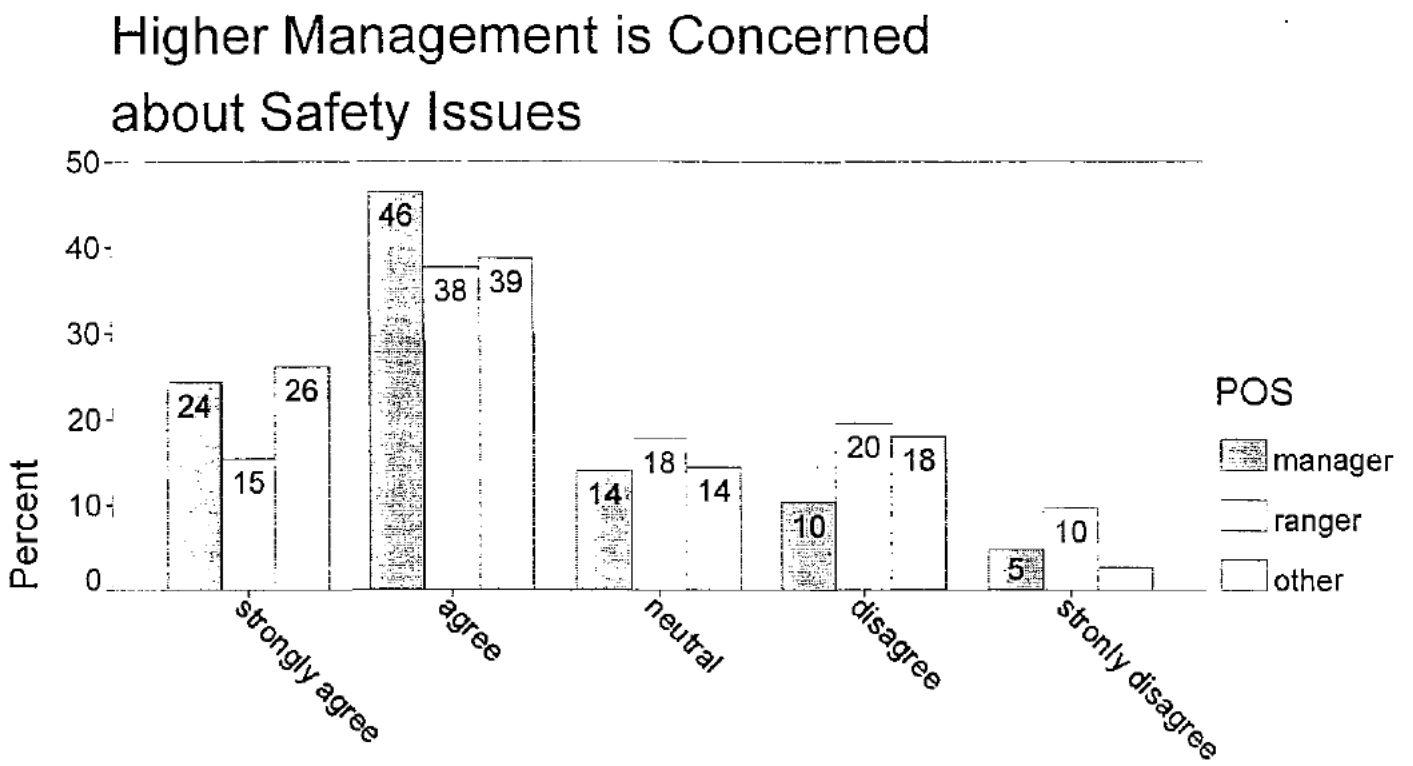
Again, a similar pattern occurred for the facility improvements resource question where the majority of both the manager and ranger responses fell in the adequate/somewhat adequate range (78% for managers and 76% for rangers). Interestingly, both rangers and managers had equal percentages for inadequate ratings (13% each). There was a strong agreement in both population segments.

For policy guidance, 70% of all respondents indicated that they felt guidance was either adequate or somewhat adequate (75% of the managers 68% of the rangers) and that nearly 20% thought that it was inadequate (16% managers and 20% rangers). The majority of responses for maintenance funding fell in the adequate/somewhat adequate range (75% of all responses) with 18% of the respondents stating that maintenance funding was inadequate.

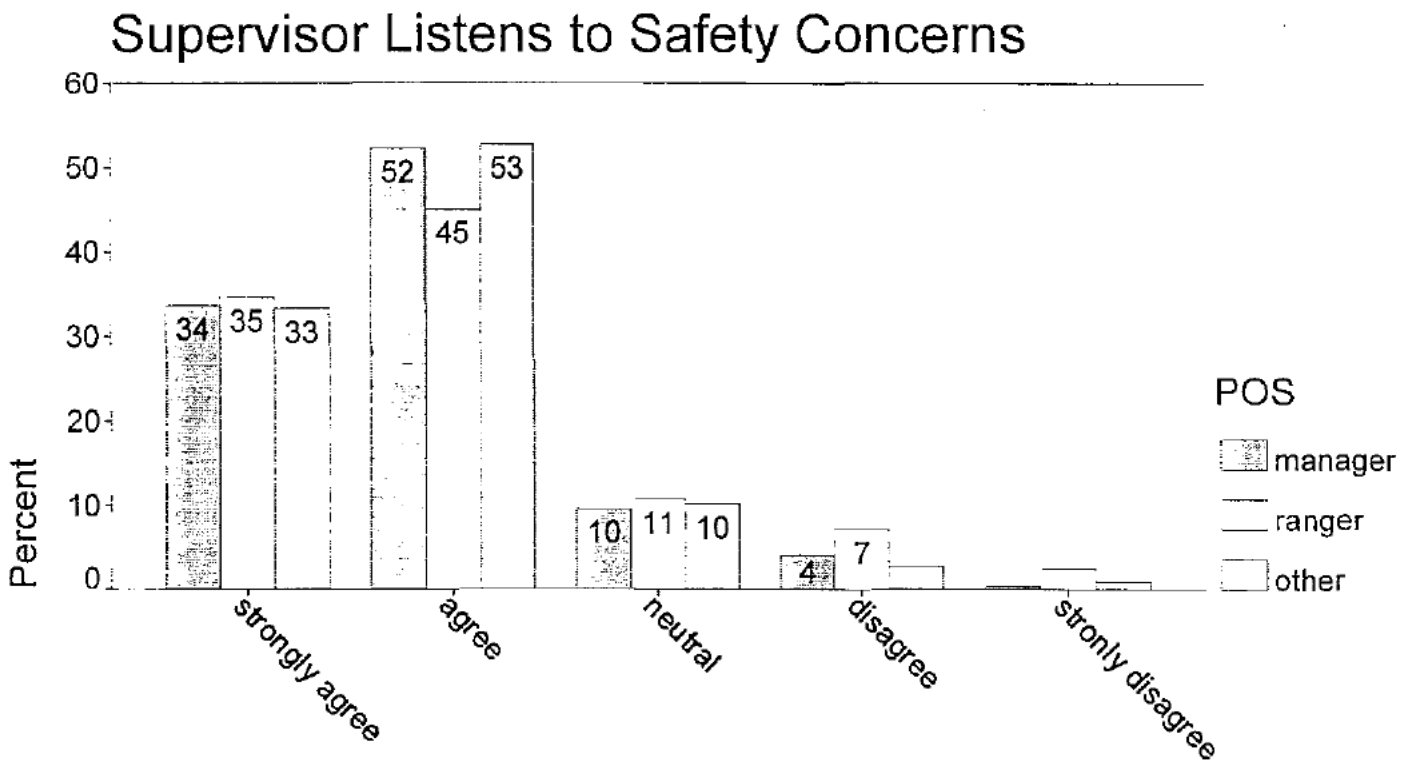
Table 35. Adequacy of Support Resources

Support Resources	VA[6]	A	SA	I	U
Staffing	5	32	32	25	6
Facility Improvements	7	46	32	14	2
Policy Guidance	3	37	34	20	7
General Funding	5	36	37	18	4
General Maintenance	5	41	34	18	2

[6]Symbols represent a Likert Scale ranging from very adequate, adequate, somewhat adequate, inadequate and unsatisfactory.


Higher Management is Concerned about Safety Issues
Percent
50
40
30
20
10
0
24
15
26
46
38
39
14
18
14
10
20
18
5
10
strongly agree
agree
neutral
disagree
stronly disagree
POS
manager
ranger
other

MNGCONC


Supervisor Listens to Safety Concerns
Percent
60
50
40
30
20
10
0
34
35
33
52
45
53
10
11
10
4
7
strongly agree
agree
neutral
disagree
stronly disagree
POS
manager
ranger
other

SUPLIST

CHAPTER 9

SUMMARY OF FINDINGS

[To be included in final report]

Appendix A

Survey Results

Short Answer Questions do not Appear in this Report

SUMMARY OF 1267 FORMS

(1) In your opinion, are visitors informed of the rules and regulations, including restrictions, of Corps projects?

Frequencies (Percents; Counts):

59.27%; 751 Yes	22.89%; 290 No
13.81%; 175 Uncertain	4.03%; 51 No Answer

Statistics: Mean 1.62

(2) Indicate on the scale (1-"John Law" to 5-"Good Guys") how you believe the public views Corps rangers:(circle one)

Frequencies (Percents; Counts):

5.92%; 75 Rated 1	36.46%; 462 Rated 3	5.52%; 70 Rated 5
15.94%; 202 Rated 2	29.52%; 374 Rated 4	6.63%; 84 No Answer

Statistics: Mean 3.14

(3) Class A uniforms portray:

Frequencies (Percents; Counts):

51.93%; 658 Neither	10.97%; 139 Both
20.52%; 260 Visitor Assistance	3.79%; 48 No Answer
12.79%; 162 Law Enforcement	

(4) Class B uniforms portray:

Frequencies (Percents; Counts):

40.65%; 515 Law Enforcement	2.68%; 34 Neither
37.65%; 477 Both	2.60%; 33 No Answer
16.42%; 208 Visitor Assistance	

How do you feel about the following statements:

(5) Vehicles used by NRM personnel are easily identified as Corps vehicles by the visiting public.

Frequencies (Percents; Counts):

19.10%; 242 Strongly Agree	20.28%; 257 Disagree
42.38%; 537 Agree	6.87%; 87 Strongly Disagree
9.79%; 124 Neutral	1.58%; 20 No Answer

Statistics: Mean 2.53

(6) My immediate supervisor listens to safety concerns that I express.

Frequencies (Percents; Counts):

33.94%; 430	Strongly Agree	5.84%; 74	Disagree
46.80%; 593	Agree	1.89%; 24	Strongly Disagree
10.26%; 130	Neutral	1.26%; 16	No Answer

Statistics: Mean 1.94

(7) Higher management is concerned about safety issues that field employees express.

Frequencies (Percents; Counts):

18.63%; 236	Strongly Agree	16.81%; 213	Disagree
39.31%; 498	Agree	7.66%; 97	Strongly Disagree
16.10%; 204	Neutral	1.50%; 19	No Answer

Statistics: Mean 2.55

Listed below are skills and knowledge that might assist NRM personnel in performing their jobs. Please indicate how important having these skills/knowledge are to job performance.

(8) Conflict Management

Frequencies (Percents; Counts):

61.17%; 775	Extremely Important	0.95%; 12	Only a little Important
30.94%; 392	Very Important	0.08%; 1	Not Important
5.68%; 72	Moderately Important	1.18%; 15	No Answer

Statistics: Mean 1.46

(9) Crowd Control

Frequencies (Percents; Counts):

25.26%; 320	Extremely Important	7.10%; 90	Only a little Important
35.83%; 454	Very Important	1.10%; 14	Not Important
29.76%; 377	Moderately Important	0.95%; 12	No Answer

Statistics: Mean 2.22

(10) Personal Protection

Frequencies (Percents; Counts):

55.09%; 698	Extremely Important	2.76%; 35	Only a little Important
28.10%; 356	Very Important	0.16%; 2	Not Important
12.87%; 163	Moderately Important	1.03%; 13	No Answer

Statistics: Mean 1.63

(11) Incident Reporting

Frequencies (Percents; Counts):

25.57%; 324 Extremely Important
44.67%; 566 Very Important
24.47%; 310 Moderately Important
3.71%; 47 Only a little Important
0.39%; 5 Not Important
1.18%; 15 No Answer

Statistics: Mean 2.08

(12) Public Relations

Frequencies (Percents; Counts):
65.51%; 830 Extremely Important
28.73%; 364 Very Important
4.42%; 56 Moderately Important
0.39%; 5 Only a little Important
0.08%; 1 Not Important
0.87%; 11 No Answer

Statistics: Mean 1.39

(13) Defensive Driving

Frequencies (Percents; Counts):
33.15%; 420 Extremely Important
39.78%; 504 Very Important
20.99%; 266 Moderately Important
4.74%; 60 Only a little Important
0.47%; 6 Not Important
0.87%; 11 No Answer

Statistics: Mean 1.99

(14) Title 36 Rules and Regulations

Frequencies (Percents; Counts):
56.67%; 718 Extremely Important
33.62%; 426 Very Important
7.81%; 99 Moderately Important
0.79%; 10 Only a little Important
0.08%; 1 Not Important
1.03%; 13 No Answer

Statistics: Mean 1.52

(15) Water Safety

Frequencies (Percents; Counts):
50.43%; 639 Extremely Important
37.33%; 473 Very Important
9.87%; 125 Moderately Important
1.50%; 19 Only a little Important
0.00%; 0 Not Important
0.87%; 11 No Answer

Statistics: Mean 1.62

(16) First Aid

Frequencies (Percents; Counts):
46.17%; 585 Extremely Important
37.57%; 476 Very Important
13.58%; 172 Moderately Important
1.42%; 18 Only a little Important
0.08%; 1 Not Important
1.18%; 15 No Answer

Statistics: Mean 1.70

(17) Emergency Care/First Responder

Frequencies (Percents; Counts):

38.75%; 491	Extremely Important	4.50%; 57	Only a little Important
34.57%; 438	Very Important	0.71%; 9	Not Important
20.52%; 260	Moderately Important	0.95%; 12	No Answer

Statistics: Mean 1.93

(18) Communication Skills

Frequencies (Percents; Counts):

70.80%; 897	Extremely Important	0.24%; 3	Only a little Important
24.63%; 312	Very Important	0.16%; 2	Not Important
2.60%; 33	Moderately Important	1.58%; 20	No Answer

Statistics: Mean 1.32

If you have taken Headquarters sponsored Visitor Assistance training course(s) specified below, please rate the course "A" (excellent) thru "F" (failing) on the course's coverage of subjects/topics.

(20) Visitor Assistance Basic PROSPECT

Frequencies (Percents; Counts):

10.18%; 129 Rated 1	28.33%; 359 Rated 3	3.24%; 41 Rated 5
33.15%; 420 Rated 2	6.71%; 85 Rated 4	18.39%; 233 No Answer

Statistics: Mean 2.51

(21) Visitor Assistance Update PROSPECT

Frequencies (Percents; Counts):

5.05%; 64 Rated 1	8.60%; 109 Rated 3	1.89%; 24 Rated 5
13.26%; 168 Rated 2	4.34%; 55 Rated 4	66.85%; 847 No Answer

Statistics: Mean 2.54

(22) Are there topics that need to be added to existing Visitor Assistance training courses?

Frequencies (Percents; Counts):

38.99%; 494	Yes	6.16%; 78	No
36.07%; 457	Uncertain	18.78%; 238	No Answer

Statistics: Mean 1.60

(24) Is there a need for additional ranger training courses?

Frequencies (Percents; Counts):

59.43%; 753 Yes	5.92%; 75 No
22.10%; 280 Uncertain	12.55%; 159 No Answer

Statistics: Mean 1.39

If you have taken supplemental Visitor Assistance course(s) specified below, sponsored by your District or Division, please rate the course "A" (excellent) thru "F" (failing) on the course's coverage of subjects/topics.

(26) Advance Visitor Assistance Training

Frequencies (Percents; Counts):

4.03%; 51 Rated 1	4.66%; 59 Rated 3	0.79%; 10 Rated 5
8.60%; 109 Rated 2	1.50%; 19 Rated 4	80.43%; 1019 No Answer

Statistics: Mean 2.31

(27) Refresher Visitor Assistance Training

Frequencies (Percents; Counts):

2.21%; 28 Rated 1	4.66%; 59 Rated 3	0.95%; 12 Rated 5
6.00%; 76 Rated 2	1.26%; 16 Rated 4	84.93%; 1076 No Answer

Statistics: Mean 2.52

(28) Personal Protection

Frequencies (Percents; Counts):

4.34%; 55 Rated 1	5.13%; 65 Rated 3	3.55%; 45 Rated 5
4.58%; 58 Rated 2	2.53%; 32 Rated 4	79.87%; 1012 No Answer

Statistics: Mean 2.82

(29) Does the Corps do an adequate job in selecting the right people to deal with visitors?

Frequencies (Percents; Counts):

36.31%; 460 Yes	28.10%; 356 No
26.91%; 341 Uncertain	8.68%; 110 No Answer

Statistics: Mean 1.91

Listed below is communication equipment that might assist NRM personnel in performing their jobs. Please indicate how important having this equipment is to job performance. (Even if you do not have some items of equipment, indicate how important you think they might be.)

(31) Public Address System

Frequencies (Percents; Counts):

23.76%; 301	Extremely Important	11.21%; 142	Only a little Important
30.31%; 384	Very Important	2.84%; 36	Not Important
30.15%; 382	Moderately Important	1.74%; 22	No Answer

Statistics: Mean 2.38

(32) Pager

Frequencies (Percents; Counts):

5.92%; 75	Extremely Important	24.78%; 314	Only a little Important
11.92%; 151	Very Important	22.57%; 286	Not Important
32.12%; 407	Moderately Important	2.68%; 34	No Answer

Statistics: Mean 3.47

(33) Law Enforcement Communication Link

Frequencies (Percents; Counts):

75.14%; 952	Extremely Important	0.63%; 8	Only a little Important
17.92%; 227	Very Important	0.24%; 3	Not Important
4.81%; 61	Moderately Important	1.26%; 16	No Answer

Statistics: Mean 1.31

(34) Mobile/Vehicle Mounted Radio

Frequencies (Percents; Counts):

83.35%; 1056	Extremely Important	0.39%; 5	Only a little Important
12.08%; 153	Very Important	0.24%; 3	Not Important
2.45%; 31	Moderately Important	1.50%; 19	No Answer

Statistics: Mean 1.19

(35) Scanner

Frequencies (Percents; Counts):

28.89%; 366	Extremely Important	10.10%; 128	Only a little Important
23.84%; 302	Very Important	7.97%; 101	Not Important
27.31%; 346	Moderately Important	1.89%; 24	No Answer

Statistics: Mean 2.43

(36) Portable Radio

Frequencies (Percents; Counts):

71.27%; 903	Extremely Important	1.58%; 20	Only a little Important
20.13%; 255	Very Important	0.39%; 5	Not Important
5.60%; 71	Moderately Important	1.03%; 13	No Answer

Statistics: Mean 1.38

(37) Cellular Telephone

Frequencies (Percents; Counts):

26.20%; 332	Extremely Important	10.89%; 138	Only a little Important
28.18%; 357	Very Important	6.87%; 87	Not Important
26.28%; 333	Moderately Important	1.58%; 20	No Answer

Statistics: Mean 2.43

(38) Telephone Answering Device

Frequencies (Percents; Counts):

10.18%; 129	Extremely Important	21.39%; 271	Only a little Important
20.68%; 262	Very Important	13.89%; 176	Not Important
31.49%; 399	Moderately Important	2.37%; 30	No Answer

Statistics: Mean 3.08

(39) Public Telephone

Frequencies (Percents; Counts):

31.18%; 395	Extremely Important	8.84%; 112	Only a little Important
30.78%; 390	Very Important	3.87%; 49	Not Important
22.81%; 289	Moderately Important	2.53%; 32	No Answer

Statistics: Mean 2.21

How would you rate the adequacy of the support resources, listed below, provided by the Corps:

(41) Staffing

Frequencies (Percents; Counts):

5.21%; 66	Very Adequate	24.63%; 312	Inadequate
31.41%; 398	Adequate	6.00%; 76	Unsatisfactory
31.49%; 399	Somewhat Adequate	1.26%; 16	No Answer

Statistics: Mean 2.95

(42) General funding

Frequencies (Percents; Counts):

4.66%; 59	Very Adequate	17.84%; 226	Inadequate
35.44%; 449	Adequate	4.03%; 51	Unsatisfactory
36.31%; 460	Somewhat Adequate	1.74%; 22	No Answer

Statistics: Mean 2.81

(43) Facility improvements

Frequencies (Percents; Counts):

6.87%; 87 Very Adequate	13.42%; 170 Inadequate
45.30%; 574 Adequate	1.74%; 22 Unsatisfactory
31.10%; 394 Somewhat Adequate	1.58%; 20 No Answer

Statistics: Mean 2.57

(44) General maintenance funding

Frequencies (Percents; Counts):

4.81%; 61 Very Adequate	17.68%; 224 Inadequate
40.25%; 510 Adequate	1.89%; 24 Unsatisfactory
33.39%; 423 Somewhat Adequate	1.97%; 25 No Answer

Statistics: Mean 2.71

(45) Policy guidance

Frequencies (Percents; Counts):

2.60%; 33 Very Adequate	18.94%; 240 Inadequate
35.91%; 455 Adequate	7.26%; 92 Unsatisfactory
32.83%; 416 Somewhat Adequate	2.45%; 31 No Answer

Statistics: Mean 2.92

(46) Contracting assistance

Frequencies (Percents; Counts):

6.00%; 76 Very Adequate	12.39%; 157 Inadequate
41.99%; 532 Adequate	3.79%; 48 Unsatisfactory
33.31%; 422 Somewhat Adequate	2.53%; 32 No Answer

Statistics: Mean 2.65

(47) Office of Counsel assistance

Frequencies (Percents; Counts):

4.10%; 52 Very Adequate	15.86%; 201 Inadequate
36.15%; 458 Adequate	7.66%; 97 Unsatisfactory
32.44%; 411 Somewhat Adequate	3.79%; 48 No Answer

Statistics: Mean 2.86

(48) Law enforcement agreements

Frequencies (Percents; Counts):

15.31%; 194 Very Adequate	11.13%; 141 Inadequate
41.04%; 520 Adequate	5.29%; 67 Unsatisfactory
23.52%; 298 Somewhat Adequate	3.71%; 47 No Answer

Statistics: Mean 2.48

(49) Magistrate

Frequencies (Percents; Counts):

10.58%; 134	Very Adequate	9.23%; 117	Inadequate
42.07%; 533	Adequate	6.95%; 88	Unsatisfactory
26.44%; 335	Somewhat Adequate	4.74%; 60	No Answer

Statistics: Mean 2.58

(50) US Attorney

Frequencies (Percents; Counts):

9.16%; 116	Very Adequate	10.97%; 139	Inadequate
41.44%; 525	Adequate	5.37%; 68	Unsatisfactory
27.31%; 346	Somewhat Adequate	5.76%; 73	No Answer

Statistics: Mean 2.60

To ensure maximum safety at projects, indicate the importance of each of the following factors.

(51) Lighting

Frequencies (Percents; Counts):

46.25%; 586	Extremely Important	1.03%; 13	Only a little Important
40.33%; 511	Very Important	0.32%; 4	Not Important
10.89%; 138	Moderately Important	1.18%; 15	No Answer

Statistics: Mean 1.67

(52) Public phones in developed areas

Frequencies (Percents; Counts):

45.78%; 580	Extremely Important	1.03%; 13	Only a little Important
39.94%; 506	Very Important	0.16%; 2	Not Important
12.15%; 154	Moderately Important	0.95%; 12	No Answer

Statistics: Mean 1.69

(53) Patrol (surveillance)

Frequencies (Percents; Counts):

57.30%; 726	Extremely Important	0.95%; 12	Only a little Important
33.70%; 427	Very Important	0.00%; 0	Not Important
6.95%; 88	Moderately Important	1.10%; 14	No Answer

Statistics: Mean 1.51

(54) Separate day use and overnight areas

Frequencies (Percents; Counts):

40.25%; 510	Extremely Important	3.16%; 40	Only a little Important
37.41%; 474	Very Important	2.13%; 27	Not Important
15.47%; 196	Moderately Important	1.58%; 20	No Answer

Statistics: Mean 1.88

(55) Shrubbery reduction

Frequencies (Percents; Counts):

5.52%; 70	Extremely Important	24.55%; 311	Only a little Important
15.07%; 191	Very Important	13.42%; 170	Not Important
39.07%; 495	Moderately Important	2.37%; 30	No Answer

Statistics: Mean 3.26

(56) Attended entrance stations

Frequencies (Percents; Counts):

37.17%; 471	Extremely Important	5.05%; 64	Only a little Important
36.86%; 467	Very Important	2.76%; 35	Not Important
16.73%; 212	Moderately Important	1.42%; 18	No Answer

Statistics: Mean 1.98

(57) Nightly gate closing at recreation areas

Frequencies (Percents; Counts):

36.78%; 466	Extremely Important	6.63%; 84	Only a little Important
31.73%; 402	Very Important	3.79%; 48	Not Important
19.42%; 246	Moderately Important	1.66%; 21	No Answer

Statistics: Mean 2.07

(58) Clearly designated boundaries of recreational area

Frequencies (Percents; Counts):

24.39%; 309	Extremely Important	11.84%; 150	Only a little Important
34.81%; 441	Very Important	2.84%; 36	Not Important
24.94%; 316	Moderately Important	1.18%; 15	No Answer

Statistics: Mean 2.33

(59) Additional facilities

Frequencies (Percents; Counts):

8.45%; 107	Extremely Important	15.79%; 200	Only a little Important
25.57%; 324	Very Important	4.97%; 63	Not Important
40.49%; 513	Moderately Important	4.74%; 60	No Answer

Statistics: Mean 2.82

(60) Enforce user limit/carrying capacity

Frequencies (Percents; Counts):

23.60%; 299	Extremely Important	7.18%; 91	Only a little Important
38.75%; 491	Very Important	1.97%; 25	Not Important
26.52%; 336	Moderately Important	1.97%; 25	No Answer

Statistics: Mean 2.24

(61) General landscaping

Frequencies (Percents; Counts):

8.45%; 107	Extremely Important	15.71%; 199	Only a little Important
28.65%; 363	Very Important	3.95%; 50	Not Important
41.91%; 531	Moderately Important	1.34%; 17	No Answer

Statistics: Mean 2.78

(62) Fewer entries to recreational areas

Frequencies (Percents; Counts):

26.76%; 339	Extremely Important	8.21%; 104	Only a little Important
35.52%; 450	Very Important	3.47%; 44	Not Important
23.76%; 301	Moderately Important	2.29%; 29	No Answer

Statistics: Mean 2.24

To ensure maximum vehicle/traffic safety at projects, indicate the importance of each of the following modifications.

(64) Road widening

Frequencies (Percents; Counts):

10.97%; 139	Extremely Important	14.21%; 180	Only a little Important
28.73%; 364	Very Important	6.63%; 84	Not Important
38.28%; 485	Moderately Important	1.18%; 15	No Answer

Statistics: Mean 2.77

(65) One-way traffic flow in selected areas of park

Frequencies (Percents; Counts):

17.92%; 227	Extremely Important	7.02%; 89	Only a little Important
41.91%; 531	Very Important	2.29%; 29	Not Important
29.52%; 374	Moderately Important	1.34%; 17	No Answer

Statistics: Mean 2.33

(66) Improved parking area (eg. paving, designated parking areas, railings)

Frequencies (Percents; Counts):

26.99%; 342	Extremely Important	5.45%; 69	Only a little Important
44.12%; 559	Very Important	1.10%; 14	Not Important
21.07%; 267	Moderately Important	1.26%; 16	No Answer

Statistics: Mean 2.08

(67) Project site vehicle limit

Frequencies (Percents; Counts):

20.52%; 260	Extremely Important	9.23%; 117	Only a little Important
35.83%; 454	Very Important	2.37%; 30	Not Important
30.15%; 382	Moderately Important	1.89%; 24	No Answer

Statistics: Mean 2.36

(68) Location and number of entrance roads

Frequencies (Percents; Counts):

31.57%; 400	Extremely Important	4.66%; 59	Only a little Important
40.09%; 508	Very Important	1.42%; 18	Not Important
20.68%; 262	Moderately Important	1.58%; 20	No Answer

Statistics: Mean 2.03

Indicate the importance of the following personal equipment to field NRM personnel:

(70) Alarm/strobe

Frequencies (Percents; Counts):

16.02%; 203	Extremely Important	18.00%; 228	Only a little Important
22.97%; 291	Very Important	14.05%; 178	Not Important
25.65%; 325	Moderately Important	3.31%; 42	No Answer

Statistics: Mean 2.91

(71) Night goggles

Frequencies (Percents; Counts):

5.84%; 74	Extremely Important	24.47%; 310	Only a little Important
10.66%; 135	Very Important	29.76%; 377	Not Important
26.28%; 333	Moderately Important	3.00%; 38	No Answer

Statistics: Mean 3.64

(72) Polaroid camera

Frequencies (Percents; Counts):

39.62%; 502 Extremely Important	3.16%; 40 Only a little Important
38.44%; 487 Very Important	0.79%; 10 Not Important
17.05%; 216 Moderately Important	0.95%; 12 No Answer

Statistics: Mean 1.86

(73) 35mm Camera

Frequencies (Percents; Counts):

30.94%; 392 Extremely Important	3.55%; 45 Only a little Important
39.46%; 500 Very Important	0.95%; 12 Not Important
23.99%; 304 Moderately Important	1.10%; 14 No Answer

Statistics: Mean 2.03

(74) Video Camera

Frequencies (Percents; Counts):

15.71%; 199 Extremely Important	13.34%; 169 Only a little Important
30.15%; 382 Very Important	4.74%; 60 Not Important
34.57%; 438 Moderately Important	1.50%; 19 No Answer

Statistics: Mean 2.61

(75) Vehicle light bars

Frequencies (Percents; Counts):

18.94%; 240 Extremely Important	16.65%; 211 Only a little Important
18.47%; 234 Very Important	22.57%; 286 Not Important
21.39%; 271 Moderately Important	1.97%; 25 No Answer

Statistics: Mean 3.06

(76) Blood Borne Pathogen Protection

Frequencies (Percents; Counts):

60.22%; 763 Extremely Important	3.47%; 44 Only a little Important
24.86%; 315 Very Important	0.95%; 12 Not Important
9.08%; 115 Moderately Important	1.42%; 18 No Answer

Statistics: Mean 1.58

(77) Mace/Pepper spray

Frequencies (Percents; Counts):

29.36%; 372 Extremely Important	12.94%; 164 Only a little Important
20.60%; 261 Very Important	14.52%; 184 Not Important
20.36%; 258 Moderately Important	2.21%; 28 No Answer

Statistics: Mean 2.62

(78) Stungun

Frequencies (Percents; Counts):

11.05%; 140 Extremely Important	16.81%; 213 Only a little Important
10.18%; 129 Very Important	39.94%; 506 Not Important
18.55%; 235 Moderately Important	3.47%; 44 No Answer

Statistics: Mean 3.67

(79) Nightstick

Frequencies (Percents; Counts):

14.44%; 183 Extremely Important	16.10%; 204 Only a little Important
13.50%; 171 Very Important	35.12%; 445 Not Important
18.00%; 228 Moderately Important	2.84%; 36 No Answer

Statistics: Mean 3.45

(80) Handgun

Frequencies (Percents; Counts):

15.94%; 202 Extremely Important	11.84%; 150 Only a little Important
10.66%; 135 Very Important	42.78%; 542 Not Important
15.31%; 194 Moderately Important	3.47%; 44 No Answer

Statistics: Mean 3.57

(81) Bullet Proof Vest

Frequencies (Percents; Counts):

23.36%; 296 Extremely Important	14.29%; 181 Only a little Important
12.79%; 162 Very Important	26.84%; 340 Not Important
20.13%; 255 Moderately Important	2.60%; 33 No Answer

Statistics: Mean 3.09

(83) Is the personal equipment of NRM field personnel sufficient to perform their current duties safely?

Frequencies (Percents; Counts):

32.60%; 413 Yes	41.28%; 523 No
20.52%; 260 Uncertain	5.60%; 71 No Answer

Statistics: Mean 2.09

How do you feel about the following statements:

(84) Prohibition of alcohol at Corps projects would increase overall safety.

Frequencies (Percents; Counts):

40.96%; 519	Strongly Agree	9.47%; 120	Disagree
29.52%; 374	Agree	2.21%; 28	Strongly Disagree
16.34%; 207	Neutral	1.50%; 19	No Answer

Statistics: Mean 2.01

(85) Alcohol should be allowed at Corps parks.

Frequencies (Percents; Counts):

3.95%; 50	Strongly Agree	19.81%; 251	Disagree
24.78%; 314	Agree	19.89%; 252	Strongly Disagree
29.68%; 376	Neutral	1.89%; 24	No Answer

Statistics: Mean 3.27

(86) Collection of the new day use fees places a far greater risk on NRM personnel than prior fee collection practices.

Frequencies (Percents; Counts):

20.52%; 260	Strongly Agree	20.92%; 265	Disagree
29.12%; 369	Agree	5.13%; 65	Strongly Disagree
22.26%; 282	Neutral	2.05%; 26	No Answer

Statistics: Mean 2.60

(87) Using contractors to handle money from recreational areas will increase safety.

Frequencies (Percents; Counts):

8.60%; 109	Strongly Agree	27.07%; 343	Disagree
20.92%; 265	Agree	10.81%; 137	Strongly Disagree
30.47%; 386	Neutral	2.13%; 27	No Answer

Statistics: Mean 3.11

The following modifications should be made to increase gate attendant safety:

(88) Enlarge building space

Frequencies (Percents; Counts):

11.05%; 140	Strongly Agree	19.49%; 247	Disagree
25.02%; 317	Agree	2.29%; 29	Strongly Disagree
38.28%; 485	Neutral	3.87%; 49	No Answer

Statistics: Mean 2.76

(89) Install bullet-proof glass

Frequencies (Percents; Counts):

8.68%; 110	Strongly Agree	27.78%; 352	Disagree
19.65%; 249	Agree	6.00%; 76	Strongly Disagree
34.41%; 436	Neutral	3.47%; 44	No Answer

Statistics: Mean 3.03

(90) Install safes in gate buildings

Frequencies (Percents; Counts):

30.54%; 387	Strongly Agree	6.39%; 81	Disagree
44.04%; 558	Agree	1.26%; 16	Strongly Disagree
14.05%; 178	Neutral	3.71%; 47	No Answer

Statistics: Mean 2.00

(91) Install telephones/radios

Frequencies (Percents; Counts):

62.59%; 793	Strongly Agree	0.39%; 5	Disagree
29.60%; 375	Agree	0.16%; 2	Strongly Disagree
4.03%; 51	Neutral	3.24%; 41	No Answer

Statistics: Mean 1.41

(92) Install surveillance cameras

Frequencies (Percents; Counts):

16.26%; 206	Strongly Agree	14.29%; 181	Disagree
30.78%; 390	Agree	3.79%; 48	Strongly Disagree
31.73%; 402	Neutral	3.16%; 40	No Answer

Statistics: Mean 2.57

The following practices will be effective in increasing gate attendant safety:

(93) Frequent pick-up of collected fees

Frequencies (Percents; Counts):

39.07%; 495	Strongly Agree	4.26%; 54	Disagree
44.04%; 558	Agree	0.55%; 7	Strongly Disagree
9.00%; 114	Neutral	3.08%; 39	No Answer

Statistics: Mean 1.79

(94) Gate attendant uniforms

Frequencies (Percents; Counts):

18.15%; 230	Strongly Agree	11.44%; 145	Disagree
39.78%; 504	Agree	2.21%; 28	Strongly Disagree
25.34%; 321	Neutral	3.08%; 39	No Answer

Statistics: Mean 2.38

(95) Increased operating hours

Frequencies (Percents; Counts):

5.21%; 66 Strongly Agree	28.02%; 355 Disagree
13.81%; 175 Agree	4.34%; 55 Strongly Disagree
44.83%; 568 Neutral	3.79%; 48 No Answer

Statistics: Mean 3.13

(96) Reduced operating hours

Frequencies (Percents; Counts):

5.29%; 67 Strongly Agree	22.81%; 289 Disagree
14.60%; 185 Agree	5.13%; 65 Strongly Disagree
48.07%; 609 Neutral	4.10%; 52 No Answer

Statistics: Mean 3.08

NOTE: Questions 97 thru 142 are project specific. It is important for you to have field experience at a specific Corps project within the last three years in order to answer these questions. If you do not have knowledge of a Corps project go onto question 143 at this time.

(97) Currently, at your particular Corps project, is a Visitor Assistance program in place?

Frequencies (Percents; Counts):

82.00%; 1039 Yes	4.18%; 53 No
4.74%; 60 Uncertain	9.08%; 115 No Answer

Statistics: Mean 1.14

(98) Is there a functioning public relations plan at your project?

Frequencies (Percents; Counts):

47.51%; 602 Yes	23.13%; 293 No
19.65%; 249 Uncertain	9.71%; 123 No Answer

Statistics: Mean 1.73

(99) How would you characterize the general level of visitor safety at your project?

Frequencies (Percents; Counts):

14.76%; 187 Excellent	20.44%; 259 Fair	2.37%; 30 Unacceptable
49.57%; 628 Good	4.81%; 61 Poor	8.05%; 102 No Answer

Statistics: Mean 2.24

(100) Would you say that the general level of visitor safety at your project is:

Frequencies (Percents; Counts):

19.97%; 253	Increasing	38.12%; 483	Staying the Same
34.10%; 432	Decreasing	7.81%; 99	No Answer

Statistics: Mean 2.20

(101) How would you characterize your current level of personal safety at your project?

Frequencies (Percents; Counts):

5.60%; 71	Excellent	22.89%; 290	Fair	7.97%; 101	No Answer
21.63%; 274	Very Good	10.81%; 137	Poor		
25.73%; 326	Good	5.37%; 68	Unacceptable		

Statistics: Mean 3.30

(102) Would you say that your level of personal safety at your project is:

Frequencies (Percents; Counts):

12.47%; 158	Increasing	37.81%; 479	Staying the Same
41.59%; 527	Decreasing	8.13%; 103	No Answer

Statistics: Mean 2.28

(104) Generally, do you have problems contacting law enforcement agencies when safety concerns arise?

Frequencies (Percents; Counts):

26.68%; 338	Yes	2.29%; 29	Not applicable
61.40%; 778	No	9.63%; 122	No Answer

Statistics: Mean 1.73

(105) If yes, how often.

Frequencies (Percents; Counts):

5.13%; 65	very often	18.55%; 235	occassionally	4.58%; 58	not applicable
10.02%; 127	often	2.45%; 31	never	59.27%; 751	No Answer

Statistics: Mean 2.79

(107) Do you have problems getting National Crime Information Center (NCIC) data from law enforcement agencies?

Frequencies (Percents; Counts):

27.31%; 346	Yes	23.60%; 299	Not applicable
35.36%; 448	No	13.73%; 174	No Answer

Statistics: Mean 1.96

(108) Do you have a law enforcement agreement at your project? (if you answer no, please go onto question 112)

Frequencies (Percents; Counts):

72.69%; 921 Yes	15.94%; 202 No
2.53%; 32 Uncertain	8.84%; 112 No Answer

Statistics: Mean 1.38

(109) Is the service/assistance you receive from your agreement adequate?

Frequencies (Percents; Counts):

48.30%; 612 Yes	15.86%; 201 No
10.26%; 130 Uncertain	25.57%; 324 No Answer

Statistics: Mean 1.56

(110) Does your agreement result in a shorter response time on calls for assistance?

Frequencies (Percents; Counts):

45.70%; 579 Yes	13.73%; 174 No
15.31%; 194 Uncertain	25.26%; 320 No Answer

Statistics: Mean 1.57

(111) Do you believe visitors to your project feel safer as a result of the law enforcement agreement?

Frequencies (Percents; Counts):

52.01%; 659 Yes	8.52%; 108 No
13.73%; 174 Uncertain	25.73%; 326 No Answer

Statistics: Mean 1.41

(113) What is the approximate number of alcohol-related incidents (traffic, boating, disorderly behavior, assaults, etc.) for the last three years that you have been directly involved with at your project.

Frequencies (Percents; Counts):

9.16%; 116 0	17.21%; 218 11-20	10.18%; 129 No Answer
38.04%; 482 1-10	25.41%; 322 More than 20	

Statistics: Mean 2.66

(114) In the last three years, how many incidents are you aware of where a visitor was physically or verbally abused or threatened by another visitor at your project?

Frequencies (Percents; Counts):

4.66%; 59 0	16.34%; 207 11-20	9.79%; 124 No Answer
50.75%; 643 1-10	18.47%; 234 More than 20	

Statistics: Mean 2.54

In your experience, how important were the following factors in contributing to these incidents in question 114.

(115) Overcrowding

Frequencies (Percents; Counts):

16.50%; 209	Extremely Important	10.89%; 138	Only a little Important
24.70%; 313	Very Important	11.52%; 146	Not Important
23.20%; 294	Moderately Important	13.18%; 167	No Answer

Statistics: Mean 2.73

(116) Alcohol

Frequencies (Percents; Counts):

46.72%; 592	Extremely Important	2.53%; 32	Only a little Important
27.55%; 349	Very Important	1.34%; 17	Not Important
9.79%; 124	Moderately Important	12.08%; 153	No Answer

Statistics: Mean 1.68

(117) Drugs

Frequencies (Percents; Counts):

23.84%; 302	Extremely Important	9.71%; 123	Only a little Important
24.23%; 307	Very Important	9.87%; 125	Not Important
17.92%; 227	Moderately Important	14.44%; 183	No Answer

Statistics: Mean 2.50

(118) Gang activity

Frequencies (Percents; Counts):

5.92%; 75	Extremely Important	19.26%; 244	Only a little Important
8.37%; 106	Very Important	36.62%; 464	Not Important
16.57%; 210	Moderately Important	13.26%; 168	No Answer

Statistics: Mean 3.83

(119) Mistaking you for a law enforcement official

Frequencies (Percents; Counts):

11.60%; 147	Extremely Important	13.89%; 176	Only a little Important
14.13%; 179	Very Important	28.18%; 357	Not Important
17.05%; 216	Moderately Important	15.15%; 192	No Answer

Statistics: Mean 3.39

(120) Ethnic Differences

Frequencies (Percents; Counts):

6.16%; 78	Extremely Important	21.39%; 271	Only a little Important
12.71%; 161	Very Important	28.81%; 365	Not Important
18.71%; 237	Moderately Important	12.23%; 155	No Answer

Statistics: Mean 3.62

(121) Language Differences

Frequencies (Percents; Counts):

3.47%; 44	Extremely Important	21.07%; 267	Only a little Important
6.08%; 77	Very Important	41.83%; 530	Not Important
15.00%; 190	Moderately Important	12.55%; 159	No Answer

Statistics: Mean 4.05

(122) Isolation of Site

Frequencies (Percents; Counts):

10.18%; 129	Extremely Important	16.81%; 213	Only a little Important
19.73%; 250	Very Important	20.84%; 264	Not Important
19.97%; 253	Moderately Important	12.47%; 158	No Answer

Statistics: Mean 3.21

(123) Conflicting Activities

Frequencies (Percents; Counts):

12.79%; 162	Extremely Important	12.79%; 162	Only a little Important
25.49%; 323	Very Important	11.21%; 142	Not Important
25.26%; 320	Moderately Important	12.47%; 158	No Answer

Statistics: Mean 2.82

(124) Personality of Visitor(s) involved

Frequencies (Percents; Counts):

29.36%; 372	Extremely Important	4.34%; 55	Only a little Important
36.78%; 466	Very Important	2.37%; 30	Not Important
15.39%; 195	Moderately Important	11.76%; 149	No Answer

Statistics: Mean 2.02

(125) Failure of ranger to control the situation

Frequencies (Percents; Counts):

5.76%; 73	Extremely Important	22.26%; 282	Only a little Important
9.47%; 120	Very Important	32.60%; 413	Not Important

16.89%; 214 Moderately Important
13.02%; 165 No Answer

Statistics: Mean 3.76

(127) Please specify the number of verbal abuse/assault(s) against you, within the last three years, by a visitor in the course of your official duties?

Frequencies (Percents; Counts):

16.81%; 213 0	9.00%; 114 11-20	8.84%; 112 No Answer
57.06%; 723 1-10	8.29%; 105 More than 20	

Statistics: Mean 2.10

(128) Please specify the number of physical threat(s) against you, within the last three years, by a visitor in the course of your official duties?

Frequencies (Percents; Counts):

50.59%; 641 0	3.00%; 38 11-20	8.76%; 111 No Answer
36.70%; 465 1-10	0.95%; 12 More than 20	

Statistics: Mean 1.50

(129) Please specify the number of physical assault(s) against you, within the last three years, by a visitor in the course of your official duties?

Frequencies (Percents; Counts):

82.64%; 1047 0	0.16%; 2 More than 20
7.89%; 100 1-10	9.08%; 115 No Answer
0.24%; 3 11-20	

Statistics: Mean 1.10

In your experience, how important were the following factors in contributing to these situation(s) in questions 127-129:

(130) Overcrowding

Frequencies (Percents; Counts):

11.21%; 142 Extremely Important	11.37%; 144 Only a little Important
17.60%; 223 Very Important	23.84%; 302 Not Important
18.47%; 234 Moderately Important	17.52%; 222 No Answer

Statistics: Mean 3.23

(131) Alcohol

Frequencies (Percents; Counts):

39.62%; 502 Extremely Important	3.95%; 50 Only a little Important
23.44%; 297 Very Important	7.26%; 92 Not Important
8.37%; 106 Moderately Important	17.36%; 220 No Answer

Statistics: Mean 1.98

(132) Drugs

Frequencies (Percents; Counts):

21.70%; 275	Extremely Important	9.08%; 115	Only a little Important
17.52%; 222	Very Important	19.42%; 246	Not Important
13.89%; 176	Moderately Important	18.39%; 233	No Answer

Statistics: Mean 2.84

(133) Lack of Ranger Skills/Training

Frequencies (Percents; Counts):

6.47%; 82	Extremely Important	18.00%; 228	Only a little Important
11.92%; 151	Very Important	29.28%; 371	Not Important
16.26%; 206	Moderately Important	18.07%; 229	No Answer

Statistics: Mean 3.63

(134) Gang activity

Frequencies (Percents; Counts):

3.87%; 49	Extremely Important	15.55%; 197	Only a little Important
4.74%; 60	Very Important	46.17%; 585	Not Important
11.68%; 148	Moderately Important	18.00%; 228	No Answer

Statistics: Mean 4.16

(135) Mistaking you for a law enforcement officer

Frequencies (Percents; Counts):

12.63%; 160	Extremely Important	11.76%; 149	Only a little Important
14.52%; 184	Very Important	29.20%; 370	Not Important
13.58%; 172	Moderately Important	18.31%; 232	No Answer

Statistics: Mean 3.37

(136) Ethnic Differences

Frequencies (Percents; Counts):

3.24%; 41	Extremely Important	16.18%; 205	Only a little Important
5.92%; 75	Very Important	43.96%; 557	Not Important
13.02%; 165	Moderately Important	17.68%; 224	No Answer

Statistics: Mean 4.11

(137) Language Differences

Frequencies (Percents; Counts):

2.05%; 26	Extremely Important	14.13%; 179	Only a little Important
4.10%; 52	Very Important	50.36%; 638	Not Important
11.37%; 144	Moderately Important	18.00%; 228	No Answer

Statistics: Mean 4.30

(138) Isolation of Site

Frequencies (Percents; Counts):

9.47%; 120	Extremely Important	13.02%; 165	Only a little Important
15.07%; 191	Very Important	29.36%; 372	Not Important
15.07%; 191	Moderately Important	18.00%; 228	No Answer

Statistics: Mean 3.46

(139) Conflicting Activities

Frequencies (Percents; Counts):

9.39%; 119	Extremely Important	11.05%; 140	Only a little Important
19.49%; 247	Very Important	20.21%; 256	Not Important
21.63%; 274	Moderately Important	18.23%; 231	No Answer

Statistics: Mean 3.16

(140) Personality of visitor(s) invovled

Frequencies (Percents; Counts):

29.99%; 380	Extremely Important	4.18%; 53	Only a little Important
28.33%; 359	Very Important	6.71%; 85	Not Important
13.26%; 168	Moderately Important	17.52%; 222	No Answer

Statistics: Mean 2.14

(141) Failure of ranger to control the situation

Frequencies (Percents; Counts):

4.26%; 54	Extremely Important	18.39%; 233	Only a little Important
7.18%; 91	Very Important	38.20%; 484	Not Important
13.65%; 173	Moderately Important	18.31%; 232	No Answer

Statistics: Mean 3.97

BIOGRAPHICAL INFORMATION

(143) Your gender:

Frequencies (Percents; Counts):

81.29%; 1030 male	16.81%; 213 female	1.89%; 24 No Answer

(144) What is your age?

Frequencies (Percents; Counts):

0.32%;	4 under 20	18.71%;	237 36 to 40	4.18%;	53 over 55
6.39%;	81 20 to 25	18.47%;	234 41 to 45	3.55%;	45 No Answer
11.60%;	147 26 to 30	15.86%;	201 46 to 50		
13.73%;	174 31 to 35	7.18%;	91 51 to 55		

Statistics: Mean 5.32

(145) Your ethnic background:

Frequencies (Percents; Counts):

89.90%;	1139 Caucasian	0.71%;	9 Latino (of Hispanic decen
2.37%;	30 African American (of Afri	0.32%;	4 Asian
2.13%;	27 Native American	2.45%;	31 No Answer
2.13%;	27 Other		

Other answers: Answers over 40 characters are verbatim, not counted.
[3] AMERICAN ... [2] EUROPEAN AMERICAN ... [2] GERMAN AMERICAN ... Federal employee ... 34CELMS ... SPANISH NOT LATINO ... 3CESAS ... HISPANIC-CAUCASIAN ... ALSATIAN ... ?SURIS IMMIGRANT? ... BLACK AMERICAN INDIAN ... WESTERN EUROPEAN ... EUROF-AMERICAN ... WHITE AMERICAN OF AMERICAN DECENT ... (NOT SPECIFIED) ... NATIVE AMERICAN AND CAUCASIAN ... (NOT STATED) ... AMERICAN (MAYBE HE MEANS AMERICIAN INDIAN) ... WHITE ... 4 ... ??NOT REPORTED

(146) You are employed at:

Frequencies (Percents; Counts):

87.06%;	1103 Project	1.58%;	20 Division office
7.42%;	94 District office	0.63%;	8 HQUSACE
1.74%;	22 Other	1.58%;	20 No Answer

Other answers: Answers over 40 characters are verbatim, not counted.
[7] area office ... [3] FIELD OFFICE ... AREA RANGER ... SAVDIS ... FIELD OFFICE; 160 MILES FROM PROJECT OFFICE ... MISSISSIPPI RIVER FIELD STATION ... FIELD STATION ... PROJECT FIELD OFFICE ... RESIDENCE OFFICE. ... AREA OFFICE. ... (NOT A FAIR QUESTION) ... LAKE FIELD OFFICE ... LAKE OFFICE ... ONE PERSON OFF. FOR SATELLITE PROJ OF A LARGER PROJ RPRT'G TO DISTRICT.

(148) Please specify your position.

Frequencies (Percents; Counts):

66.38%;	841 Ranger	9.08%;	115 Other
21.39%;	271 Manager	3.16%;	40 No Answer

Other answers: Answers over 40 characters are verbatim, not counted.
[7] forester ... [7] BIOLOGIST ... [6] Outdoor Recreation Planner ... [6] OUTDOOR REC

PLANNER ... [4] WILDLIFE BIOLOGIST ... [3] CHIEF RANGER ... [3] SUPERVISORY PARK RANGER ... [3] BRANCH CHIEF ... [2] ASST MGR/CHIEF RANGER ... [2] RECREATION PLANNER ... [2] CONSERVATION RANGER ... [2] NATURAL RESOURCE RANGER ... STAFF OFFICER ... ODP ... FISHERIES BIOLOGIST ... AREA MANAGER ... COOP ... DIST. OFFICE ... ENVIRONMENTAL SPECIALIST ... CHIEF RECREATION ... OUTDOOD REC PLANNER ... VACILITY NAMAGER ... OUTDOOR PLANNER ... OUTDOOR REC PLANNER, ACTING RESOURCE MGR ... OPERATION PROJECT MGR ... REC PLANNER ... CH, NAT RES MGMT BR ... 111 ... FISH AND WILDLIFE SPECIALIST ... ENGINEER ... ENV. SPEC. ... FORESTER DIV-NRM & ECC & REGULATORY ... DISTRICT OFFICE STAFF ... SUP PK RANGER ... ODUTDOOR REC PLANNER ... PROGRAM MGR ... SUPERVISING RANGER ... ORP ... PLANNER ... SUPERVISORY RANGER ... ENVIRONMENTAL PROTECTION SPECIALIST RANGER ... FORESTRY TECH ... SUPV.D RANGER ... ASST DIVISION CHIEF ... CONSERVATION BIOLOGIST ... ADM ... PROGRAM MANAGER ... OFFICE, STUDENT AID ... FORESTR/ ENCROACHMENT OFFICER. ... OUTDOOR RECATION PLANNER.1 ... RECREATION PLANNER. ... DISTRICT OFFICER FIELD SUPPORT. ... BIOLGIST .. . OUTDORS RECREATION PLANNER. ... DIVISION OFFICE STAFF ... CONSERVATION SPECIALIST ... STUDENT RANGER ... ENVIRAMENTAL BIOLOGIST ... WILDLIFE BIOLOHIST ... OUTDOOR REC. PLANNER ... LOCK OPPERATOR ... LOCK & DAM MAX & SHIFT LEADER ... CHIEF ... DISTRIC HORTICULTURIST ... SUPERVISOR RANGER ... OPM ... REC. PLANNER ... 4 ... LANDSCAPE ARCHITECT ... NATURAL RESOURCE SPECIALIST (FORESTER) ... BRANCH CHEIF ... STEP - PARK RANGER ... STEP PARK RANGER ... DIVISION LEVEL ... ONE PERSON OFF. TWO SMALL PROJECTS (TOTAL 1100 ACRES) MAINTAIN DAM ALSO. ... ASST. PARK MANAGER ... ASSISTAN MGR/CHIEF RANGER ... FORESTER W/CITATION AUTHORITY ... LOCK OPERATOR ... OUTDOOR REC.PLNR ... 1

(149) Do you have citation authority?

Frequencies (Percents; Counts):

87.37%; 1107 yes	9.47%; 120 no	3.16%; 40 No Answer

Statistics: Mean 1.10

(150) Do you wear the Class B Park Ranger uniform?

Frequencies (Percents; Counts):

79.56%; 1008 yes	16.02%; 203 no	4.42%; 56 No Answer

Statistics: Mean 1.17

(151) Have you had field experience at a Corps project within the last three years?

Frequencies (Percents; Counts):

89.58%; 1135 yes	6.63%; 84 no	3.79%; 48 No Answer

Statistics: Mean 1.07

(152) Are you a supervisor or a team leader?

Frequencies (Percents; Counts):

53.35%; 676 Neither	16.10%; 204 Team leader
24.78%; 314 Supervisor	5.76%; 73 No Answer

(153) What grade is your current position?

Frequencies (Percents; Counts):

21.86%; 277 GS 4-7	1.18%; 15 GS/GM 14-15	4.58%; 58 No Answer
57.30%; 726 GS 9-11	0.32%; 4 SES	
14.05%; 178 GS/GM 12-13	0.71%; 9 OTHER	

Statistics: Mean 1.98

(154) How long have you been in your current position? (in years)

Frequencies (Percents; Counts):

5.37%; 68 Less than 1 year	10.02%; 127 11 to 15 years
44.99%; 570 1 to 5 years	9.31%; 118 More than 15 years
25.26%; 320 6 to 10 years	5.05%; 64 No Answer

Statistics: Mean 2.71

(155) How long have you worked for the Corps? (in years)

Frequencies (Percents; Counts):

0.95%; 12 Less than 1 year	15.79%; 200 11 to 15 years
19.26%; 244 1 to 5 years	39.07%; 495 More than 15 years
20.92%; 265 6 to 10 years	4.03%; 51 No Answer

Statistics: Mean 3.76

Appendix B

Table of Requested Equipment

TABLE OF REQUESTED EQUIPMENT IN RESPONSE TO QUESTION 92

Equipment Requested	Number of Requests	% of Total Requests
None	8	2
Flashlight/Spotlight	73	20
Binoculars	18	5
Handcuffs	13	4
Radar	7	6
Gun	23	6
Portable Radio	21	6
First Aid Kit	7	2
P. A. System	3	1
Protective Clothing	45	12
Training Courses	22	6
Better Vehicles	17	5
Better Footwear	6	2
Rescue Equipment	17	4
Mace/Pepper Spray	5	1
Better Uniforms	6	2
Dogs	3	1
UV Sunglasses	3	1
Partner	5	1
Helmet	3	1
Vehicle Alley Lights	8	2
Baton	2	1
Tape Recorder	3	1
Cellular Phone	3	1
Walkie-Talkie	2	1
Laptop Computer	2	1
ASP	3	1
Other	20	6

The following is a list of requests grouped under the other category:

Firefighting gear

Better vehicle identification

Video Monitoring

Bullhorn

Flares

Dogleash

Wheel locks for vehicles

Insect Repellant

Throwbag

Tranquilizer gun

Personal alarms

Bullet-proof vehicle windows

NCIC Database

Num-chuks

Appendix C

Compilation of Responses for "further thoughts"

000007 CEORH-OR-FRL

We should be organized along the lines of the National Park Service, with law enforcement and interpretative rangers. Each project should be staffed with at least two law enforcement rangers. Law enforcement should be issued a distinctive uniform and marked vehicles.

I do not understand the negative feelings HQ apparently has for law enforcement. What are "they" afraid of? FLETC would be glad to train our LEN people.

000008 CEORP-OR-RL-X

A Corps ranger will be hurt badly or killed before too long because we present the image of law enforcement without any of the tools. They (the public) already realize that they don't have to pay our citations and nothing will happen. I have seen too many situations where simple encounters escalate into law enforcement situations and backup isn't always available or adequate. Sometimes these situations happen too fast to turn around and walk away as management dictates. Our staffing keeps going down while the risk keeps going up. We get no respect from the public because when we have a problem the first thing we do is yell for help. The public isn't stupid and certain segments of it will use this to their advantage. I feel confident in my abilities, but I don't feel safe.

000009 CENAB

Ranger safety/visitor safety are often sacrificed for local rules and regulations made by managers who place little or no value on staff/visitor input. Safety is more than a "wait until something happens" philosophy.

000018 CEORP

If we are going to continue Historic Ranger duties at Corps projects, we need additional FTE. With the loss of FTE, we are having a great loss of service to the public.

000019 CEORH-OR-MKW

At this time, it is my opinion that a Corps Ranger has enough "authority" to get themselves into a bad situation but not enough to get them out of a situation. I think that the Corps Rangers are best suited to address the visitor assistance needs of their project's visitors. A Corps Ranger may be a wildlife technician or interpreter one day and on boat patrol or campground patrol the next. Because the Corps Ranger has varied work experience from day to day, they have the best understanding of visitors and are most familiar with the many different uses and concerns of visitors at a project. This type of varied work experience allows a Corps Ranger many opportunities to provide visitor assistance in a variety of methods besides writing warnings or citations, as well as an opportunity to receive feedback from visitors.

From my experience, law enforcement contracts work only when they are used as a backup for Corps Rangers. It would be nice if a Corps Ranger had sufficient training and authority that they did not need police backup. I feel that some contracted law enforcement often times have a different (high profile) approach to visitor assistance. If the Corps is truly concerned in promoting a quality, family-oriented recreational opportunity to its visitors, Park Rangers are the most effective means of accomplishing that goal. Instead of spending money on law enforcement contracts, why not train Rangers to carry out the duties of the contracted police? This would be costly at first, but, in the long run, it would pay off in visitor safety and satisfaction.

Currently, Corps Rangers wear a uniform, badge, and hat that many people view as the uniform of a "real" (State Police, Sheriff, State Wildlife Conservation officers) law enforcement person. When it really comes down to it, Corps Rangers use this as a bluff when enforcing rules and regulations. I am amazed that more violators have not called the Corps' bluff. Many of the visitors I have had dealings with know that the best way to beat a Federal citation issued by a Corps Ranger is to do nothing. People know that Federal Marshals are not going to hunt them down for a $15 to $50 citation. I suggest, at the very least, increasing the collateral forfeiture to be a more significant penalty for a violation. Currently, the fine for any given violation does not even come close to paying the administrative cost associated with the issuance of a citation. This is not considering the number of violations that go to court. I think the public views our fines as a joke.

000023 CESAW-CORJ

I have been shot at on two different occasions. A drunk tried to run me down with a jeep while I was closing a camp area at 11:00 p.m. at night. It makes me wonder if the job was worth it at that time. We need training to deal with this kind of conflict.

000025 CENAB

The Corps visitor assistance philosophy in ER 1130-2-420 is not supported by the park manager. He advocates the strenuous enforcement approach, whereby we issue violation notices and not warnings. The 3:1 ratio is not important.

All Rangers should be proficient in wildfire suppression and able to safely lead a firecrew.

000028 CENAB

Having worked for 8 years as a law enforcement officer for the NPS, it is my opinion that Corps Rangers are expected to do the same job but have woefully inadequate "tools" to do the job; i.e., personal protective equipment, as a minimum mace and handcuffs. It is a tense situation when you cannot defend yourself. The Corps is "behind the eight ball" and is in the position the NPS was in many years ago. The NPS realized that a law enforcement changed was needed, and they enacted one. What we have in the Corps is the willingness to hand over Rangers as "scapegoats" or "sacrifices." The question is how many assaults or deaths will be required before the change arrives?

000029 CEORH

In Kentucky (my state), court systems are beginning to hold Government personnel (especially those authorized to arrest) responsible if they come up on intoxicated individuals and do not take appropriate action to protect the individual (and others with them) from their own future actions; i.e., if a drunk individual gets in a car accident and kills himself or others. As Park Rangers, WE CANNOT AVOID coming up on these situations, and we need more training on how to handle them if other law enforcement agencies with arrest powers do not respond to our request for assistance at the site.

000031

My decision to work for the Corps of Engineers was based largely on the Visitor Assistance Program. My educational experience is in criminal justice and law enforcement. I decided that I didn't want to work in mainstream law enforcement, so the Corps approach to visitor assistance was exactly what I was looking for. I have heard a lot of discussion about the program and the controversy of carrying weapons. Most of the Corps rangers I know have natural science backgrounds and have little or no experience with actual law enforcement. I personally feel the current program is effective but I realize that projects in largely populated areas deal with problems that rural projects don't face.

000033 CEORP

Again, based on my experiences at four flood control projects in the Pittsburgh District, I'm convinced that an enforced alcohol ban has a more positive effect on safety than any other factor. I am basing this not only on my experiences, but also on what I have heard from Rangers who worked in this District prior to the ban. I feel that carrying a handgun would jeopardize my safety. Someone could take it away from me and use it on me. Also, I'm more likely to be mistaken for a threat to someone's freedom by carrying a handgun. Someone whose freedom is in jeopardy might injure me to keep me from locking them away, thinking that I'm present to arrest them when, in fact, I only want to inform them that their dog needs to be on a leash.

000034 CENAP

I believe that the basic Corps policy on Ranger activities is a good policy--it has worked! I believe the Ranger uniform is good. It does give visibility to the public, who look for the uniform when there is a problem. However, Corps vehicles should be marked better, even if it requires a lightbar, as the visibility is a definite deterrent to unwanted and criminal behavior. As to the weapons policy, perhaps some lakes in high-problem areas need to have some Rangers equipped with and trained in use of a weapon. But I don't think this is necessary at all lakes.

Training: We cram too much in 5 days at the Visitor Assistance Course. It may be wise to lengthen the course to 8 training days.

000035 CENAB-OPF-R

Most problems are related to social change. Authority is no longer respected by a large segment of the using public (youth and young adults). The citation program is still somewhat effective; however, the U.S. Attorneys have little choice other than to dismiss if the violator elects not to show at a hearing. How do you fix it? Don't think that programs that put guns on Rangers' hips will be beneficial to the agency unless we get enough manpower to have separate units.

000040 CEORL

Let field-level Rangers be more directly involved in decisions that affect them.

000041 CESAW-CO-RJ

The Wilmington District is wasting thousands of dollars cross-training people who don't need it.

Corps personnel need to stop misleading the public at hearings, etc., about horseback riding on Corps lands.

The NRMR at the Wilmington District is wasting taxpayers' dollars. It needs to be eliminated.

000052 CELMK

We could not line up a contractor to empty our user fee vaults at a price that would not make the program go "in the hole." Need help with this situation.

000056 (No code given)

Whenever a Ranger puts on the badge and uniform and begins to enforce law, that Ranger is a LAW ENFORCEMENT OFFICER. It is ridiculous to consider Rangers anything else. The Corps should follow the lead of the NPS and have commissioned officers (at least one) at every field project. This would involve a comprehensive training program at FLETC. This would produce a Ranger who is equipped with personal protective equipment, as well as the knowledge to apply self-defense tactics. It would also produce a Ranger who is capable of handling situations such as DUI, BUI, PI, assaults, speeding, and reckless driving immediately, as opposed to calling the Sheriff's Department and hoping they will be able to respond. This way of doing business is not conducive to VISITOR SAFETY. Many situations need to be handled immediately to prevent the violator from hurting himself or other visitors. Taxpayers are paying me $20+ an hour--let's give them their money's worth!

000057 CEORH-OR-ECT

Rangers dress, look, and act like law enforcement personnel. Yet they lack this authority. I would like to see one of two things: (1) either grant law enforcement authority similar to Park Service, Forest Service, BLM, etc.; or (2) make our uniforms more like a Class "C": green jeans, ballcap, soft badge, etc. We have been very fortunate in the remote locations at projects. There have been very few assaults or deaths against the Ranger force.

Projects also lack sufficient Ranger personnel to patrol for adequate visitor safety and natural resource protection.

I think the Corps Ranger does an unbelievable job with visitor assistance. We are asked to wear all kinds of hats: docent, rescue personnel, environmental steward, contract specialist, safety specialist, security guard, etc. And yes, we are uniformed law enforcement specialists. We enforce Title 36 and issue citations. Most of the collateral is in the form of small summary offenses, but we do issue mandatory appearances. We are arresting people. However, this is not the only area where visitor and Ranger safety is lacking. Sure it puts us in confrontational situations, but simply walking into a restroom where a domestic situation is occurring can do the same. We wear a uniform and, under the definition of the Color of Law, we are law enforcement officers. When the person who is being abused in the domestic that is occurring in the restroom you just walked into see you, they think they have found help. Wrong--hopefully we can get out of there without the aggressor venting his anger on us. Then we will call for local law enforcement, who may not show for quite some time. Can better law enforcement contracts fix this? No--our visitors look to us to provide this service. We provide rescue services until local EMS can arrive, but we're directed not to do anything for civil problems. I should clarify that. According to ER 1130-2-420, we do nothing. Rangers, unfortunately, are people who have conscience. So we act, and hopefully everything goes our way. I must admit that so far, we have been lucky. I also have to admit that I really don't want to be a cop. I'm a Park Ranger. Unfortunately, being a Park Ranger means doing law enforcement. I want to be able to provide the visitor with a safe environment to recreate at. Today's visitors are more aggressive and seem to get agitated easier. Items such as mace, nightsticks, stun-guns, handguns, and bulletproof vests all go together. They are simply the tools of the trade. The public already assumes we have them. We don't need to change our duties--just add the tools. The Park Service, Forest Service, and most state and local parks are providing their visitors with Rangers that can protect them if called upon to do so. When is the Corps going to get with the program? If we are not concerned with our visitors, then we should be concerned for ourself. I'm sure that this issue is very important to all Rangers who are active in visitor assistance. Of course, the thing that is most important to all of us is the fact that we have a job. If taking the next step means we will lose a space, I'm not sure it is worth it. But to have a space created by a Ranger losing his/her life in the field is totally unacceptable. This is a difficult issue. It's one that has been faced by all the other agencies. Let's not re-create the wheel. The system is in place just to jump on the wagon. In the end, wouldn't it be cost-effective to train Rangers and do away with most of the law enforcement contracts? At our project, the amount that has been spent in the last 10 years on our contracts greatly exceeds what it would have cost to send our Rangers to appropriate training and to equip them. Either way, I'm happy to see that this issue is being examined. Its time has come.

000060 CEORL

Overall, Corps Rangers enjoy a great deal of safety "positives" at our project and in our geographic location. Day-use fees and taking away the "free" campground may cause problems in the future, but the scale to which "safety" (i.e., personal safety and general public personal safety) would be compromised would still remain low (compared to elsewhere in the country). We are not complaining either.

000061 CENED-OD

The new law saying all rec areas with beaches need to charge. Before the laws are written, please take into consideration how projects are different. We have one entrance into our park, with the beach approximately three-fourths of a mile away. Implementation of beach use only (with charge of $) is absurd. Enforcing this rule is going to be next to impossible. There should be a rule in the law with exceptions to allow us to comply with the law. We will have some people paying, others that will lie and say they are not using the beach, but will, which gets very confusing for other park visitors who have paid to see that others have not. There will be a lot of finger-pointing between visitors and, once again, Park Rangers caught in the middle being the "bad guy." People in higher-up positions are supposed to be in charge and know so much. How can they make these laws without consideration of field offices' input? I get the feeling this is all "political," without consideration of what happens after the fact. Sometimes I wonder how something this easy can become so difficult. I am in favor of fees but at our project, a fee for everyone at the front gate would be great. It could comply with the new law and generate funds, more than just beach use alone. I like working for the Corps very much. I just wish a simple problem could be solved with a simple solution.

000064 CESPK

I love being a Park Ranger. My strong, interpretive background and "street sense"/common sense have been invaluable in handling "conflict" situations.

I do not want to carry guns. Our law enforcement agreement is excellent, and the Sheriffs have responded and taken action immediately when needed.

I want to be more effective in assisting the public when their boat breaks down (i.e., towing), when they have vehicle trouble (i.e., charge the battery), and when someone is lost (search and rescue skills).

In addition, counseling should be in place for Rangers who are on the scene for major medical calls and suicide incidents for post-traumatic counseling.

000067 CESWL

The Corps needs its own identity. We look like we are working for the National Park Service in the vehicles we drive and the uniforms we wear.

The people that make the rules and write the regulations need to get out in the field to see what is going on out there in the world.

000071 CESAW

Animal (dog) bites are possibilities for shoreline management and campground patrol. Mace would be helpful for this. I've never felt truly in danger, even when being "verbally abused." I would not use mace on a person, I don't think. But I was cornered by a pitbull, and it scared me badly. Not attacked, though. We have excellent backup from Sheriffs and game wardens, but we have had occasions where they needed to be in three places at once, in a very large county. Additional money for law enforcement contracts would help.

000076 CESWA

The Corps must understand that there must be as much emphasis on Ranger safety as there is on construction safety.

Job Hazard Analysis should be developed for Ranger positions.

Developing law enforcement Ranger positions should be considered and evaluated. These would be different from our visitor assistance people we presently have. These would be separate job series.

Need for more Rangers.

000077 MRK

An effective law enforcement assistance program will go a long way towards ensuring visitor and Ranger safety. Additional safety awareness for project Rangers would also be desirable.

A bigger problem is our continuing emphasis on declining FTE numbers and management's failure to support adequate numbers of summer support staff. Our biggest loss has been our inability to hire back our experienced summer techs (some of which had citation training and 8 to 10 years of experience).

Without this support, we will have little choice except to continue to restrict hours of use by the public to match our existing manpower.

000079 CESWF

I wish that management would give the Rangers credit for being intelligent, able people with good judgment, as most of us are, rather than thinking that the minute we get weapons, we will turn into a force of psychocops with heavy artillery. Also, whenever anyone above the field office level comes out to see "what the Rangers do," it is always 8:00 a.m. Monday morning in December. Get real! Come out on the 4th of July at 9:00 p.m. when the fireworks are going off, people are cranky and it is 110°, the parks are beyond crowded, and you've been at it since 10:00 a.m.--then make your opinions.

000081 CEORP

The Corps needs to decide on whether to do law enforcement/visitor assistance or not. We wear a badge and supposedly enforce Title 36, yet we have no real authority backing us up. We need to either commit to law enforcement and do it right or get out completely and contract it out.

000082 CEORP-OR-RC-C

Law enforcement patrols and agreements are beneficial and should be incorporated. Additional training in self-defense and possible additional protective equipment should be issued. A legal way to detain/stop violators could be pursued.

000083 CENED

Only that I would really, REALLY, REALLY hate to see Corps Rangers begin carrying firearms, an issue that I understand has once again come up. I truly believe that armed Rangers, even when not confronting a visitor, tend--by virtue of the fact they are armed--to create a more hostile environment where incidents involving violence are more likely to occur.

000086 CEORP

For the versatile job criteria and expectation of Rangers that demands us to be knowledgeable in some many areas and deal with so many different situations, our grade levels or pay should be higher.

Also, lifeguards on beaches would help control drownings and relieve Rangers to do more important work rather than watching and babysitting swimmers.

000089 (No Code Given)

I have no method of identifying violators by a license number. County dispatchers will not perform a registration check without a signed agreement, available only to "law enforcement" agencies.

000090 ORHSAO

There remains a critical need to reduce paperwork and free visitor assistance personnel to perform visitor assistance duties.

000092 CEORH

Increased involvement in local natural disasters and haz-mat activities should be encouraged for several reasons, i.e., project safety, community involvement, correct information of incident, etc.

000097 CELMK

I do not believe that Corps Rangers should be armed at our projects. Most of our projects are in rural locations with relatively few serious incidents annually.

00100 CESWF

Perhaps we could specify duties for Rangers interested in Title 36 enforcement and specify resource management duties for Rangers who are not interested in Title 36 enforcement.

Rangers who are interested in visitor assistance/Title 36 would perform it more safely than someone who is interested primarily in resource management.

000102 CESPK-SL

As an agency, we really need to relook our position on visitor assistance. The attitude of "users" (not visitors) has changed dramatically over the years. A badge is now, in many cases, not something to respect but something to be subjected to abuse. I do not feel that we need to arm (gun) our Rangers, but we definitely need to give them the peace officer training that will enable them to effectively assist contract law enforcement officers in non-life-threatening situations and to more effectively prepare them to size up situations before they get caught up in the "junk pile."

000103 CEORP

t may be worth considering training Rangers who are specifically working law enforcement (like the National Park Service does), especially in light of the fact that some projects have no law enforcement contract or minimal backup. As much as possible, a two-Ranger patrol should be used. (During the week, we usually only have one Ranger on patrol.) We need better communication links (radio and phone) with police! And possibly better personal protection devices (uncertain on this point--I got out of an NPS law enforcement position because I didn't sign on to be a cop). I do feel that with the increase of crime, drugs, guns, and gang activity, we're just waiting (unprepared) for an incident to take place, and a Ranger or visitor is going to get hurt or, worse, killed. I feel very vulnerable in my job sometimes.

000104 CEORP-OR-RB-S

Downsizing within the Corps (personnel numbers) while maintaining or attempting to maintain the same mission level has resulted in lowered morale at the project level.

000105 CENPW-OP-GG

Corps Rangers need the option to wear soft body armor as safety equipment.

Corps Rangers ARE law enforcement personnel, because they wear a BADGE and have Ti 36 to ENFORCE! Give us the power to do our job! This is not the 1960's, when mom and pop d the kids could go out for a picnic and not worry about thieves, drugs, rapists, mental cases, etc. c., etc. The REAL WORLD is that we deal with all of the above visitors at our Corps projects! Help!

000108 LMV-SL

COE VA program has to be looked at regionally and, in some instances, project by project.

Solutions to localized problems should be just that. A broad brush is usually not necessary.

Three elements where there is nationwide weakness are (1) number of personnel (FTE shortages); (2) training, training, training--most critical need; and (3) contract dollars for law enforcement agreements have not kept pace with price increases and increased visitation and problems. This is causing a problem in some areas. Sheriffs are becoming less reluctant to renew.

000110 MRO

The old argument for Corps Rangers not carrying guns was British bobbies don't carry guns. British bobbies have carried guns for about 5 years now, since a female bobby was shot and killed. Other state and Federal agencies shake their heads and laugh when they see we enforce regulations but we carry no weapons. How many Rangers need to get killed before we start?

000112 CESWT

Let's get "on" or get "off." If we don't want law enforcement, let's say so and contract out that activity, and remove it from Ranger responsibilities. Rangers have a tough time grasping for an identity. We either need to copy Forest Service, Fish and Wildlife, or National Park Service, or make a giant decision and decide what we want and go for it. At any rate, it's time to "walk" the "talk."

000115 CESWF-OD

Being a Ranger is a dangerous job. Hazardous or dangerous situations are not always evident. The public deserves more protection than a law enforcement contract a few months of the year. They need quicker response time than 30 minutes to 3 hours. So do Rangers.

Our Rangers are 95 percent college grads. Probably only 25 percent of police officers have a degree. Our people, or some of them, could be qualified. Most all others in the recreation business have found it necessary to provide their own law enforcement. Are we that much smarter than they are, or are we much dumber?

000118 SWT-OD

Your question #2 is misleading. While many park visitors can tell the difference of the Corps Rangers by dress, they are unaware that Corps Rangers are unarmed and cannot arrest visitors.

Rangers do a good job as visitor assistors. However, the public perception is that Rangers have the same authority as other law enforcement officers, not that they behave like them.

000124 CESAS

I think the uniform gives the impression of a law enforcement officer, and the majority of the visiting public assume that we have full enforcement authority, training, and personal protection equipment that goes along with law enforcement. Ranger safety would be greatly enhanced if we didn't portray this image by changing to a different uniform.

000130 CONW

Upper management is very self-serving here. They seem to want to make themselves look good at almost any costs. A lot of bad talk is going around amongst the Rangers. The public is extremely upset with the Corps and its policies at Lake Wappapello. Our park manager even had his house shot up. This is a very low crime area, so the Corps is somehow handling public relations poorly. I fear that with tensions as high as they are--mixed with the new user fees, a hot summer, and alcohol--this place could go up like a powder keg.

000131 CELMS-CO-B

It's getting to the point where I think we should have a law enforcement department similar to the Park Service, BLM, Fish and Wildlife, etc.

000132 (No code given)

For the last 15 years, the Corps of Engineers has asked some of the same questions. Maybe this time we will all get the answers, and I hope safety to everyone is the major concern, not law enforcement. Overall, the COE does an outstanding job, but please put these issues to rest one way or the other. However, it would be interesting to see the responses to these questions nationwide as a learning tool!

000134 CEORN-JPPR

The fact that we wear a uniform and badge, write tickets, give warnings, take people to court and testify against them, and have them arrested by other law enforcement officers just might give the public the idea that we are part-time law enforcement officers. Title 36 is law.

If it walks like a duck, swims like a duck, flies like a duck, sounds like a duck, and looks like a duck, it must be a duck.

000135 CENED

Times are changing, and I feel that our approach to law enforcement should change too. I think more emphasis should be placed on individual safety and personal protection. I believe in arming one's self, only for protection. I feel more Rangers are needed for patrol duties and higher visibility.

000137 CEMRK-OF-HL

I do not feel that we have adequate protection from hepatitis B and HIV.

000139 CEORP

I received this survey on 21 March 1995, and it was due on 20 March 1995!

000140 CEORH-OR-YBC

COE is continuously adding new programs without field input and having the program reviewed at project level. So many (Army and management) that tell us what to do and how to do it, without ever working at that position. They don't know what they are doing to the field and act as if they don't care. You cannot run a public project like a military base--dumb thinking!

000141 ORHSUM

As our society continues to degrade and crime rises/gang activity, etc., we will have to change our strategy in dealing with the public. HQ can no longer sit back in their isolated offices in Washington and ask us to deal with destructive individuals and have no tools for the job. "Ward off blows and retreat," as taught in OCE Visitor Assistance Course, is a joke. If you are doing visitor assistance, despite your very best efforts, you may very well find yourself in a dangerous situation. We must at least take the position of training personnel from certain locations and then issuing them defensive weapons such as mace and a nightstick.

000142 CESAW

I think the Corps should follow the example of all other Federal agencies involved in similar park management authority and stop trying to "reinvent the wheel" or "stand alone" as some unique entity from the rest of such agencies. All have followed similar evolutionary paths. The end has been the same: increased "law enforcement authority." Sooner or later, the sands of time uncover such artifacts.

000144 CEMRO-OP-OA

I received this questionnaire on 20 March 1995. Rather short time to return by 24 March 1995.

I have worked in three districts at project level. People problems were much greater at the other projects than at my current duty station.

000147 CELM-CO-S

The wearing of the Corps uniform should be regarded in the same fashion as any other uniform under the Department of the Army, and one's appearance should reflect that attitude. This includes the physical appearance of the Ranger.

000148 CEORN

I'm strongly against arming Rangers or managers or going with a strong law enforcement posture.

000149 CELMK-OD-OO

The use of temporary Rangers (without firearms) to booster our high visibility during heavy visitation periods is of paramount importance to the safety of the Rangers, to the safety of the visitor, and to the good images of the Corps, especially as it pertains to the (illegible) of the Corps.

Also, contracting the pickup of day-use fee money is very important for the safety of the Ranger.

000150 CEORP

Cutting the number of FTEs/"fenced" FTEs is creating unsafe conditions. We can't provide enough patrols to ensure visitor safety, and our own safety conditions are becoming worse. We can't get LLECAs. More FTE reductions will result in more incidents!

000151 CENAB

Glad to see that the Corps (thanks to SWD) has realized that things are changing out here, and there is a need to reevaluate the way we do business.

When one of us dies, it is too late to ask if more help, equipment, training, or support were needed.

We can't lose sight of the safety of our visitors. What can we do for them if we can't care for ourselves?

000152 GLFO

It is fairly obvious that gangs, kids, and drug dealers run this project, not us. What I would like to know is this: how many Rangers need to get hurt or killed before somebody wakes up to the fact that we are in a very dangerous situation that is not going to get better?

We need to take back the project from the undesirables that come here with any means available.

000155 CEORP

If Corps Rangers are going to be placed in a position that requires enforcing laws/regulations (we are), we should be properly trained as law enforcement officers. "Asking" for compliance, for identification, etc., in conflicts or situations of Title 36 violations is a joke. We should either stay out of the enforcement business totally or be prepared to do it professionally. Those Rangers that are willing to be trained should have that option. We are often placed in extremely hazardous situations due to the nature of our projects, and to have no defensive weapons at our disposal is ludicrous.

000164 CESAS-OPTL

What happened to the Ranger professional series?

The Ranger COOP program needs to be reorganized. COOPs are placed noncompetitively in 5-7-9 positions, which shuts out experienced Rangers in 5, 6, and 7 slots. They don't even get a chance to apply when this occurs. This needs to be looked at nationwide.

Rangers need more training in the proper use of radio equipment.

000168 CESWF

More attention should be given to Ranger response, as they deal with situations in the parks on a daily basis.

000169 CESWT

The Corps needs to strongly look at splitting the recreation/resource sections into two different jobs. One group would be resource managers that would handle planning, park layout, construction inspection, agricultural, docks, marinas, wildlife management, etc. The other group would be police officers that would handle law enforcement duties. This group would be mostly seasonal with a limited full-time staff.

Of course, the uniforms for the two types of jobs would need to be vastly different.

000175 CESWT

U.S. Army Corps of Engineer Rangers are perceived by most of the visiting public as law enforcement officers. They believe we have a gun--if not on our person, in our trucks. They expect us to assist in any situation that requires a law enforcement officer. They don't understand our enforcement and training limitations. We often find ourselves in potentially dangerous situations regularly, and too late to back out. We need the proper training and means to defend ourselves to the greatest extent possible.

000177 CEN/R

FITNESS OF RANGERS or any employees should be of major concern, but especially RANGERS.

000179 (No code given)

Public relations should be a higher priority with the COE, and respect within the agency for those who take care of that function is critical. This respect can only come from examples set by leaders making VA and PR priorities and demonstrating that through placing high-quality people in those shops.

000181 CELMS-CO-W

Reference question (5): At one time, it was to be Corps visitor assistance vehicles were green. In the last 2 years or so, we have gone back to GSA vehicles of varying colors. Personally, I like the GSA vehicle system, but it is harder for the visitor/public to identify Corps vehicles from other public agencies in the area.

000185 CESWD

When I was hired on in 1972, I did so thinking within 5 years, we would have to be trained (police/ law enforcement) and armed with complete arrest authority. Conditions did and do warrant the need. OCE doesn't want the headache and/or doesn't give a damn. Cold, unemotional statistics showing the need is what the Provose Marshal says we lack. That is due to the quality of Ranger personnel we employ. However, I feel like the poorly equipped intersection, waiting for enough deaths due to accidents before I get a traffic light. I fear losing the ability to protect public land more than I do injury to my person! Please don't strip what effectiveness we do have by changing our uniforms and trucks. Don't fear an armed civilian corps in the Department of Defense. If you didn't already have the highest quality personnel out in the field, with the potential for harm we operate in, the injury and death statistics would be overwhelming!

Let us protect our public land and visiting public as only an experienced Ranger Corps can. A Corps with a high percentage of seasoned (10 to 20 years) men and women to lead the younger, professional, well-educated, sincere men and women you employ.

We have operated for 3 years without an ORI. We are quiet for fear of our brother and sister Rangers losing their ability to use it. If detected, they too may not be allowed to continue. PLEASE get a universal ability for us to use the NCIC/state telecommunication systems.

000187 MRK

Training similar to that offered at police academies but tailored to the unique situation Corps Rangers face is needed. For instance, skills in dealing with large groups and drunks, and how to approach suspect vehicles would prove helpful. All permanent, temporary, and seasonal VAP personnel should attend. Periodic refresher courses would be nice.

However, I would oppose making Corps Rangers into law enforcement officers. The Corps can do more to protect its Rangers, short of making them police. I have no desire to be armed, to arrest, to pursue. But I do want to increase my awareness in dealing with angry, intoxicated, or unpredictable customers.

000191 CESPK

- Mandatory dual patrol between dusk and dawn.
- Hire law enforcement Rangers with peace officer commission for each park. These Rangers would do night and weekend patrols, armed with handguns.
- Provide optional self-defense weapons for all Rangers: OC spray, bulletproof vest, bulletproof PFD, baton, diewitness.
- Carry shotguns in vehicles.
- All COE vehicles should be green with logo.
- Replace lightbars and alley lights on vehicles.
- Require boat operator's license for visitors.
- Do more detailed background checks for all new hires.
- Allow Rangers to carry concealed weapons with permit.
- Pay Marshals to serve all Corps warrants.
- Contract law enforcement security 24 hours during recreation season.

000192 CEMRO-OP-LP-N

Rangers are perceived as law enforcement by the public and cooperating local agencies. We let them (both groups) down when we can't assist as needed because of lack of authority; we must back out of the situation or wait for law enforcement assistance, while the perpetrators get away. It doesn't take long for repeat offenders/problem-makers to learn about our inability to detain them. This is visually apparent because we carry no self-protection devices.

Rangers need to be trained in conflict management because we either enter an existing conflict, or, when we enforce, we create a conflict. Secondly, we need to be able to protect ourselves in the event of violence. As I get older, I can't run away as fast as I could before.

000193 CO-A

The Corps, in general, needs to become a full law enforcement agency, or get out altogether. The people who make the rules do not understand the potential danger that exists. It is my belief that someone is going to get seriously injured or even killed because of improper training and lack of equipment for self-protection.

THIS IS A VERY IMPORTANT POINT, AND MANY PEOPLE AGREE WITH THIS STATEMENT: WE, AS AN ORGANIZATION, NEED TO TAKE STEPS FORWARD, NOT BACKWARDS!

000194 ORD-N-CHE

We do not need sidearms as much as we need more formal training on how to take care of problems. At present, we do not have the training we need. Title 36 needs to be updated and added to. It may have been okay in the early 1970's, but today we have much more going on.

000195 LMK-OD-OO

If a law enforcement image/status is being considered, it needs to be all or none. Either a Ranger needs to completely stay out of a hazardous situation, or get into it and control it by virtue of being armed, having arrest authority, etc.

Granted, Rangers have occasionally had bad situations envelop them; however, training to date has allowed them to extricate themselves.

000198 CESPL

Concerned about personal safety, as a woman who visits field sites. Occasionally, these site visits are to remote areas of dam projects. As a former USNPS Ranger, I had a shotgun and law enforcement radio for backup, but as an ORP in street clothes, I do not feel safe going to some areas alone, even during daylight hours. We have had suicides and bodies left in our parks, which are leased out to local park agencies (county, city, etc.).

000199 CEORP

Times are changing, and the public is changing. The small percentage of visitors who either intentionally or unintentionally cause problems at our projects are more and more willing to settle differences or defy authority with threats of violence. The Corps Ranger needs to change also. The public sees the Corps Ranger in uniform with a badge and expects not only the traditional visitor assistance services, but expects those Rangers to provide safety, security, and protection. Corps Rangers are the first responder in most situations at Corps projects. We have to be trained to handle <u>all</u> situations and not be tied down with outdated policy and procedures that do not reflect the real world. If we are not law enforcement personnel, why dress us like we are? The public expects more from us then our training provides.

000201 CENCR

I would like to see contract law enforcement handle more of the visitor conflict situations.

With limited staff and lots of administrative programs Rangers are handling, law enforcement should not be one of the duties. We are only able to do half a job (not do the job at 100-percent level), and that's dangerous!

000204 OF-HI

I don't feel the need to be "armed" at present, but would like Corps Rangers to have more authority (detain, etc.) in stopping violations. Sending Rangers out at night alone is ridiculous to today's world, but a gun sometimes invites a problem just by wearing it.

000206 GLFO

We have lost control of our projects to drug/alcohol users, vandalism, and reckless drivers. Families are afraid to visit many recreation areas due to rowdy groups. We urgently need at least one Corps representative with full arrest authority on each shift. I am very concerned about innocent people being killed or injured, because Rangers cannot stop and detain drunk drivers. High speeds and reckless drivers are a serious problem. Local Sheriffs are not allowed to use radar equipment due to state law.

000207 CELMK-OD-GG

Our agency is the only Federal land management agency lacking its own law enforcement arm. The Visitor Assistance Program was not designed to handle the problems we are now being confronted with; i.e., homicides, rapes, robberies, drugs, and gangs. The Corps policy of backing off and denying any problems has allowed criminal elements to chase away our desirable family groups and replace them with organized gangs of thugs. Our policy is insane to spend millions of dollars to provide recreational areas for thugs and then say we are powerless to do anything about these problems. These are our areas, and these are our problems. Our law enforcement cooperative agreements are a waste, as local Sheriffs take our money and give us nothing in return. Many areas are unsafe for Park Rangers to patrol. How many Park Rangers must be needlessly injured or killed before someone at least gives them the authority and equipment to protect themselves?

000208 CELMK-OD-OD

The Visitor Assistance Program has worked. When I started in 1972, we had no idea of our authorities, and Rangers were ill-equipped for the law enforcement approach many took. I am not aware of any Ranger assaults in this District in years. I recommend inexpensive training in communications and conflict management, from 1- to 2-day short courses given all over the country at nearby locations. I do not recommend any training that will give Rangers a false idea of their authorities and skill levels. As long as we have temporary Rangers, we will not have a force well-trained enough to use force.

We must also have screen-out factors for new hires. Almost anyone qualifies now, and most projects have at least one Ranger who is unfit to work in the position. That is probably our greatest shortcoming and possibly the most dangerous.

000209 CENPW-OP-IL

These questions assume a great percentage of NRM personnel time goes to visitor assistance. Many people work at the projects who wear a Class B uniform who perform little visitor assistance, and almost none requiring issuance of citations. These include clerks, biologists (fish or wildlife), foresters, and contract inspectors. I worked as a Ranger at various times during my career. I feel there is a need for better training and equipment for Rangers involved heavily in citation authority. I do not feel this type of training should be given to everybody in a Class B uniform. There needs to be a clearer definition between Rangers who are more geared to visitor assistance/Title 36 enforcement and those who are specialists in other natural resource fields. I feel that the uniform style should be different between Rangers who primarily enforce Title 36 and other personnel who work in the field at the projects. Anyone who wears a uniform that looks like a law enforcement officer will be considered a law enforcement officer (badge or no badge). I can drive home in my own vehicle wearing a uniform, and traffic around me will react to the law enforcement image I am portraying. I feel, at present, we are portraying a false front of law enforcement at this project. Many who wear a uniform are ill-trained to deal with adverse visitor contacts. This type of skill is gained through experience and training. I have lost much of my law enforcement mindset since I have been away from regular patrols. I do not feel I should be trained and equipped for law enforcement when I don't deal with conflicts on a regular basis. I also feel I should not be made to look like a law enforcement person, when I don't perform this duty very often, if at all, anymore. I feel a different style of field uniform should be designed which identifies the person as a specialist with the Corps of Engineers, but not a law officer.

000212 CENED-OD-P

I do not believe COE folks need to carry guns. I do think it is imperative that field personnel be given some type of self-protection, at least mace and/or a nightstick. Nightsticks should be issued only if demonstrates proficiency of weapon. Self-defense training should be provided with yearly updates.

LEAs are very beneficial and are necessary if guns are not provided. Giving guns to our field personnel would be a grave mistake from a visitor assistance standpoint and a liability standpoint. In the event the COE issued guns, they would have to provide intensive, ongoing training. If it were mandatory, I would leave the Corps, much to my dismay. I don't feel it to be necessary, even if it is optional/mandatory.

000216 CENCR

Rangers appear like cops with badge and uniform. Rangers are not to be law enforcement officers. The badge should be removed from the uniform. The uniform should be changed to be identifiable, but not to look like a cop.

Rangers' personal safety is in jeopardy, as they appear like law enforcement officers but are prohibited from carrying weapons.

Rangers have a red light on the dashboard and an official vehicle--red shows authority and further makes Rangers look like cops. Rangers are put in a difficult position: in between. Give them the authority, or take away the appearance.

000217 CEORP

Policy needs to be addressed for Ranger patrols--when we need a two-Ranger vs. one-Ranger patrol--hours or late shifts. What should be our approach to inspecting restrooms and other buildings at night? Presently, we do walkthrough inspections until midnight at our facilities. I think this is dangerous, especially if you are the lone Ranger. Also, fee collections at the campground and self-deposit vaults--one vs. two Rangers for collection, and how late into the night do we collect?

000219 CENCS

Current policy requires Rangers to work alone (one per shift). Visitors know Rangers are collecting money. I believe it is only a matter of time before a Ranger is assaulted in a robbery. In my opinion, this type of action shows total disregard for personnel safety.

000222 CESWT

During the SWD Ranger meeting, we were told by personnel that Ranger safety was not at the forefront of issues, because not enough reports were being received by HQ. If that is the reasoning behind not being concerned with the protection of the field personnel, then I'd suggest making changes to the reporting procedures so that HQ is aware of what is occurring in the field.

000226 CENCR-OD-RI

We need Divisions and Districts to enforce regulations. Managers have too much local authority for vehicle identification, situations Rangers get involved with, etc. Nationwide uniformity is required and should be checked.

000227 CESWL-CO-L

I was a Park Ranger for 6 years and have been in the District for 8 years. Times have really changed in the field during the past 8 years. Our Rangers need more training and better direction from our management as to their "role." The climate in our parks is more serious with gangs, rednecks, etc. We put our summer Rangers in jeopardy by not adequately training them with situational recognition.

WE CAN DO BETTER--THEN DO IT!

000228 CELMS

See answer to question (23). Once again, it comes down to the same discussion that never gets resolved: Are Rangers to be law enforcement officers or NOT? If so, as suggested by our uniform/ badge and duties to write citations and solve disputes, etc., then we need the training/authority and equipment to do the job. If the Corps does not want Rangers doing law enforcement duties, then they can't continue to hide behind the title of "Visitor Assistance." Remove the uniform/badge and leave the enforcement duties to real cops. Personally, I don't agree with the non-law enforcement approach. We have more visitors than the National Park Service and TVA, BLM, Forest Service, etc., and they all recognized the need for authority!

000230 ORH-OR-ELT

We either need to get rid of the "Smokey" hats and the badge, or pack a gun. I'm <u>not</u> in favor of the gun.

Need to stress more to new Rangers--we're not out there to bust heads; we're there to assist people.

Although I do not really want full law enforcement powers and to carry a gun, I feel it is a necessary evil which would be used as another tool to do the job. The way society is today, there is no longer any respect for a uniform. By wearing the uniform, we convey the law enforcement image, and many people already think we have guns and full power. Also, I feel that many people don't know or don't take time to realize the difference between Park Rangers, Fish and Game personnel, and state and/or local police, especially in an emergency or crisis situation. I feel that having a Ranger shot or beaten to death without any form of protection would be the worse possible type of publicity for the Corps. I know that Washington says not to get into situations which you can't get out of, but sometimes things happen faster than you realize. Also, for a Ranger to have to sit back and watch somebody being beaten or raped while waiting for proper law enforcement is bad public relations. While I have had law enforcement training through the National Park Service, I have worked with Rangers who have had little or no training. I don't think that the Corps needs to reinvent the wheel but should look at programs that are already in place, such as the NPS USFWS, USFS, and many state park agencies. In Pennsylvania, when the state Park Rangers began carrying guns, there were no negative reactions by the park visitors. In fact, many visitors thought the Rangers had them all along.

I feel that many Corps Rangers are worried about losing their jobs if a physical requirement was instituted. This is but one of the concerns to address. I would like to see a more Corps-wide policy in place for some things, rather than each District or Division working things up. After all, we all work for the same agency.

I would like to see a policy for using mountain bikes for patrol on trails and in developed areas. I would like to also see the use of the loaner personal watercraft, which are made available from the manufacturers.

One thing which I feel would benefit both the Corps and the Ranger personnel would be some sort of organization of Corps Rangers. I know that the Association of National Park Rangers is open to the Corps Rangers, but I don't think many or any Corps Rangers belong. This organization could be a separate group, or it could be a branch or ANPR or NRPA or other professional group. I don't think that the Corps Rangers are given any support or recognition to belong to professional organizations. I feel that a Ranger organization would help foster esprit de corps and could act as a lobbying group for Rangers nationwide.

Thank you for hearing me out. I know it runs on and my ideas are spread out, but I think this survey is a giant step in the right direction. It at least makes the field personnel think that somebody cares.

000232 CEORH-DEW

The "middle of the road" policy taken by the COE on law enforcement is nebulous at best. Many Rangers lack confidence in performing their duties because of this policy. They react to situations using their limited training and then are chewed out by management. We need to be either professionalized through training and equipped to do the job, or we should get out of the Visitor Assistance Program altogether. Halfway is not good.

000233 NCR-OD-RR

Corps VA training needs to be strengthened--perhaps a "miniversion" of FLETC 10-week course (2 or 3 weeks with more hands-on classes).

000234 CESAM

I don't believe that Corps of Engineers Rangers need to carry firearms. I think that if we did, our personal safety level would go down.

000235 CEMRO-OP-LP

At our project, we have not experienced any major crimes. Minor incidents such as vandalism, theft, and underage drinking have been our biggest concern in terms of law enforcement.

I am a Natural Resource Ranger/Manager. I do not want to be a law enforcement ranger/police officer.

000236 CEORN

We have a good program. The problems I listed above are not necessarily on our projects only but experienced by our society as a whole.

The judicial system is failing us. Liberal Federal and other judges should be thrown off the bench. We need to get God back in our schools. Repeat offenders should be given lengthy sentences. The death penalty should be used more often.

000241 CESAW

There should be greater emphasis on the proper wearing of the uniform. It should be highly stressed from each management level, and each project manager should be held highly accountable that Rangers under their supervision wear the uniform properly. There should be inspections by appropriate District Office personnel to ensure that compliance is maintained.

I have seen a disregard of regulations concerning the wearing of the uniform by many Rangers at various locations, and this should not be tolerated.

A properly dressed, neat-appearing Ranger receives much more respect than one who is not. The more respect a Ranger has, the safer he or she is.

000242 CESWF

I think the Corps should have a law enforcement branch. It seems that we, as Rangers, are always first at the scene of any incident, even when law enforcement contracts are in effect. And we patrol the projects and enforce rules and regulations for 7½ months, when law enforcement contracts are not in effect.

000243 CEORP

Rangers without backup or protection are put into the position of patrolling areas at night. When I was a Ranger, I personally experienced many situations that could have ended in a fatality--that of myself. Alcohol was the reason for many of these incidents. I feel Rangers need to carry more protection and receive better training in people skills.

000245 CEMRO-OP-TN

Before considering to arm Rangers, serious thought has to be given to the amount of visitors, the number of Corps recreation sites, workload, training, available FTEs, job descriptions, and actual duties in comparison with other Federal agencies that have armed Rangers. Also, cost-effectiveness of (illegible) contracted law enforcement.

000249 CESW/MH

I would like to see the Corps move toward protecting the visitor <u>and</u> the natural resource. Look at other agencies (NPS, BLM, Forest Service, etc.) for their successes and their problems. Let's don't reinvent the same problems.

000251 CEORP-OR-RB-B

This survey is totally worthless unless you properly train Corps Rangers in law enforcement. If not given proper law enforcement training, then do not put a badge on Ranger personnel. All the badge does is give the impression of an officer with sidearm authority who is nothing more than a target. The law enforcement contract is great during the recreation season, but what about the off-season with one Ranger on duty with nothing more than a gold badge and a Sheriff 30 miles away? The Corps should rethink their Visitor Assistance Program. I may not be the personnel to carry a firearm, but someone should learn from the NPS.

000252 CESWT

It's time Washington realized/took action to protect its Rangers. It's time to become responsible and realize that our visitor is changing, and the Corps Ranger must adapt to meet these changes. Our lakes and parks are no longer just a place to picnic and have a barbecue. It's becoming a place for crime, drugs, and gangs. Sure, our track record is fairly good on the number of Ranger deaths--let's keep it that way. Wouldn't you agree that one death is too many? Please do something to change old policy. Let's give the Ranger a means of self-protection that they deserve. You don't have to be a damned cop to require self-protection. Will this outcry for self-protection continue to be unanswered? Let's hope not.

000254 CESAW

Corps should move into "fully commissioned" law enforcement Park Ranger.

Corps should provide, as a minimum, "defensive tools" for Rangers.

000255 SAMFO-AL

We have a good visitor assistance program. The 420 regulation is good sound policy. Divisions, and especially districts, need to be more aggressive in auditing field managers to be sure they are complying with the regulation. All the tools for visitor and ranger safety are available in the regulation, but some managers are putting rangers in difficult situations when they have the authority and means to operate safely. Don't mess up a good program -- get after the ones who are not complying.

000259 ORH

Short of arrest authority (which I am not in favor of), we're in a Catch-22 situation.

000260 CENED

Make refresher training more frequent and mandatory for supervisors and team leaders. Bring it to them--conduct onsite training at various projects.

Allow seasonals and other Rangers to observe one of our cases in court to gain experience.

Encourage case studies (after the fact) at all projects.

000261 CENED

I'm very concerned about Ranger personal safety. It seems that fee collection is coming soon, and, with the handling of money, I hope that HQOCE will make some requirements to provide security for our people.

Ever since I've had to wear a uniform, I've noticed a difference in how I'm perceived by the visitors at our project. Some people are more respectful, but others don't seem to like the authority-type appearance invading their recreational experience!

I think I have a better understanding of police officers and why they become cold and unfriendly. The public can make you this way. I wish I had a less official-looking uniform. Maybe people wouldn't be as intimidated!

000263 CENAB-OPF-TV

Management dictates visitor assistance policy, leaving little discretionary latitude for the Ranger to deal with visitor assistance problems. Management should provide for necessary visitor assistance training and then empower Rangers with this knowledge to exercise discretion in response to visitor problems. A standard response such as a fine issued in response to each and every infraction of a certain regulation reinforces the image of Corps Rangers being heartless and insensitive enforcers. Such an image causes resentment and belligerence by the public when they are confronted with problems they are involved in. Managers practice TQM! Empower your Rangers!

000267 CESAS

Stop dreaming and get out into the real world before some poor Ranger, through ignorance/lack of real-world training, gets seriously injured or killed!

000268 CESWF

I have worked both as Ranger and manager during my career, just not within the last 3 years.

000269 CENCR

Late-night patrolling should be the responsibility of contract deputies. Corps Rangers should not have to work beyond 10:00 p.m.

Get rid of trooper-style hats. Change uniform to more friendly style.

Rangers in different parts of the country are experiencing different situations in different/varying frequency. We need to keep in mind that what a Ranger in the midwest needs to be safe is very different than what a Ranger in a highly populated area of the south needs.

The topic of visitor and Ranger safety needs to be reviewed more frequently.

000271 CENPS-OP-PO-CJ

I have worked in the midwest and west with exposure to problems in the east. There are major differences in the nature and scope of problems in my opinion, but my one comment applies to all regions; that is, in terms of personal protection, mace may be okay, but firearms are not needed. I firmly believe that firearms can escalate highly volatile situations, leading to no fewer Ranger assaults/ deaths. Bottom line is that we need more training in how to handle difficult situations, how to gracefully walk away from conflict, and how to avoid dangerous situations. Unlike the Park Service, who operate mostly in remote areas, the Corps parks are normally closer to local law enforcement response and have local law enforcement contracts. Let's use their firearms, not ours.

000273 CESAS-OPR

Questions (93) to (96), park attendant safety, can be improved with the use of credit cards and checks. We should discourage the use of cash.

000274 CEMRO

I agree that certain areas of the country need additional safety equipment, more contracts, etc. But these should not be mandatory but only used if they are needed. Let the Project Office determine this, not District or Division personnel!

000285 CESAM

A. Federal career transfer opportunities to other federal environmental agencies are limited to rangers, as they have no chance to attend FLETC (Federal Law Enforcement Training Center) in Georgia.

B. Foreigner visitors or some Americans may think of park rangers as "police."

C. Class B park ranger uniform does provide the risk that some convict on the run, or someone fleeing the law may mistake ranger as a law enforcement officer, as a "cop," sheriff, deputy sheriff, state trooper, DNR ranger, game warden, or county marshall. The risk is real as federal park rangers have been shot and killed in the past.

000286 CESAS

Much of the thoughts and comments are derived from my field experience in the Nashville District and knowledge of current conditions in the Savannah District.

000292 CESAJ

My main concern is that upper management (District, Air, and HQ) be supportive to field Rangers. If the field perceives that there is a danger, then management needs to be concerned and investigate. A problem exists in that upper management has not been a field Ranger in 10 to 15 years, or not at all. Society has changed, and our Rangers need to keep up with the times. Training needs to be provided on things like drugs, weapons, conflict resolution, self-defense, etc.

Intensity of these programs can be on a regional basis, depending on the problems in that area.

000296 CEORL

Rangers have the appearance of law enforcement (badge, blue lights, PA systems, etc.), are exposed to the same hazards as law enforcement (drunks, domestics, traffic violations), but have little more than "bluff 'em" authority. Safety for unarmed Rangers is always going to be risky. Alcohol should be barred from use on Corps projects. It is the main contributing factor of disorderly conduct and conflict, not to mention accidents and fatalities. Problems would be reduced by more than half.

000298 CEORH-OR-DLS

Student aids/summer aids should not be used as "backup" to Rangers without training.

000300 CESAS

1. We have not been able to consistently procure vehicles painted the green as required even though they are requested as such.

2. Funding for continued maintenance and renovation must be maintained in order to attract the quality of visitor we desire.

000300 CEORH-OR-DEW

The whole country, including our President, is concerned about how bad crime is now. We are sent out to handle the public like Boy Scouts. We write Federal citations. No matter what HQUSACE thinks, we are law enforcement officials with no means of protecting the public or ourselves.

Even the English bobbies are now armed. BLM and NPS went to weapons years ago.

The Corps has gotten us too involved with administrative work, and some Rangers use this as an excuse to stay in. Because of the danger, you can't blame them.

The Rangers who still get out there and try to do our job do so always looking over our shoulder and worrying what we might run into. Wake up and start an LE Ranger Division, and train and arm us before a real tragedy happens.

You must also understand that all Rangers will not give the same opinion. Some want to do office and iterp. work. The ones who really get out need to be armed.

000301 CESWL-CO-MH

I feel that the general public depends on us to handle all situations. With limited powers, we cannot meet the needs of these people. I also feel that the Rangers' personal safety is at risk due to the amount of public contact we make. Without personal protection, the safety for us and the public is at high risk.

000303 CENED

Rangers should carry and be trained in the use of a defensive tool such as pepper spray or an asp. They should have the confidence that if they act and become involved in an incident, that the Corps will back them up! We should be protected against rabies and blood burn pathogens, and we should have radio contact with local, state, and environmental police.

Currently, we don't have any of this, and I hope it doesn't take the death of one of us to open some eyes and get the support we need to perform the duties the taxpayers expect of us.

000304 CEPSN

I wouldn't like to see Corps Rangers carrying guns or becoming more like cops. I think we should continue to stress compliance while improving personal safety.

000309 CESWL-CO-UW

Listen to the problems we have been sharing. We are behind. Need to catch up, even if there are those that disagree. This still does mean that we have problems. The Corps needs to get into law enforcement. The problems are not going away but are increasing.

000311 CESWT

When I came on board, I believed we were resource-oriented. I was naive. Each year, it becomes more difficult to distinguish between the good and bad visitors. The public has no concept of Park Ranger or law enforcement officer. The see antennas, lights, uniform--they expect us to protect them (not help, but protect). Our lack of training and tools not only lessens our effect, it puts the Ranger and the Corps in a precarious position liability-wise. We desperately need to set a physical fitness standard for Rangers, as well as personality/temperament profiles. There needs to be a rigid weeding process in hiring. Please understand--I am not an overzealous Ranger interested in busting heads and taking names. I do believe our jobs are dangerous, and I do believe the day will come when one of my brother Rangers dies on the job because the Corps refused to acknowledge what we do and what the public's perception of us is.

000312 CEORN

Over 17 years, I feel dramatic improvements in the safety of our recreation program are directly attributable to:

- Controlled entrances/park attendants/enforcement of carrying capacity
- Law enforcement agreements
- Banning alcohol in selected recreation areas, with "common sense," low-key enforcement, mainly by local authorities
- Day-use fees.

000313 CESWF-OD-WH

I think that the people in the District and higher up should pull their heads out and quit trying to differentiate between being a Park Ranger and being law enforcement. We are the same, except we don't arrest people and we don't carry a gun. We face the same dangers as law enforcement. Our District support personnel cringe at the word "law enforcement." Just give us the training we need to give ourselves a peace of mind to do our jobs. I am not for the bulletproof vest, nightsticks, guns, etc. We can accomplish our job without that stuff. You don't need it if you have a good law enforcement contract. The day you (illegible) us as gun-toting Rangers is the day I'm out the door.

Why is there the phrase "visitor assistance"? It should be communication with visitors, or how to gain compliance with verbal skills. I speak of visitor assistance to outside agencies, and they look back with a blank stare. The phrase implies that we help them set up camp or something like that.

000314 CEMRK

Question (1) – Not interested in rules and regulations.

000316 CENED

Listen! Question (119) is a bad statement. People don't mistake us--we are law enforcement officials in their eyes. The Corps puts Rangers in a bad spot. You give us uniforms that look like law enforcement. You give us badges like a cop. You give us state trooper hats. You give us citation authority. You give us Title 36 to run around with and try to get people to comply with. All of these elements add up to law enforcement appearance and duties! Yet the Corps says we are not law enforcement. What blatant hypocrisy! It is a double standard. You are putting us all in danger by giving us these appearances and duties that we do not have the authority or the force to carry out. We are told if the situation looks bad, run away. But any situation can erupt into a dangerous one, and it is inevitable no matter how cautious the Ranger. Solution #1: Take the badge, the citation books, and the cop-look away for good so we are not viewed as law enforcement. Solution #2: Give us police authority so we can properly enforce park rules. Solution #3: Designate some Park Rangers as assistance only with a different uniform, and some as Park Police, much like the National Park Service. Please consider this issue; I am not the only one who thinks this way.

000320 SOLK

I believe that we should hurry up and do some of these safety measures before it is too late. With the handgun law in Congress in Texas that states, "A citizen can legally carry a handgun," it makes our job very, very dangerous.

000321 CEMRO-OP-GA-N

Please, let's not become a law-enforcement agency or create another class of Rangers. The Corps professionalism in NR is at stake here.

000322 CESPK

In my experience, the majority of Ranger/visitor conflicts stem from an overly aggressive law-enforcement attitude relayed by some Park Rangers. This attitude coupled with a lack of experience and humor leads to frustrated and aggressive visitors. Although alcohol is a contributing factor in most instances, Ranger actions and attitude contribute more significantly.

Many Rangers lack a clear idea of what Corps policies are and how they will be implemented. Management must bear some responsibility in this. Park managers should have clear direction from upper levels, so that each park enforces policies with equality. Each park now is left to interpret policies as they see fit.

000328 FO-TT

I think that the Visitor Assistance training should stress to citation candidates the difference between enforcement personnel and public relation personnel on Corps projects. A clear distinction should be made of the two. Excessive issuance of citations and time spent in court are indications that a distinction is not apparent.

000329 CESAM

I believe we do not need to be put in the position of working so late at night with no protection. Let law enforcement personnel handle those hours. I also feel there should also be at least one full law enforcement person (with sidearm) at all projects; this person should have federal law enforcement training, i.e., GLENCO.

I do not feel I have adequate training nor protection to do the job I am expected to do. Ideas and situations have changed so much since I started, I do not feel comfortable and feel we need at least pepper spray. I also do not feel we should be in isolated parks after dark, this is no longer natural resource management! (And I used to love my work.)

000332 CEMRO

My main concern is that a number of the local sheriff offices are indicating that their budgets are shrinking as are ours, and that they are not interested in the contracts as much as they were in the past. Even though the Corps is paying the bill, it is hard to find qualified help to work 4 to 8 months a year.

000333 CEORH

Rangers should not be alone when patrolling by vehicle, boat, or on foot in remote areas. Just having two people together will many times defer acts of violence. Rangers should operate in pairs when doing all Visitor Assistance work, and they should be trained for this.

Government land is becoming more dangerous every day due to drug cultivation activities and an increase in violence by the public in general.

000334 CESWT-OD-KE

The problem is that visitors are becoming more aware that truthfully we have no authority over visitors as far as arrest, seizure, detain or even to write citations. They don't have to listen to us, they can just walk away. This is plainly stated in the Visitor Assistance Regulations. This is why I say "Bluff," because we are becoming pretty good at addressing subject they need to listen or tape a citation.

We are called things like possum patrol, park worms, etc.

000335 CEORN

The Park Ranger position with the Corps is a professional natural resources "management" position, not law enforcement. Should law enforcement become a primary task, a separate job service should be developed. A different type employee should be recruited with an enforcement background, not resource management.

000337 SAC. DIST. CA

I feel the Corps of Engineers should follow the example of other government agencies (National Park Service, BLM, Forest Service, etc.) Managing public recreation areas and lands includes staffing areas with both commissioned law-enforcement rangers, national resources management rangers and interpretive rangers.

Having personally served as Ranger with other agencies, I have gained knowledge and experience in these areas. It is essential that the Corps address Rangers and visitors safety in a professional manner.

000339 CELMS-CO-NC (old)
CO-A (new)

Received this on 20 March 95. Not a lot of time to respond. I believe it is time to wake up and realize that law enforcement is a part of our job. We can do it cheaper in-house. Train our patrolling Rangers at FLETC and then do away with law-enforcement agreements. A Ranger with a natural resource/recreation background who is then trained to do law enforcement would be able to handle a wide range of situations in a better manner than a sheriffs deputy who only does law enforcement.

000340 OD RR

I feel that society is starting to have less respect for authority figures. The project I work at generally has a good clientele, but is just takes on bad incident that would make me wish we did carry handguns or where in the particular situation.

I think it is inevitable in this day and age that Corps Rangers will become more law enforcement like and be carrying handguns within the next five years.

000344 CESAM

Need to revisit Corps role in law enforcement and Visitor Assistance relative to the changes in social behavior that have occurred since present policies were formed. Set updated policies and let NRM staff get on board or out the door!

000345 CEORP-OR-RL-C

Something has to be done one way or another. The public sees us in a uniform and perceives us as a law-enforcement officer. If they are in a situation such as a fight with another visitor or a robbery where the perpetrator is running away, they expect us to help. This policy to always back off is a dereliction of duty. Not being properly trained and outfitted will get us killed. Too many times I've acted the part of law enforcement and was lucky. Someday someone won't be so lucky. Let's quit sitting on the fence and either go law enforcement or get us out of uniforms and have us be administrative assistants.

000347 CEEBL

For safety concerns, I would always like to be patrolling in pairs with my partner, especially on weekends and after 18:00.
Also, I feel recreational areas should be patrolled all night long and not just until 24:00.

I feel alcohol should be prohibited at all parks.

Day use fees for picnic areas will cause hatred, and damages may result.

000349 CEORL

Contractual arrangements with law-enforcement agencies has reduced the amount of rowdy behavior by visitors. Closer surveillance, Ranger patrols, looking _____ and generally being noticed by the public has greatly reduced incidents of vandalism and property destruction. Current efforts to "cut back" man hours (FTEs) will result in a rise in crime and vandalism at our parks. Overall visitor safety will be very negatively impacted by the "slash and cut" attitude we all are currently faced with.

000353 CESWT

Bullet proof vests don't work on rifles or shotguns. Mace, batons, etc. can always be used against you.

Law-enforcement agreements - to do park surveillance at night especially, may help overall personal safety of Rangers, gate attendance, and visitors. I mean, they take the place of all Ranger schedules for nighttime work shifts.

000355 CENAP-OP-NAB

I am glad that the Corps is finally taking a serious look at this issue from the project level up. I hope the Corps also looks outside this agency at other federal and state recreation systems to examine their programs, _____, and how their current policies evolved. Thanks for listening.

000359

Yes. Thank you. I know the co-op program is a real good asset. But, I do not like it when it is used to overshadow the employee in the field. The employee in the field is a member of the Corps just as well as the student. The employee in the field should be given the opportunity first to fill a permanent slot when it comes open and not the other way around.

000360 SAWCO-R

Hopefully this survey will shed some light on problems and concerns of Ranger personnel, and see that a response other than "take them out of uniform" is considered by OCE, and a reality check given to higher authority as to just what Rangers have to deal with and what we have to work with.

000362 CESAM-O-WA

Greater Ranger visibility
Easily identified
Increased public relations/education

000363 CEORH

Citation Officers are viewed by the US Atty./Fed. Courts as "law enforcement" regardless of OPM rulings for retirement and pay status. Legal liability and professionalism compel Ranger to enforce 36 CFRs safety provisions. "Hiding behind" local law enforcement in potentially unsafe situations is an inefficient use of public resources, both ours and theirs. Reliance on L-E agreements/contracts helps, but they are trained in law-enforcement methods contrary to those appropriate for recreation settings and their laws and our needs are not always supportive. Further, loss of a contract due to political expediency on the part of a sheriff or county, insufficient resources at the local level, or even malfeasance by local law-enforcement officers.

000367 CESAM

Each project should have a few Rangers with full law-enforcement authority to handle patrolling after dark and weekends, and infestations of criminal activities on Corps property.

000374 CENED

I do not want full law-enforcement authority. I do not want the responsibility of carrying a weapon. I believe relying on local and state law enforcement is the best way to go. It behooves us to continually communicate with law enforcement and our visitors -- what is expected and why?

I believe that our military style law-enforcement uniform is contrary to the image that the Corps' Visitor Assistance policy seeks to project. If the policy remains unchanged, the uniform should loose the military creases, epaulets, grey color, ostentatious badge, commando sweater, and Ike jacket in favor of something more informal and friendly looking. If we look like keep and personal protection training, plus power of arrest, or expect more problems in the future.

000375

Let the Rangers be the resource managers we need. Take the permanent Rangers out of uniform and/or hire separate law- enforcement Rangers and supervisors.

000377 CELMS-CO-S

I have been at this project for 23 years. We have not had any extensive Visitor Assistance problems during that time that we haven't been able to deal effectively with using the tool currently available. I attribute part of this to our relatively remote location with respect to major urban areas, fairly good recreation area design, and an excellent staff. I have heard talk of possibly requiring firearms for specific locations, we do not need that here. We have good rapport with the local law-enforcement officials, and have been able to handle all incidents satisfactorily in 23 years without firearms or other policy authority for Rangers. It may be needed in some locations, but not here. Perhaps authorizing it some places and not others is a viable alternative.

Colleges need to emphasize communications skills -- written and oral -- more than they currently do. Technical skills are often secondary in our line of work.

000381 CESAM

1. Local law-enforcement agencies do not want to handle our problems.
2. Federal agencies (FBI - CID) have too much to do to help us.
3. We do not get our money's worth from law-enforcement contracts.
4. The Corps needs to:
   a. Eliminate law-enforcement contracts where they are not satisfactory.
   b. Provide 1 to 2 law-enforcement Rangers at each project to handle surveillance, criminal investigation, etc. -- they would be armed and FULLY TRAINED to do their job. This would eliminate conflicts from state to state and provide the corps better overall service.
5. We do NOT need to get out of the Visitor Assistance business unless we are going to give away the parks or close them.

000385 CESAS

A concern that I have is if continue our function as it is in Visitors Assistance, then we need to move away from the uniforms we have which give a "law enforcement" image to both the public and possible those who wear it.

000386 ORL-RNRL

The Corps cannot provide protection to project resources and visitors without maintaining some image of law enforcement and accepting the resulting liability. If the Corps really cares about employee welfare and safety, appropriate support will continue. Ignoring or denying the problem only increases exposure to dangerous situations.

000387 CESWD

We expect rangers to perform beyond "visitor assistance," we need to clarify policy with more enforcement or back away and have true natural resource personnel.

Do we stop vehicle, yes or no? Only a yes or no please. We need to have clear policy. We operate in gray area and expect ranger to be "law enforcement." We need to commit to park law enforcement and train our people and move forward. Should consider having law enforcement division with another NRM/interpretive division. HQUSACE needs to say we are in law enforcement. I believe it is more than a word game and we need a HQ policy and commitment.

Time to evaluate program and we may need new players on visitor assistance team, i.e., people with recent field experience (within 3).

000389 CEORN

Rangers should either be trained and equipped (i.e., handgun, etc.) in law enforcement or hire/contract all law enforcement at project.

Either way should be trained and equipped for search/rescue, forest fire, etc.

000392 CEMHRO

I am a Park Ranger at a large project. This is the second project I have worked at, and I have had a look at visitor safety at each project. My main concern is the rising crime rate of America and the fact that it is "spilling over" to our rural areas. As a front-line Ranger, our ability to protect the public and protect the resources at the project is the lowest level possible. Without a direct line of self defense, we are targets of violence because we are in a uniform and wear a badge. I am not looking forward to another recreation season without proper equipment and training to do our intended job.

000394 Gh 70

In the years at my area, it has gone from bat to worse it is the '90s bad or good worse.

And in the next years Greipada(?) is moving to or back door everything is going to change.

000395 CO-NM

I feel the Corps Rangers need more self-defense tools. The public views us as law enforcement which naturally causes friction. Plus the fact that we are isolated a lot of the time, there may not be enough time for local law enforcement to respond. This could result in the major injury or death to a Corps employee if nothing is done. We need things such as the things listed in this questionnaire and we need them SOON!

000396 CEORN

After receiving all the results of this questionnaire, please submit a final report/results out to the field offices for review.

There is a need for Rangers to be given additional law-enforcement responsibilities - detaining intoxicated drivers/boaters, breaking up domestic disputes, etc. Unfortunately, with this responsibility, an officer must be armed to deal with circumstances and authorized to detain or arrest those individuals.

Please explain and allow employees to understand that "if" the Corps Ranger "is" ever authorized to detain/arrest and be armed while on duty, that this will not mean that ALL Rangers will automatically be armed. The employees who do not wish to carry a firearm will not be required to do so, and those who are not qualified to maintain a firearm will not be allowed to do so.

000397 CEORH-OR-DEO

In forming state district attorneys and magistrates of CFR Title 36 and it's enforcement by Corps rangers, magistrates in Columbus, OH were not aware Title 36 existed, nor seemed concerned about enforcement since offenses were misdemeanors, and they are involved in crime/offenses associated to big city. Recommend a liaison be established to inform and solicit cooperation and enforcement.

000398 CESAW

It's a very simple solution to provide Ranger and public safety. Give Rangers enforcement training and guns to protect themselves and the public.

Most project managers and others with a strong desire to move up are a reflection of what their supervisors want them to be, which is, to forget handguns. The Corps recruits college graduates and trains them to be professionals, but does not trust them enough to give enforcement training and provide handguns. Rangers with law enforcement should not be degraded. The much needed training would be an asset. A gun is extra weight and work, but rangers need them for their protection and for the protection of the visiting public.

000399 CELMS

I think that specific individuals should be highly trained in the area of Visitor Assistance and have these personnel do the bulk of the law enforcement. It seems that the Corps expects their Rangers to be experts in all areas of park management instead of being highly trained in a couple of areas. If you look at an agency such as the NPS, their law-enforcement people are highly trained as are their interpreters. However, they rarely do each other's jobs. I had trouble responding to a lot of these questions because I have not been involved in direct patrolling for a number of years. However, I soon will be because of a recent reorganization in our office. The only way our enforcement people are going to be able to protect themselves is by being highly trained.

000401 CO-J

I have heard rumors about Corps Rangers beginning to carry firearms like the FWS. I do not feel this is necessary. We are not put into the same types of situations that other agencies encounter. Putting firearms into the peaceful park setting is not necessary and would only complicate things.

000402 CESAM-AL

I do not want to carry a gun. I was hired as a Forecaster/Park Ranger. If everybody is so scared about being attacked, then hire more summer help. Trouble will happen when the Rangers have to patrol more area.

Fire all the former, gun happy Park Service people, and hire more natural resource people.

000404 (No Code Given)

We talk about providing healthy recreation and show a concern for customer care, yet the agency tells Park Rangers to not enforce the regulations we have, and, if a situation looks dangerous, to run. We cannot protect the customer or the resource if we cannot protect ourselves. The criminal elements have realized that all we run is a bluff and have not respect for us as Park Rangers. The U.S. Attorney's Office shows no interest in prosecuting our cases. I would not allow my wife or children to use our facilities because it is unsafe. Criminals have taken the areas while we are powerless to do anything about it. Park Rangers in county and state parks are allowed to protect themselves with guns, while we are continuously endangered and have not way to defend ourselves. I have told my family to sue the Corps if anything ever happens to me because the agency has placed Park Rangers in an impossible situation.

000405

Gender, age, ethnic background are questionable.

000406 CEORH

I honestly feel the Corps of Engineers is knowingly placing NRM Park Rangers in harm's way on a daily basis. We do not have sufficient authority to handle 70 percent of the "situations" we are faced with in the recreational season. Why is the Corps the ONLY federal agency with Park Rangers that are not commissioned law-enforcement officers? The National Park Service was in the EXACT same position the Corps is in right now. They had Title 36 enforcement authority and realized that their Rangers were grossly undertrained and did not have sufficient authority. They did what they felt they had to do, so they implemented a Ranger Classification System of Interpretive and Law-Enforcement Park Rangers. It seems obvious to me that their system has been tremendously successful, yet the Corps does not see the light. Rangers in the field keep waiting for upper level policy makers to "wake up and smell the coffee," but it still has not happened yet. I think this survey was a good idea. I hope policy makers take my suggestions and comments to heart. I think you guys are starting to listen. Please listen to the little guys. We need your help. We could really help the public, only if you would give us the authority to handle ANY situation that arises. Specifically, I suggest that the Corps of Engineers grant authority to at least one Park Ranger at EVERY project in the nation, to make arrests, carry a sidearm, and be able to bring visitors in front of a magistrate, if necessary. In short, I suggest FULL ARREST AUTHORITY for one Park Ranger, and maybe more at some of the larger projects. I am employed at a relatively small Corps project with fewer than 15,000 acres of land and fewer than 1,000 surface acres of water, yet I still STRONGLY believe that even the smaller projects have a desperate need for law-enforcement Rangers.

Just think of the cost difference between training our own Rangers to do our own law enforcement, versus all of those law-enforcement contracts out there. I personally think the Corps would be the big winner if this were to happen (EXCEPT the public, of course). Think of how much better we could serve the public.

I think the Corps of Engineers is getting a reputation for having Park Rangers with similar authority to that of a "mall cop." Sure, they can write tickets for parking on the grass or throwing your rubbish on the ground, but other than that, they're (the Rangers) completely worthless. Now, I know better than that, but I truly believe that is the local public perception of the Corps of Engineers Park Ranger authority.

Another think I feel VERY strongly about is the lack of standardization of Park Ranger patrol vehicles across the country. I really feel that the color currently being used (officially) on many patrol vehicles is disgusting. Why can't the Corps simply say "All patrol vehicles will be white?" How could you go wrong with white as the main color for patrol vehicles? The mint green color is NOT being used simply because it is an embarrassment to be seen driving a vehicle with such a disgusting color.

Also, why do Corps patrol vehicles not have ANYTHING identifying us as Park Rangers? Why haven't all districts implemented some kind of policy officially allowing us to place the words "Park Ranger" on vehicle quarter panels and on the rear of the vehicle? Visitors do NOT know who we are. This is a very important issue that has been ignored by my district, and I wish we would get some guidance from someone soon. Almost every district in the country except ours has their vehicles marked with "Park Ranger." Our branch chiefs feel that would be "too aggressive." For goodness sakes, we just want the public to know who we are when we drive by their campsite or picnic table. They might ask more questions if they could see that we were Park Rangers.

Our district is characterized by VERY rough terrain with mountainous back country that needs to be patrolled on an ongoing basis. We have asked about using "4-wheelers" or all-terrain vehicles to gain access to some of these mountainous areas, but were promptly told by our district office "that isn't safe." We have seen that other districts with much less rugged terrain have been using these all-terrain vehicles to patrol back country for years. Why is our district ignoring Army Regulation ER-1130-2-420 that allows the use of "special vehicles" including the use of all-terrain vehicles? We are not able to do our jobs in the most efficient manner because district policy makers choose to ignore 1130-2-420. We are more than willing to take 4-wheeler safety courses to learn the proper operation of an all-terrain vehicle, if we would be allowed to use them. How about some pressure from HQ on these districts that refuse to follow regulations?

Finally, if the Corps wants us to look like Park Rangers, they should let us start acting like Park Rangers instead of mall cops. You are either law enforcement or you are not. There is no grey area. The Corps needs to stop "riding the fence" on the issue of visitor/Ranger safety. Make the right decision and grant full arrest authority to some of the Rangers now serving with the Corps. Sure, it will be a challenge to implement such an important change in policy, but visitors and Rangers will be more safe. Isn't that what our policy-makers want? Or is it ...

We shall see if you care about our safety.

Thank you for listening to my comments. I only hope they don't fall on deaf ears.

000410 CENPP

Long comment sheet sent to Committee Chair. Same information provided to District's conference representatives. Please spend more time digesting those essay inputs, and assimilating into your decision process. They count as the thoughtful unsolicited information that usually outweighs form letters, surveys, and other statistical packages. I think you can expect a large input of those written and verbal inputs across our organization. Please take the time to read/hear and consider them. They are qualitative. This quantitative stuff can only reflect so much. Thank you.

000411 (No Code Given)

Each project I have worked at has different operating procedures when it comes to Visitor Assistance. Some are more equipped with the latest radio equipment then others. How can we make the entire COE uniform, all drive the same color vehicles, etc.?

It was accomplished for the Sign Program, why not the patrol program? Set standards and deadlines. Don't leave it up to the individual project, or nothing will happen.

000414 CESWT

The Visitor Assistance Program has worked very well for the Corps. In the ever changing world, things must change or fall by the wayside. The same is true with the Visitor Assistance Program. With a more violent society, protection for the Park Rangers must be included in the program. One step for protection for the Rangers is to officially state that we are doing low-key park law enforcement, a job that has been going on since the program started. With this done, safety equipment such as radios, pepper spray, and vests would be issued hand in hand with steel toed boots, hard hats, and safety glasses. Park law enforcement, of the type that we do, is something that should not be contracted out. Resource protection, water safety, fee collection, and policy compliance cannot and should not be done by local law-enforcement agencies either. They do not have the manpower or time. Without the law-enforcement agreement, we wouldn't see the county sheriff's department. I don't see how we can increase these agreements. Park Rangers want to continue our service to the public. All we are asking for is some simple safety equipment.

000415 CESWF

I feel Rangers, in general, are facing increasingly rising risks to their safety and welfare. Rangers deal with law-enforcement type situations on a daily basis without the training or equipment a certified officer is given.

000416 CESWF

Generalizing all the information on this survey will not assist you in evaluating the situations the Rangers are asking Headquarters to resolve. They're to many situations that occur at all the different projects across the nation. Maybe we need to evaluate each area separately.

000417 CEORN

Rangers are being put in an increasingly untenable position. The visitors are becoming more dangerous and more are armed. Nearly all visitors regard Rangers as law-enforcement personnel and expect you to handle any problem that arises. Law enforcement needs to be increase. Here are some alternatives:

Law-Enforcement Agreements - Run year round, put on more officers, have officers enforce Title 36, have officers pick up fee money.

In-House - Hire own security personnel separate from National Resource Management Personnel. Contract with security firms.

000418

The general public has a misperception of a Park Ranger's duties and authorities. They confuse our uniforms with those of full-fledged law-enforcement officers and/or military personnel. Our uniforms are professional looking, but they do not portray an association with personnel who are working in a field setting and whose primary duties occur in the out of doors. Our uniforms fit the picture of personnel who are in an office all day long. A real professional in his/her job can be professional and act professional no matter his/her attire. Rangers need uniforms that are comfortable to wear while performing their duties, allow them to fee comfortable (mind set) and not centers of attention with badges, and allow them to feel relaxed while portraying a professional image - based on actions and attire.

000419 CELMS-OD-J

This survey will only give you a general overall look at problems, if used in areas with similar problems, the picture will be good.

I came to work for USACOE as a Ranger, not a cop! If we go to any of the self-defense items asked about on this survey, I will not work for the USACOE anymore. Life is too short to live in that arena! Thank you.

000425 CELMS-CO-NJ

The Corps needs to, as has always been the case, either do law enforcement or get out of quasi law enforcement.

We are depending on someone else to do our "dirty" work. Many Rangers want to be C.O.P.S., but the agency does not want the problems.

The U.S. Magistrate system provides little to no follow up if a violator does not pay the violation is as a matter of fact just dismissed due to work load in the federal marshall's office.

000427 CENED

Deeply regret having been swept into Ranger classification.

000428

Please don't cut the budget for law-enforcement contracts. True, we do not need them all the time, however, to know that they will help you at the drop of a hat is a good feeling. Plus, if campers see the "officers" in the parks, they might think twice before ...

000429 CESWT

With decreased manpower (Ranger staff) at our project now, there will only be one Ranger on duty during late night hours. This concerns me as to Ranger safety.

000431 CELMK-OD-SS

Most citations issued in this district are for illegal parking. The cause is poor design and inadequate land acquisition. Need authority to increase (currently can't add new facilities) parking including land acquisition.

Need more prospect classes on Visitor Assistance type material. Exportable is OK.

Need training material (exportable) for temporaries and summer hires.

000433 SESAM

Uniform should be khaki trousers, dark green shirt (gold type shirt in summer), brown belts and shoes. Baseball cap should be regulation headgear. Headgear should be optional.

Ranger hat and neckties portray law-enforcement image.

Sleeve patch looks ridiculous. Should have patch (or screen print) in green, grey and brown which reflects resource management theme.

000436 FO-TT

I feel that Field Rangers required to be out in parks on patrol at night should have some means of self-protection. Handguns aren't the answer, but mace, pepper spray, unbreakable flashlight, etc., might give the rangers the protection to be able to do their duties safely.

000437 CESAM

The project visitor has changed significantly since we started the Visitor Assistance Program in the early 1970s. I think the Corps has to look closely at the training needs of today's Park Ranger and the Rangers of the future. Visitation is growing each year, yet we are living with the same number (or in some cases fewer) of Rangers that we had at our projects ten years ago. The Corps should take a good look at the overcrowded parks, fewer Rangers, and possibly a less adequately trained Ranger staff and reallocate our "personnel" resources.

000438 CESAM

The job responsibility for Park Rangers requires experience and training in various aspects. The major role the general public associates with a Park Ranger is Class "B" uniform (including the BADGE) is "LAW ENFORCEMENT." It's time for the Corps of Engineers to stop worrying about the public's image of Rangers and concentrate on the "SAFETY" of that Ranger in the field. The public's image and COE image of Park Rangers clash considerably. Ask any kid under 18 and most adults and their image of Rangers comes across as law enforcement. Park Rangers don't work in a society where attitudes and human life (safety) mean the same as 30 years ago.

000440 CESAM

The job responsibility of the Corps Park Ranger is to "Protect" the natural resources of the project. While protecting these resources, we are also to assist visitors to have a safe experience at our parks. The public sees the Park Ranger in the Class B uniform and Badge as law enforcement of the parks. It is time that the Corps of Engineers realizes that not everyone who comes to the park is a law-abiding citizen. The Corps shouldn't worry so much about the image of the Ranger but whether the Ranger is fulfilling his/her job requirements -- protecting natural resources and administering Title 36. The public's image of the COE Ranger is; 1) they are the police, or 2) they are the Game Wardens. In both cases, the public perceived the COE Ranger to be law enforcement. Because of this, Park Rangers need the training and the tools to at least protect themselves. A lot has change since the early 1970s when Rangers first came on board. Society is more violent and the attitudes about human life have drastically changed.

000443 CEMRKOF-ST

I think we have got to a point where the public has changed and we are putting our Rangers in situations where they are not respected by the public as they used to be most of the time. With the staff we have, it is impossible to have two permanent Rangers working the same shifts and even when we have a few hours overlapping, they are usually many miles apart and takes _____ for one to assist another. At times during the week, we have no permanent Ranger on duty until afternoon due to days off, etc. With reduction of FTEs the STEP Rangers have decreased and we have to rely on them to do similar types of duties as the permanent Rangers with nothing more than project orientation and with no training available. We need to take a real serious look at providing Rangers and managers with the proper training to give them full authority (if they can qualify). We are having many of the same situations as towns and cities have with the same population on the lake during the recreation season with one Ranger for the whole lake.

000445 CEMRKOF-PE

The Corps needs to realize that times have changed and society has become evermore violent. Reevaluate its philosophy and definition of what "Visitor Assistance" means. The Corps should be willing to provide the public the same degree of safety/protection as do other federal agencies like NPS, BLM, and FS.

000450

Rangers should have more law-enforcement type authority. With the rising crime and drug rate, Rangers are bring subjected to very dangerous situations without firearm protection. Rangers should be trained as the N.P.S. Rangers. As a ranger, I cannot properly protect project visitors without further law-enforcement jurisdiction and the proper equipment to enforce this jurisdiction.

000451 CEORP

I am concerned about the FTE cuts and how it will impact the safety and security of all Rangers. I am also confused on the wording of your questions addressing Rangers as being mistaken for a law-enforcement officer.

000454 CELMS

If we (Rangers) do not have a law-enforcement function, then we are required to commit perjury every time we issue a citation and sign the Statement of Probable Cause on the DD Form 1805.

Even if you ignore the law-enforcement issue, it should not take away from the basic ability to defend yourself in a hostile situation. It may sound nice in the E.R., but in many situations in the real world a Ranger can find himself in a bad situation without intending to be there. There are other federal agencies whose public safety officers cannot even issue a citation, yet they carry defensive equipment.

The track record that HQ is so proud of is not accurate. I am aware of several incidents which have occurred over the years, where Rangers were either threatened with weapons or physically assaulted, where the ranger defended themselves and did not report it for fear of reprisal, or the assault was reported, and it was covered up by the project or the district.

In general, I do not believe there is a lot of trust between most Field Rangers and management at any level. Statements from upper management including that if you hit a visitor even in self-defense, you will be fired, or that Rangers do not need radios, tends to make me believe that management is really not concerned about our safety.

One thing that management does not seem to understand is that many of the items that they say "project a law-enforcement image" are designed for safety. Whether it is warning lightbars on vehicles or defensive equipment, they are designed for safety.

I was present at a meeting where a representative of HQ made the statement that "if the Rangers don't like the current situation, they can find a new job." This was a big morale booster.

Visitors to the project are a cross section of society. There are a lot of problems now, and I am afraid it is going to get worse.

000455 CEORP

This survey is an excellent idea. I hope that the information collected will bring to light that visitor/Ranger safety needs to be updated. I feel that management sometimes ignores today's present situations. Today's society is a lot more violent and is easier to erupt into major problems. The Ranger is the person in the middle. He/she is to patrol and maintain safety, but with what? Potentially violent situations are not to be approached, but call for backup (sheriff). Question is how long will it take, and is someone getting hurt in the process? Personal thoughts are Rangers are performing their duties like a hand of poker. I feel that my biggest asset is to bluff out the violator. If they knew I couldn't arrest, restrain, or keep a person at a site until authorities arrive, and my citations are a joke, the violator could laugh and walk away. A security guard has more authority than I do. I feel that if this is part of my job, I do enter a situation with the hopes that it can be resolved through communicating properly, but if not, give me something to work with, and provide me with the proper resources and safety to do it. I definitely feel that forfeitures should be increased dramatically to get the violators attention. Many will think twice before doing it again.

000458 CESWL

I believe there needs to be a firm commitment to natural resource recreation and visitor/resource protection by the Corps. If we're in the business, lets get in it, if not, let's get out.

The ability to detain/arrest violators and escalate the offenses would be a great tool as any in accomplishing our mission.

Park law enforcement (that's what we do) is a specialized skill that I don't think is adequately performed by local (untrained) law enforcement.

Many states have passed or are considering "permitted concealed weapons" laws. The implications to public and personnel safety are great, to say the least.

000461 CEMRK

If I thought it would help, I would, but I feel this is just another paper exercise.

000462 CE NCR

I have personally feared for my personal safety in many situations. The Corps Ranger enforces law -- Title 36 -- yet we are not fully trained, fully equipped law-enforcement officers. We wear a badge and a uniform. To the public we are law enforcement. My opinion is that the Corps should either: 1) properly train and equip Rangers as law-enforcement officers, or 2) get out of the Visitor Assistance program totally, and change our job titles to biologist, forester, ecologist, etc.

Currently, the Corps is hanging itself out there for litigation. It needs to change to protect the agency and its employees.

000468 FO-TT

In reference to personal equipment, while I don't feel it is necessary for rangers to carry guns on this project at this time, I do believe we should have the right, the means to protect ourselves. We do enforce rules and regulations and we are viewed as law-enforcement agents. There are also reports of gang activity in this area. I believe it is only a matter of time before we will have to deal with them. We already have individuals using our parks for activities that children nor adults should not be exposed to.

000469 CESAM

When visitors go to national parks operated by National Park Service, they know what rules are and how to behave, etc. They respect resources. When people visit Corps Parks, they think its "open" federal land to do what they want, please, party, go nuts, etc. Corps has a poor image problem and has caused it by little public affairs/education. No consistency in policy nationwide, division wide, district wide, and sometimes at the same project. Many NRM folks feel HQ does not support us and that HQ feels that Corps is not really in the recreation-resource business. If this is feeling inside Corps, no wonder the public does not perceive or respect us as recreation and resource providers and mistakenly think our parks are county parks, etc. I've worked on a project near a big city and now in rural areas. Have problems at both. Do not feel as safe on the job as I did 10 years ago when I was a Co-op Ranger. People get mad more easily now-a-days. Use to be just drunks, now more vandalism, gang activity, homosexual activity in parks, etc.

000471 CESAM FO-TT

Please let us protect the resources of our projects by whatever safe means is available to us. If that means surveillance cameras in recreation areas, then let's use them. If that means us working closer to the local law-enforcement agencies , then let's do so. We must stop worrying about the public's perception of us and start helping the public. We are looked at by most people as game wardens or Corps police, yet we still have great _____. The quality of our workers is high enough that the public will only welcome our new attitude toward their safety and their property being better cared for. Our hands are tied in many ways. Education is the answer to some of our projects problems. The public's attitude toward many of our rules and Rangers is "Mickey Mouse." Let's change how we do things and the public will still view us as good guys.

000475 CESASOP-RL

The current Visitors Assistance Program is very good. However, we must be vigilant not to get complacent. Recent years have shown our clientele is changing. Problems with Ranger/visitor safety are SITE SPECIFIC. One project may have gang activity, others not. Our's is isolated. The solution has to come locally. Policy must be geared to allow managers and Rangers at the local level the flexibility to solve these problems.

Our uniform style is appropriate for our work. Don't mess with it!

000476 CENCR

The primary need I have is to receive more training in crime awareness, especially since it is so prevalent these days. I want to know better the signs of gangs, drug deals, situations that I could walk into.

000479 CENED

I believe we should have <u>two</u> different Ranger positions. One should be a highly trained law-enforcement specialist. Full uniform and power of arrest. The other should be NRM/Interpretive Rangers with a completely different uniform which does not say law enforcement.

I suggest a ratio of 10 NRM Rangers to one law-enforcement Ranger.

000480 CEMED

It has got to be understood that our projects with their campgrounds, beaches, and picnic areas are microcosms of the world around us. All the unpleasantness and crime that occurs off project occurs on project. To say that 36 hours of Visitor Assistance training will prepare someone to deal with the public in all their various moods and demeanors is wishful at best and impossible and possibly fatal at worst.

Eliminating alcohol from the projects may improve our situation as Field Ranger Managers, but it won't deal with the instances of pot plantations and drug transactions.

What we're going through now is the same thing the National Park Service struggled with. Maybe we should look at their experience.

000482 CEORP-OR-RL-X

Policy must be set in areas of Ranger patrols, hostile situations, Visitor Assistance update training, and Ranger safety. Possible changes in policy of safeguarding day use fees. Role of Park Ranger as far as increase in the amount of law-enforcement duties and responsibilities.

000483 CEMRK

Managers are placing Rangers in danger by requiring patrol after dark. We have a law-enforcement contract, so why are our Rangers that are untrained and unequipped out after dark when most problems with personal safety occur?

000485 CESWT

Access to the NCIC computer is a must. We need to know who we are dealing with when we make vehicle stops. At the current time, Little Rock District is the only district that can legally access the NCIC computer.

000486 (No Code Given)

We have a need at each project for one (1) or two (2) law enforcement types to handle problem areas -- also need to stop working unprotected rangers at night -- stop marking vehicles on side with words "Park Ranger." Develop park ranger manual similar to Park Service NPS-9 with detailed instructions to rangers -- visitor assistance regulations is not good -- too many interpretations. No uniform policy from project to project -- district to district, etc. Some park rangers are afraid when out on patrol -- females especially. Also many rangers won't tell you like it is -- job scared -- sometime when we are being visited by higher management we are told "do not make waves." The rangers I supervisor would like some means of protection (at least pepper spray). Most all of us carry weapons in our vehicle when off duty, keep one handy at all times at home, etc., because of crime rate. We feel more in danger at work than at home or off job, but have no protection of any kind. Rangers stop boats at some projects routinely to check for safety without probable cause. Most don't understand law enforcement/probable cause or violation of rights, etc.

000488 CESPK

Lessening restrictions on marina alcohol sales increases potential alcohol-related incidents.

Need to increase contract-law funding and flexibility for using deputies for routine patrol, rather than using only during peak visitation periods.

Full law enforcement by Corps personnel will break the budget and divert scarce resources (money) away from natural resources management.

Change Class A uniform -- it conveys nothing favorable. Use an upgraded version of Class B uniform (like NPS).

000489 CENPW-IL

We need to recognize the "Visitor Assistance" role of the Corps Ranger as one of limited law enforcement. Once we acknowledge this role, we can take steps to improve training and equipment to increase visitor/Ranger safety. And we can do this within current policy guidelines. We do not need to be fully-armed peace officers to do our jobs more efficiently and safely.

We need to trust our Rangers as natural resource professionals. Acknowledging the Ranger role as a limited law-enforcement one will not lead to over-zealous Rangers flaunting authority. It will result in a better-trained, better-prepared staff that can maintain our areas as safe, enjoyable recreation sites.

000490 CEMRD

Here's a prime example why Rangers' and NRM personnel can't voice their opinions in a timely manner, when we get this on the day it's due back.

I would sure like to know how SAD can get all the NRM FTE's and MRD can't scrape enough to cover its projects as we do more and more with less.

000492 CENCR

I would like to see a refresher course offered each year before recreation season begins. Not just for seasonal staff but summer staff also. Does the maintenance crew get any gruff from the public being that they are in Corps vehicles? If so, they should attend the refresher in who to call, what to do for our safety and the safety of visitors. Do we teach fee collectors any safety measures?

000493 CESPK-CO

I would like to see Corps provide annual refresher training on "reading behavior of visitors," placement of officers and vehicles when coming into a situation, more conflict resolution and communication trainings.

I also believe our bail schedule needs to be revised with stiffer penalties. Some visitors purposely violate the regulations because the penalty is worth it if they get caught.

If the trend of more violence in our parks continues, the Corps will need to seriously look at arming their officers. Also, I'm seeing more boating under the influence type calls and have no authority to deal with this issue. We have worked with our water safety council and tried to increase our sheriff contract and have had no support. How are we to reduce the number of water-related accidents and deaths when it is more than we can handle?

000494 CENCRODRC

I would just like to state that I did not know one could take a Visitor Assistance refresher or an advance Visitor Assistance. I do believe this kind of training should be required on a regular periodic basis, i.e., every 2 or 3 years, and it should include some basic self-defense.

Also, I believe this safety awareness and/or training should extend to office and maintenance personnel as well, at least those out on the projects.

000497 CESAS

I think that the threat of bodily harm to a Ranger has increased immensely in the past couple of years. Management is turning a deaf ear to the problem. The people making the decisions and attending the Ranger safety meetings do not work on the weekends and cannot tell the real story about what is really happening in the major recreation areas.

The threat of firearm violence is constant. We have had a couple of major incidents involving firearms on our parks in the past 2 years. In one incident, people were held at bay with a pistol while another man beat someone half to death with a tire tool. Another; a domestic dispute, a man going to shoot his wife, etc. Rangers wander into these things not planning to, but it happens, and did. Drug deals behind foliage was also wondered into and talked out of by a Ranger who was also threatened by an unseen firearm.

0005 (No Code Given)

Class B uniform can be "friendly or enforcement." Smokey Bear campaign hats, ties, wool pants, spit-shined boots = "LAWMAN, A COP." Whereas baseball cap, green jeans, no ties, comfortable boots = "GOOD GUY" -- outdoorsman/women, "here to help." No matter how friendly one is -- if you are in "formal" uniform (i.e., campaign hat, tie, woolies, etc.) -- you are a COP, because of the package ... informal uniform, <u>even with a badge</u> -- is less formidable, better image, and much less constraining (try to run from danger that that formal get-up -- ain't gonna do it).

000502 CEORP

Park Rangers are not police officers. We don't have the training, the backup, and we don't get paid enough to put ourselves into life-threatening situations. If I wanted to be into law enforcement, I would have chosen a career as a police officer. In the summer, we rely on temporary rangers to assist us, and they don't have the training or experience in law enforcement procedures. If we start arming Rangers, we are asking for big trouble. Who's going to back us when we have legal problems enforcing the laws? Our office of counsel is useless, and we would surely lose any case against us.

We should rely on law enforcement agreements, reduce late-night shifts, and close areas when they are overcrowded. The banning of alcohol was the best thing that ever happened to help Rangers.

000504 (No Code Given)

If you look like law enforcement, enforce regulations, then you are law enforcement.

000505 CENPS

The answers to these questions are very specific to the region or area. Guns may be very important in California but not at all in Oregon.

I left several answers blank as I'm in the district office and was a Ranger 6 years ago. I couldn't realistically make some answers.

I begin to wonder the necessity of having district office personnel wear any uniform (we don't at work but do have uniform allowance), and having citation authority (I never use it, haven't been through Visiter Assistance Update, don't know when I would ever use it, and I am so outdated in practice and current usage, that I wouldn't want to exert any authority.

000506 CESWL

Good thoughts - Hope the agency takes positive actions as a result of this questionnaire. Please mail summary of results to all participants.

000508 MRK-OF-ME

I see the young summer Rangers at a high risk position. Because of FTE reductions, these employees must work by themselves at times. They receive little training because of the length of employment. They dress like permanent Rangers except for the badge. There is no consistency in the Corps hiring practices, and it is almost impossible to have an employee for more than one season.

The law enforcement contract should be expanded. This should also be a multi-year contract.

000509 CESAM

After 4 years (this month) my observation is the same:

We have a long way to go in the customer service area.
We are still so reactive not proactive.
Projects vary so much we don't have a national image as Rangers.
Interpretation is a management tool vastly misunderstood; not used at all levels; not used within the projects or with the public much.
Interpretation is not water safety.
Books and posters. It is a powerful communication practice applicable to all situations and we don't even tap the surface in all but a few locations.

000510 00406

Since we don't have law enforcement contracts, nor do the hard core visitors respect our authority, it would seem practical to reinstate the FLETC law enforcement training at Glyco _____ for projects that are stuck in the gray area.

000511 CESWT-OD-CF

I believe the Corps needs to make up their mind on Rangers law enforcement. We wear a uniform, badge, straw hat (like troopers), and have citation authority, but we are not allowed to carry weapons. We either need to get into the law enforcement business 100 percent, or turn law enforcement at Corps lakes over to the counties or states. Obtaining ORI numbers and getting state and local authorities to run information on vehicles and drivers licenses is often difficult. The Corps needs to make a decision -- law enforcement or no law enforcement (Rangers won't wear badges or have citation authority), for their Rangers. Corps Rangers have been extremely lucky (as far as I know) in the last few years. With today's changing society, Corps Rangers may not be so lucky in the future unless they are given law enforcement authority.

000515 CENPW-OP-GG

The Corps Visitor Assistance/Title 36 Enforcement Program needs to change as rapidly as society is changing. This can't properly occur with our agency working in a training update vacuum.

Whether we like it or not, the Corps is a land/water managing agency and all other federal land managing agencies take full advantage of the Federal Law Enforcement Training Center. The Corps could have a top notch program tailored to our level of responsibility at F.L.E.T.C. The program could be kept current and fully address such topics as situation evaluation/assessment, personal protection, substance and abuse identification, conflict management, gang awareness, and communication skills while under stress.

000517 CEMRO

Although Ranger safety may be a problem in the South, it hasn't been a problem here yet. We usually get golden agers in our parks with the rowdier crowds going to the state areas. We are known for our clean, well-kept (albeit aging) facilities. I think we need to decide if we are going to do it or not, and if we are, let's do it right but don't go overboard. If we do lean in that direction, I think there should be a split between law enforcement and interpretive types, but each should respect the roles of the other.

000518 CEMRO

Corps Rangers (managers) with Title 36 authority performing visitor assistance need a broader selection of tools to do their jobs. The law enforcement was the last good tool added to the list.

The Corps needs authority to broaden the list of tools available for use at the discretion of the Project Manager.

Some of these tools should be:

- Mace
- Stun gun
- Nightstick
- Firearm
- Defensive training
- Assorted training to understand people
- Excellent first-class radios

I also believe project managers should have authority to have a Corps Ranger with full peace officer authority if his project and clientele dictate it.

Nice job on a thorough survey!

000519 CESAM

There is a definite need for a law enforcement branch within the Corps of Engineers.

000520 CESAS-OP-HL

Need a better visitor assistance course than the one we have now. The Corps has not had its "day of reckoning" as has the National Park Service and other agencies. We are walking the line between law enforcement and visitor assistance, and in my opinion, getting involved in potential life-threatening situations more and more. In my opinion, we should either be trained in law enforcement or back off before we have more fatalities.

000522 CESAS

I think there should be two Rangers per vehicle during peak times and at night. There is much more crime now everywhere, and this includes in the parks. People are less likely to give a Ranger a hard time when there are two Rangers. Many problems come up so quick that it still takes too long for another Ranger even in the area to show up. In more remote areas of the lake (which may be less busy) there is still a need for two Rangers per vehicle. Often radios don't work well in remote areas and help/assistance takes longer to get where needed.

Training such as personal protection/self defense should be taught at least twice a year. This type of skill is easily lost if not practiced. Same with first aid and CPR. Especially with CPR, we should have practice sessions throughout the year.

000523 CENCD

The general level of violence in America, or the insensitivity to violence, has risen to the point where it is very difficult for an employee such as a Corps Ranger to play the role of a "Bobbie" (unarmed cop) without putting himself or herself at physical risk. Additionally, the Corps Rangers must in reality perform actual law enforcement activities (seizure, etc.) while enforcing the provisions of the Archeological Protection Act (ARPOA). The Corps as an agency has swept this fact under the rug and has not come to grips with it yet. The Corps may want to take action similar to what the USFS and USFWS has where they have a Ranger force with varying degrees of law enforcement authority ranging from citation authority only, to full arrest authority even though I don't think carrying a gun is a cure-all. Corps Rangers need some sort of protection even if it is only mace with which to protect themselves if they get into a tight spot.

The greatest danger for a Ranger is walking into an unknown dangerous situation. It has happened to me personally. These are the really dangerous situations for a Ranger. The Ranger must be very adept at recognizing the characteristics, often subtle ones, symptoms of potentially dangerous situations. This should be a part of training.

000524 CESPK

Question 3 - Wearing ties with the Class B uniform in the winter does not portray a Park Ranger at all, they portray a "business man." There should be no requirement for ties other than at formal public meetings.

Question 5 - All vehicles should be painted the same green color. The vehicles in the Sacramento district are painted all different colors. The project I work at has 5 different color vehicles, and none of them are green as is required in our regulations. The public is confused when trying to locate us.

Question 17 - Permanent Rangers should be trained up to Basic EMT level. The public demands us to provide high-quality emergency medical assistance.

Question 109 - More hours should be allotted to each park.

Question 113 - Easily more than 100 incidents per year. Alcohol is a major problem. We deal with it almost every day.

Question 125 - Many situations we are not trained for which causes us to back out and wait for law enforcement personnel.

Question 141 - Again, we are not trained to handle many situations.

000525 CENPP

Increase use of contract law enforcement throughout year, and increase coverage during patrol duties.

No alcohol permitted.

Physically close parks at dark.

More personnel to do the job correctly and effectively.

Better design of parks.

Funds to do better _____ parks and recreation areas and development.

000533 CESWF

Hire a separate series of law enforcement personnel with arrest authority. Now is the time to forward this idea with the new push for more law enforcement from our congressional leaders.

000536 CESWL

Serious consideration should be given to the development of a Ranger Training Academy. Training might include: visitor assistance, boat operators course, first responder training, self/visitor protection, etc. All of this training should be accomplished before citation authority is given to an NRM employee.

If NRM employees are used to pick up money from fee vaults, they should do so under arms. You don't see the Brinks or the Purolater man without an armed escort.

000540 CEMRKOF-ME

I feel the role of the Corps Ranger in visitor assistance should be just that -- visitor assistance. We should be out there providing support service to the visiting public. We should be protecting visitors from other visitors, the environment and natural resources from the visitors, and visitors from the environment. We should not be "Big City Cop," however, with the attitudes in today's society, we should have more authority to carry out those functions (i.e. issuing citations and handling hostile situations). With the way the system is now, we are not prepared to care for ourselves let alone protect those whom we are assigned to assist. There are situations that we could defuse or avoid to protect ourselves if we were trained to identify them. For instance, my project is within 5 miles of a major north/south interstate known for its high use for drug traffic. There has been some talk through our local law enforcement community that portions of the lake are being used as drop points or meeting points. What happens if we stumble into one of these situations? What happens if we inadvertently break up a stake-out? What happens if the visiting public gets involved in one of these situations? If we had different authority, we would be better able to handle this or at least be on the inside track for information on such activities.

We take great strides at this project to train and protect ourselves, including summer temporaries, as best we can within the constraints of the current system. However, the system is where the problems lie. The biggest problem is that we are not designated law enforcement, yet the bureaucracy expects us to handle possibly intense situations. We are expected to write citations and deal with the public, but we aren't given the proper tools to use to accomplish this. We are somewhere in the middle of the road between not doing anything and being full-time law enforcement. The Corps needs to decide one way or the other; Either make us law enforcement personnel or not. If we are not to be considered law enforcement, then they need to remove any and all "quasi" aspects of law enforcement from our duties.

Some of our current personnel are not, by beliefs, personality, or physical attributes, ready or willing to take on a full-time law enforcement role. We should have a choice. Many of the other federal land management agencies already work like this with great success.

000541 CESWTCDJR

I believe that with current societal trends, the Corps is either going to have to commit to recreation management and commissioned officers (like the NPS, FWS and state agencies) or to protect the NRM staff the Corps will need to transfer or relinquish their recreation mission.

000542 (No Code Given)

I believe we need full law enforcement training and authority or hire separate park police.

The fact that we are totally unarmed is pure insanity. Every other vehicle that comes into our parks has a firearm inside of it.

It's only a matter of time until Rangers will be shot and killed since we are handling the amounts of money that we take back to the projects. This is the '90s and not the '50s when you didn't lock your doors. I have dead bolts on my doors. Insurance is a lot less with dead bolts. Oklahoma will probably pass the concealed weapons bill, but we could carry pepper spray that you can buy at Walmart.

000545 CENCS

I believe the Corps is going to have to provide more law enforcement training in the future whether they like it or not. But, then again, it may not matter because it appears that the Corps through reorganization may be trying to minimize/down play the importance of recreation/campgrounds, visiting public campers, etc. In our district, we reorganized by doing away with our Natural Resource Management Branch, which was fat and oversized, but no people were lost, they simply kept all the people and now call them the Technical Services Branch. Yet in the field, if Rangers quit/retire, etc, we are losing that FTE. We are also told that seasonal 8-10 month Rangers will be cut to 6 months before any permanent people will be cut. Recently our area managers job was changed to supervisory program manager which is fine except that they also changed the OCC code from 0025 to 0340, which seems to indicate a dead ending at the GS11 level for National Resource/Park Manager/Ranger type people in the 0025 OCC code. It seems unfortunate that 0025 people are not being considered as professional, qualified people for many positions above the GS11 level.

I believe many of us would be extremely qualified at GS12 and above levels simply because most of those positions are more dealing with people to accomplish a task than personal knowledge in an area, and nobody deals with more people throughout their career than a Ranger/Manager type person.

The word in our district is that we have 1/4 to 1/3 of the engineering work load we had 20 to 30 years ago, yet we still have the same or more engineering staff. When they talk about waste in government, the shoe would appear to fit very well in our district.

Good luck with your survey, and I am sure the Corps will do what's right for the nation as a whole. I hope the attached joke is not what ultimately happens to the Corps.

000547 CESAMFO-SL

Training is given a very low priority. Rangers should be required to attend a 2 to 3 day refresher course every 2 to 3 years. The shortage of personnel has a limited project V/A refresher course from 5 days each year to one day.

This project is sandwiched between U.S. Forest Service Project and a National Park Service area. Our vehicles are identical to USFS vehicles and our uniforms are very similar to NPS. The public L/E agencies mistake us for the other agencies all the time. Both agencies have full law enforcement authority, therefore, we are perceived as having the same authority. We have an identity problem. The public does not know who we are and what we do.

000548 CESPK

I would not like to see all of the Corps Rangers go to full law enforcement. Anyone that wears a uniform whether they wear a badge or not could be mistaken for a law enforcement official. We all take the risk of coming into dangerous situations, if that is not acceptable to the Ranger, he/she should transfer to a desk job.

Should increased enforcement be necessary, one enforcement Ranger at each project or more in large projects should be sufficient. Other methods should be investigated to protect the visitor and Ranger.

Surveillance cameras in high-crime areas.
Pepper spray with proper training.
K-9 Rangers
Training Corps Rangers to be the best unarmed force in the U.S.A.

Restrict alcohol use at trouble areas.

000549 MRO-OP-GA

Let's not study this issue to death. Let's honestly assess the types of activities, people, environment (remoteness, lack of L.E. support) our field staff work with compared to what they need to safely do the job. Then let's have someone make a decision based on fact. I feel we need to get out of what I can best typify as denial on the part of our agency as to the types of situations field personnel are faced with. Our people deserve better than just hoping they will be Okay. Either we're in the game or we're out -- decide -- and if we're in, let's get it so we're playing on a level field.

000550 ODRC

I think it's imperative to begin to write more citations for offenses. Too many sliding by. Cars no longer slow down when they are speeding in the project and see a Ranger.

A national legislation against operating a boat while under the influence would greatly assist visitor safety.

000567 CEMRO-OP-LK

The Corps is far behind the times in visitor assistance and Ranger safety. Let's follow the other agencies rather than stand alone. Treating problems as they do not exist does not make them go away. Let's take action and get into law enforcement or get out completely.

000569 CEORL

I would like to be able to run a 10-47 (license check) by using my radio. I would like to be able to carry a handgun for my own personal protection -- both on and off duty. I would like to see more project COE control over the law enforcement contracts, i.e., contracts need to be revised. I would like to have the 120 day, 8 hours/day (1,600 hours) law enforcement contracts increased to 168 days, 16 hours/day (2,688 hours). I would like to never again hear from COE people that I am not a law enforcement officer because to everyone else I am. Have you ever heard it said that "perception is reality?"

000570 CEORN

Alcohol prohibition should be selectively applied to those areas where alcohol-related problems are occurring.

I feel that the low-profile approach we have taken towards law enforcement has served us well in the past. Other agencies have contacted us about how to maintain a low-profile, law enforcement program in their parks.

000571 CEORH-OR-KAO

Reference (20) Visitor Assistance was given after being utilized as a park technician for 5 years! Any of this type training (from visitor assistance, contract administration, public relations) etc. should be given before or near the start of duties, so any benefit can be realized. In many situations, Rangers are perceived (and expected to act) as law enforcement personnel without adequate training, equipment, or authority. Citation authority is virtually worthless without backup from the magistrate/court system. Consistency is a real problem between individuals. Alcohol is one of the greatest threats to visitor safety. There is no substitution for on-site patrols/surveillance. Project staffing is too limited to provide the optimal amount. Funding is spent instead on contractors, law enforcement agreements, etc.

000572 CESWL

As long as we wear a uniform and badge, we will be viewed as law enforcement personnel. Our visitors perceive us as such and expect some degree of protection for them and their private property. When we don't offer what they seek, it's not just us that receives a bad image but our entire agency. One of the problems with the corps right now is that people expect immediate action with results and receive neither with any of the current projects assigned to the Corps of Engineers. We talk about it, and if a decision is made, it's not backed up.

000575 COR/R

I believe we all need additional training and I have asked for additional Visitor Assistance training. I have worked 25 plus years on the same lake -- Many Rangers are not suitable for or stable enough to be in law enforcement.

The firearms question - to each his own. Many times it is not necessary to put yourself at risk or create problems for yourself. Get help if you might need it.

Again, additional training is badly needed. We do look a lot like a law enforcement officer.

I appreciate sharing ideas with you.

My correct address is: R. Gerald Lee
59 Bearwallow Gap Ln.
Carthage, TN 37030

000576 CESAM

Giving Rangers arrest authority which is already covered in the Flood Control Act might be of some benefit, and also reduce the increasing costs of law enforcement agreements (Approximately $20.00/hour). However, Rangers do not need to be law enforcement only. They have other very important duties such as natural resource management, interpretive education in public schools, campgrounds, visitor centers, etc., lake shore use management, public relations, monitoring real estate activities, (out grants, licenses, and concessionaires), contract inspections, park management, recreation fee cashiers, boat safety patrol, recreation area safety inspections, news releases, special events, water safety, and property and sign management.

000577 CESWT

Times are changing and we are behind. I am concerned that our Rangers may be in danger in the near future. I think communications and self-defense may be our best avenue. Cellular phones would be of great value as an overall communication tool for the variety of work a Ranger does. I honestly don't know what the answer is.

000580 CEOF-ST

Inform Rangers of their authority limitations, what liabilities we are accountable for.

Make policies standard nationwide. Do not give each project the authority to change Title 36 at will.

Make Rangers law enforcement officers with authority to arrest, or drop the Title 36 enforcement duties, and rely on contract law enforcement to enforce Title 36. The Corps has been vary, very lucky in not having more assaults and injuries occurring to Park Rangers who do more than give interpretive programs.

000581 OF-HT

Statistically speaking, the most hazardous thing a Ranger at this project does is drive. We normally drive over 100 miles per shift on a wide variety of roads, particularly grave and dirt trains, in all kinds of weather including fog, rain, sleet, snow, ice, in congested campgrounds and during Friday and Saturday nights with the drunks and heavy bumper to prop visitor traffic. We deal with deer, turkeys, cows, horses, and other animals jumping out in front of us. Driving narrow, curvy, hill, no shoulder roads, etc.

Violent crime has not been a problem at this project yet! We are only 85 miles from Kansas City so our days may be numbered. I believe we need to stress awareness training will help Rangers recognize danger signals and warning signs to avoid. Also need more negotiating training and conflict management. The more we know, the better off we will be. Make us the best trained employees in the federal government. You will just need to figure out how to train us, and get all the extra work accomplished with less staff. No problem.

000582 CESWL

The current Visitor Assistance and Citation Authority Programs are resulting in Rangers being sent out to the field sadly lacking in knowledge and training.

A Ranger cannot have too much training!

I think the Ranger uniform is just fine for both visitor assistance and enforcement duties with the exception of the hat. The hat makes me feel like I am trying to mimic a highway patrol officer. I think a "lower key" image works better for me. But the image of law enforcement officers puts Rangers in a bad position of visitors asking things of us we cannot control.

000583 CESWL-GF

Summer temporary Rangers need to be surveyed for incidents while on patrol, especially at night.

000585 CEMRKOF-CL

Visitor and Ranger safety decreases dramatically as evening approaches. Visitors have been drinking, doing drugs, and partying. They are less predictable and more belligerent toward other visitors and toward Rangers. Rangers should no longer be responding to disturbances after dark. Only law enforcement officers with proper training, protection, and experience should be responding. Expand law enforcement agreements to focus on evening and night patrol, quiet hours enforcement, party removal, etc.

Summer Rangers are at the greatest risk. They are not adequately trained and usually have no experience! The current hiring system for summer Rangers does not encourage proper training (not enough FTE to hire until just prior to holiday) or adequate experience (cannot work year after year).

000586 SWACOCN

Make the protective vest available for use and protection at my discretion or when the situation warrants extra protection.

Safety first.

000587 CELMS

Re: Questions 88 - 96

Simply allowing all gate attendants to accept credit cards could increase safety.

000591 CESWL-CO-GF

Please consider and accept the fact that Corps Rangers are perceived as law enforcement.

Arkansas, as well as other states, have recently passed laws to permit the carrying of concealed weapons. This will, more than likely, increase the danger to the Corps Rangers.

000593 CESWTOD-KE

So far the Corps "talks the talk" but refuses to "walk the walk." Most people in the field feel there is little if any interest in OCE about Ranger safety. The ORI (WCIC use) is a classic example. The work is not enough assaults to warrant its use. In other words, not enough dead Rangers.

I've been with the Corps for several years, and I think we are going backwards on Ranger safety, we do law enforcement.

000594 NPW

Walla Walla district uses white vehicles. Sacramento district used GSA vehicles with no choice of color. I saw no problem in either district. A single color for Ranger vehicles (such as the green) would have been nice, but with a Park Ranger decal on the vehicle, the public seemed to find us no matter what color the vehicle was.

000595 CEMRK-OF-HT

Whether Rangers are law enforcement officials or not, we project that image to visitors. We are often compelled to take a law enforcement stance in some situations. That being the case, we deal in situations for which we are neither trained nor equipped. Some projects/parts of the country have a much greater potential for these types of situations, but I feel that it will only be a matter of time before a Corps Ranger is seriously injured or killed on the job.

National Park Service Rangers are specialized (resource, interpretive, law enforcement). This could have application for Corps Rangers. Most state fish and wildlife/resource management agencies have similar structures. I am glad to see these issues begin receiving the attention they deserve. Now, if something is just done about it ...

000596 CESAS

Although we are not in law enforcement like NPS and BLM, we are perceived as law enforcement by the public as the court ruled in the Charles Hill court case when an individual was killed by a Ranger at one of our parks many years back. I am neutral as to whether we need to carry weapons while on patrol, however, I believe we need to provide defensive equipment to our patrol Rangers and train them to handle "situations" more effectively.

000599 RID-OD-RM

I worked with the Park Service before I worked for the Corps, and I can't believe the lack of law enforcement/self-defense for Rangers in the Corps.

I believe that the lack of this specified training is really handicapping the Ranger outfit. The public has gotten to the point that they know that we are very limited to what we can do. It comes down to be trained professionally as Park Rangers or get rid of the Ranger Class "B" uniforms and wear plain clothing. I believe it is way past its due for the Corps to upgrade its law enforcement to the level as the National Park Service, FLM and U.S. Forest Service.

000601 CELMK

A lot of the visitor safety and Ranger safety problems, particularly at older projects, could be partially solved by entrance stations and limitations on overcrowding and incompatible uses.

Alcohol use is another factor that needs to be better managed. All of us know that alcohol consumption is a big factor in a lot of the problems we face.

I do not think getting Corps Ranger law enforcement authority is a solution to the situation.

000603 CESPK

Self-defense training
Undercover weapon training
PT program
Uniform vehicles
Change the uniform so we don't look like the deputy sheriff.

000610 CEORN

Over the years, I have been place in a number of uncomfortable and dangerous situations. We are placed in a position where we are told we are not enforcement officers, but our job description and performance ratings are partially based on enforcement of Title 36. We are told that we have certain duties, but that if anything goes wrong, that we will be held to blame and will receive no support. Over the last 17 years, I have had the opportunity to discuss this with a number of staff at the division and OCE level where the policies are set. Without exception, those who have set the policy have little or no practical field experience. They do not know what Rangers do. I have worked in areas where I have seen families picnicking who got out a shotgun to lay on the table before they got out the lunch basket, and where church socials had to call ahead to the sheriff to have a deputy assigned for the length of the picnic. I have had to deal with bike gangs on a daily basis, and have worked with police at suspected Satanic sites where sacrifices on the project were known to have been make, including possible human sacrifice. I have assisted in several murder investigations and suicides and one attempted suicide. It is my belief that this middle of the road policy of enforcement is extremely dangerous, and that we should either get all the way in, or all the way out. It's a wonder to me that we've had as few accidents as we've had.

One relatively easy change that would help in some instances would be to change the uniform. The current class B uniform screams "law enforcement." If it was changed to something like a modified class A without the jacket and if the badge was carried in a walled type display where it would only be shown when needed for ID. Then our appearance would lend itself to less confrontations, and may alter the employees self-perception away from that law enforcement attitudes that it instills.

I personally don't want to be placed in situations where I feel like I need to be armed to defend myself, but as long as I am quite literally one of the few out on the project who is not armed, and unless and until my job changes, I would like the option of carrying a concealed weapon, or at the least a vest and some pepper spray. I do keep a gun and spray in my personal car. I don't want to make arrests or any of the other hard core stuff, I just want to live to finish my shift. If I had wanted to be a cop, I would have joined a police force.

000612 SASOPHL

The Corps current VA policy will not continue to work. Ranger safety is a great concern for almost all Rangers and moral is low due to this concern. There are enough L.E. experienced Rangers to implement a L.E. program. Local L.E. contracts is not the answer due to poor attitude of local L.E. officers and low priority to the project. The bottom line is that the public expects protection while recreating and all a Corps Ranger can provide is a sympathetic expression on our face and wait for the sheriff to arrive. It needs to change now.

000615 CESWF

Either remove the badge and citation authority, or add a gun and let us do the job that the public thinks we can do!

000618 CEORC-CCL

Training is very important.

If you want to keep quality people in visitor assistance positions (Park Rangers), then give them the grade and get some uniformity in grades for Park Ranger positions.

Most are well educated but can hardly survive at current grades.

A professional series(?) would also help.

000619 CESWF

The Corps is now paying two employees when they should be paying one at many locations. We have a Ranger on duty, patrolling the park, enforcing Title 36, and assisting visitors. We are also paying another person (a contract law enforcement person) to be available in case the Ranger needs help with state and local law violations. If Rangers were certified peace officers, these extra employees (contract employees) would not be needed. I realize that folks in Headquarters are not ignorant and that they understand this. I also realize that politics prohibits them from operating the Corps in a reasonable or logical manner. I am also not advocating carrying handguns.

000621 CESWF-OD-TB

I believe that in most cases concern for Park Ranger safety stems from the perception of any increase in danger in society itself. The mere fact that we are attempting to make people do what in many cases they don't want to do places Rangers in a law enforcement capacity, and thus in a tenuous position because we cannot back up our demands. Many would see that as weakness and might, therefore, lead to a more belligerent attitude on the part of violators. My solution would be to separate the Rec Planners, Foresters, Biologists, etc. from the Rangers and give the remaining ones full law enforcement authority. One day a Ranger will be killed without having been given the proper training, authority, or protection. That will be one too many. We are taking the risks without the authority. I don't know of any district, division, or headquarters personnel who are in any danger of getting killed trying to get a drunk, doped-up, or disorderly person to leave the park.

000622 CELMS

Our project seems to be safe and of good quality for employees as well as visitors. I feel many Rangers could use more public relations training for dealing with the public. Crime is not high in our area and only very minor personal visitor conflicts have occurred -- usually between friends or family members. We are not threatened or fear for our safety.

000623 CESWL

I have performed Park Ranger duties since 1975. I have twice been a GS-11 Park Manager. I speak from personal experience regarding all items in this survey.

The Corps must "get in or get out" of law enforcement before another Opal James and David Small incident occurs. The past visitor assistance program is dangerous regarding Ranger and public safety. The issue is without a doubt "safety." The Corps boasts of safety first. But the reality of this survey is real. Please take action. Get us into law enforcement or get us out, but get us to one side before it's too late for me or another Ranger or visitor. I can't think of any other agency that has the Corps visitor assistance program approach. All other agencies have a law enforcement division -- FS, BLM, NPS, FWS. Why do they have it and we don't? I and the public don't understand why the Corps doesn't. However, if nothing is done to change the current situation, I am sure of law suits pending injuries, death, etc. will force the Corps to take action. I sincerely hope that "my widow" will not have to be one to force this issue further.

Also the 14 acres at my project are not "destination camping areas." They are extensions of local communities, towns, and MSAs. They are extensions of cities with every city problem, in the Corps parks. The issue for my project is not "park rules," but it is law enforcement. They come to the parks because it is "less law enforcement" than in town.

000627 CESWF

We need to standardize our vehicle fleet. The public has trouble recognizing our vehicles. We should not be driving pickup trucks. Pickup trucks do not portray a professional image.

The equipment needs to be standardized also. Rangers do not have the equipment that they need in the field. Sometimes this is a management problem as they do not want to purchase the equipment.

Ranger safety is an important issue. I worry about my safety on a regular basis. This is a good thing because it keeps me sharp and alert for danger. However, it also makes us aware that we are at risk and often put at a disadvantage when dealing with the public and society. Personal protection equipment and training would not have to change our Visitor Assistance Program. I believe that most members of the public would never notice a difference.

The Corps from the top down needs to accept our role as recreation and natural resource managers. When tasked by Congress to construct civil work's projects, they, congress, may not have stated that the associated lands and human activities that came with the projects also needed manager, but then should they have to?

The Corps is currently in the position of "having our cake and eating it too." This results from putting Rangers in a role that appears to the public to be law enforcement, but technically is not. Rangers are expected to function like law enforcement officers until someone "challenges" their authority. Once "challenged" they're to avoid a problem at all costs.

Refers to Question #2 - I believe that this question is very poorly worded. The wording refers to if any individual is all law enforcement, then he is not a "good guy."

In general, the public's perception is that Rangers are law enforcement, and the "good guys." The public believes that rangers perform law enforcement actions, after all Rangers do write citations, which is a form of arrest. Rangers perform vehicle patrols of recreation areas and boat patrols of our waters; wear uniforms with badges (same uniforms as the NPS); drive marked vehicles; and enforce rules and regulations. The public's perception is law enforcement, they expect that if there is a problem, the Ranger will take care of it, either personally or by the proper authorities. The public believes that we are out there to assist them, after all they are the customer. The public is aware of Title 36 CFR, but are not aware of the restrictions on Rangers when it comes to visitor protection.

Additional Comments - Rangers are constantly placing themselves in possible dangerous situations. Just by being out in the field, doing their job meeting the public, places them at higher risk of personal injury. Even when a Ranger stops to talk with a camper just to see how things are going he/she is at a greater risk. The Ranger is always entering an unknown situation just by meeting the public. Rangers are always making vehicle and vessel stops for violations of Title 36 CFR, the violator may already be on the defensive, may already have a warrant from local law enforcement agencies. Rangers need to protect themselves.

Rangers need the equipment, additional and continual training, that addresses the problems occurring on public land. Training can be provided by the Corps, law enforcement academies, universities, and our sister federal agencies (NPS, BLM, Forest Service). More and more criminal activity is occurring on public land. Rangers may accidently stumble into an illegal situation, "what then?" Violators really don't care if we are just the "Corps Ranger" and can't do anything, the end result is the same, the Ranger is at a high personal risk. Rangers need to be able to handle situations on public land until the appropriate law enforcement authorities arrive. Rangers are not asking to be "Cops," they just want to perform their jobs as effectively and as safely as possible. Rangers need all the professional training and equipment they can get.

The Corps is behind the times of our sister agencies. These agencies are providing protection for their Rangers, with the equipment and proper training. Rangers with the Corps are not asking for anything more, and shouldn't expect anything less.

Dennis J. Franks, Park Ranger

000631 CESAMFO-SL

Answers 78-81 are based on current visitor assistance program. If we were given arrest authority, then those items would be extremely important.

Both law enforcement and visitor assistance were marked for Question #4 because I see visitor assistance as a part of law enforcement duties. Some people automatically assume we have guns when they see the badge.

000632 CESWT OD RKW

It is becoming more dangerous to be a Ranger today more so than 3 years ago. Things are not going to get better but worse.

000634 CESWF

I feel that the Corps places Rangers in great jeopardy by requiring badges to be work. The Corps pretends that the badges mean only Title 36 enforcement to the public, but the village idiot knows that the public sees a badge as law enforcement -- period. They don't know Title 36 from the state penal code.

Also, managers require Rangers to work after dark (11 p.m.), unarmed, and usually alone. Real law enforcement officers say that is dangerous and they would never do it. Managers are totally unsympathetic to this, although in their defense, it has probably been years (if ever) since they have been on patrol on weekends and particularly at night.

000636 (No Code Given)

I do not want to carry a sidearm, but if I have to then please give me full law enforcement training (at FLETC) and authority.

000641 OF-HI

The Corps of Engineers is the nation's number two provider of outdoor recreation on a small percent of public land. This leads to a congestion of visitors on a small land base. The Corps needs more budgetary and personnel assistance in the recreational arena. We are a national provider of recreation but are not recognized in the recreation field. This needs to be changed.

000642 CEMRK

The Corps needs to pursue an agency ORI number from the FBI. Corps Rangers do not require criminal history data but need "hot file" information from NCIC through sheriff dispatchers to run license tag numbers to determine ownership of vehicles. The majority of violations written are under 327.2 of Title 36.

Projects without law enforcement agreements need to be assisted by HQUSACE to remedy the situation.

000644 CESAS

Need annual training; need more real-life training or in Vensal(?) Judo Institute, Lee Fjetstad 1-800-448-1042.

Corps should look at the training the Park Services uses and then eliminate the "stuff" outside our authority. I don't want to carry weapons, etc, but the Corps is not providing adequate training in conflict resolution. Also, this training must be ongoing. At least 8 to 16 hours annually. We don't need guns or bullet proof glass, etc., we just need additional training.

000645 CEMRKCO-TR

The current visitor assistance program places rangers and visitors at great risk. Our policy is this: Instead of Rangers handling a situation is to call the contract law enforcement. Visitors don't understand why they should wait an hour on the sheriff if an incident is occurring and a Park Ranger arrives. It is a no-win situation, ignore visitor safety or take care of the situation and place yourself at risk. Headquarters would say that response time from law enforcement contracts is good. I suggest we place a new category in NRMS for law enforcement response time. If they exceed acceptable limits for visitor safety, then the number of hours of contract patrol should be increased, or Rangers should become full-fledged law enforcement officials.

000649 CEORNCOCHE-R

Regarding weapons - some recommended items in this survey should not be implemented without parts of other recommendations such as light bars on vehicles, only if trained and skilled and competent as law enforcement officers.

If weapons are issued, some personalities and ideas of persons and lack of skill and training are factors that should be weighed. Not all Corps Rangers or National Park Rangers should be allowed to carry weapons, however, I do believe weapons could be of use in this profession on rare occasions. Training is very important. Refresher training is more important.

Weapon carriers should have psychological evaluations periodically to insure they have the right idea as to why they are issued a weapon, if every.

000651 CENCR-00-RM

To much of the organization is too ignorant or indifferent to what NRM people do, i.e., engineers, planners, other assorted district, division and HQUSACE personnel. They seem to think that since we have such a "neat" job that it's not really like "real" work. There's also a perception that we are cops, and we're not. I do believe the Corps should go the way of the Forest Service, Fish and Wildlife Service, NPS, BLM, etc. Some people at the project should be trained for law enforcement but not necessarily everyone. In six years with the Forest Service, I worked with three different Level r (full law enforcement, i.e., could carry a firearm) people. I never saw one of them carry a firearm on duty, but they could have should the need have arisen. They were also screen as to personality compatibility. (They were very level headed.)

000652 (No Code Given)

I am happy to see the Corps show concern about the safety of their (field) members.

000654 CELMS

Full law enforcement authority is not needed. We are fine with our present authority as long as we use our heads and have the proper philosophy. We are stewards of public land and hosts for the visiting public. Becoming park cops would change all we have worked for and would open a door to a full set of new problems which would place our people in more jeopardy -- the very thing we are striving to prevent. Don't have to go far to confirm this. Ask other agencies how many assaults, injuries, and fatalities their employees experience. I think we're on the right track.

000655 CESWT

The image of the Corp Park Ranger today is that of law enforcement. The official vehicle with red lights and uniform/badge. The public expects us and many times demands us to take charge of a dangerous situation in which we are totally helpless. In today's society, most of the visitors that come to our lakes are armed. We are the only ones that cannot protect ourselves. Our image of a law enforcement officer needs to be pursued, or we need to be taken totally away from that image. The time of being a "security guard" is of the past.

000657 CELMK

Yes, a thorough, realistic, and practical self-defense training is desperately needed. All Rangers working in the field should have this training and be allowed to carry personal protection.

Firearm certification and training is also necessary.

While visitor assistance is important, law enforcement aspects of the job and training should be updated and improved.

Rangers can be both visitor assistance and law enforcement, but we are dangerously untrained and unprepared for law enforcement and personal protection.

000659 CESWT

Training of Rangers in modern techniques is extremely important in safety and situation recognition.

Modern equipment and training in its uses is also critical to safety.

Although arrest authority and arming are not critical to normal Ranger activities, it may be important to consider limited numbers of fully certified Rangers in specific locations or in _____ for response to troubled areas.

Just as a point, the only unarmed personnel in most parks are the Rangers.

000660 CENPW

The Corps should acknowledge and support the law enforcement responsibilities of Rangers in enforcing Title 36. Provide training in recognition of these responsibilities. Provide correct tools for these responsibilities (i.e., light bars, defensive tools). Standardize vehicle identification for Rangers. Obtain ORI numbers for each project to access criminal information.

000662 CESWF-OD

In this discussion, we should consider Ranger safety a separate issue from law enforcement. Rangers can carry protective equipment and devices without getting into full-time law enforcement. I would like to have the means to protect myself from assault, but do not want the Corps to get into full-time law enforcement.

000667 (No Code Given)

A great level of suspicion exists at the field level that this review process is designed to take the program in an already predetermined direction.

Recommendations:

Substantial additional L.E. training to sensitize Rangers to dangerous situations.

Leave uniform as is.

Other resource organizations (BLM, NPS, VSFWS) all evolved along parallel lines in their enforcement programs. Is there also a natural progression caused by real life situations and real need? I think so.

000668 CEORP

I feel the Corps Ranger is tasked to morally decide whether he/she reacts to an action of the visiting public. I would rather see it (a decision being made) done relying on professional training. Rangers are asked to do a lot with little to no training. They are perceived as officers whether we choose to accept that reality or not. The risk is extreme. The care taken to prepare for such risks is very, very weak. A Ranger is very vulnerable. Remote areas with no law enforcement _____ leaves some Rangers "on their own." Our Rangers need extensive awareness training in drugs, burglary, crime scenes, investigations (how to), domestic disputes, violence, SOPfa(?) police practices, how to carry themselves in a touchy situation, dealing with deranged people, etc.

I think the Corps should seriously consider a different focus on visiter assistance. Without a doubt, the Corps is tasked to address tough situations no matter how many CECA's, backup, or national guard there are nearby.

The Corps should place law enforcement officers in the field. The Corps should continue to rely on the Park Ranger to do current duties, but have someone within a reasonable distance to be able to handle serious situations. Boozing, drugs, and weapons seem to be a common threat everywhere.

State parks, USFS, NPS, all have separated out their law enforcement from general Ranger duties. We haven't and don't appear we will. I think the excuse that we are part of the Army is just that. Let's deal with the real issues here which are Rangers addressing unsafe situations with very little to no training. We service the public by providing recreation areas, we need to offer the best service we can and take care of our employees at the same time. We are not doing either under current practices with regard to their safety!

000669 CE SWT OE E4

NRM personnel should not have to sign a statement declaring that they will not carry or use anything as a deadly weapon. Self-defense training should be encouraged and concealed weapons allowed. Self-defense training should be given by professionals. The Army should train CEO NRM employees with special forces instructors.

000670 CENPA

Collect data from project LECA's across the country.

Study Park Service system of dividing Rangers into:
National Resource Specialists
Interpreters
Law Enforcement

000671 SAW-CO-R

I wish I had more time to fill this out, but we are downsizing.

000674 CENED

Turn recreation areas over to the state or local political subdivisions.

000675 CENPP-OP-V

Rangers should have annual mandatory meetings to discuss the various problems and solutions that occur.

000677 CENCR

I hope the Corps does not take any extreme approaches to what some, perhaps many, see as a problem. We should NOT decrease our authority or take uniforms, etc. away as this would make it very difficult indeed to do our jobs. On the other hand, I don't want to see all Rangers as gun-toting people with criminal justice degrees. There may be the need for full law enforcement Rangers in come places because of their unique situations. There may also be a need in some areas for protective vests, mace, etc., but don't make it mandatory nationwide. I realize there will most likely be some dictums resulting from this study, but leave as much flexibility as possible so the districts/projects can implement what is needed for them.

I have some reservations about this study. I fear we may get more than what asked for, but that i may be something entirely different than what was expected.

000678 CESWL

A separate law enforcement division or enabling all permanent Rangers the ability to protect him/herself is important. With no authority to hold and or arrest individuals, Rangers are basically ineffective. Law enforcement officers who are armed and do have detention authority command immeasurably more respect. Repeat offenders and public that has seen or been exposed to the limited authority of a Ranger know they can get away with many things. They know a Ranger has to run and call for help to control unruly situations. More often than not, a Ranger won't have time to get help or situations may escalate beyond his control before help arrives. It is important to have the ability to handle the situation right then and there.

000680 CENPS

I think the best procedure for handling suspicious activity is through constant patrol. Corps Rangers need to team up together and know their project inside and out. I have found being visible eliminates unwanted behavior and "group" actions/activities.,

Communication skills in a positive, non-threatening way, helps to defer anger in some visitors and allows compliance. However, when working with the effects of drugs and alcohol, the problems are more difficult.

The uniform, badge, and Title 36 do help establish authority figure.

You need to know your visitor and that takes time, effort, and being available. "Walk the beat" so to speak. Your regular customers will notice disturbances before you will oftentimes, use them to obtain information and help you ascertain a situation.

Contact with law enforcement personnel is a must. Do involve yourself without sufficient backup.

000682 NPS-OP-PO-LU

Provide all Rangers/Managers more training in personal protection, conflict resolution, and dealing with intoxicated or uncooperative individuals.

Make bullet-proof vests available to Rangers/Managers.

Allow/provide mace and/or night sticks at a minimum if requested by Rangers/Managers.

000683 CEORH

We must have some type of self-protection at least what is legal for anyone in the public to have, i.e., mace, pepper spray. These should not be considered offensive weapons when we all know they are defensive protection.

If we are going to become national lakes, like national parks, we need to learn from the Park Service.

000684 CESAD

More projects are now involved in hunting on project lands and waters.

There may need to be cooperative agreements with state ONR personnel.

Also the Corps needs to have authority to charge at least an administrative fee for issuance on hunting permits.

000685 CELMK

Provide as much Ranger training as possible.

000676 CENPW-ON-MC

Develop policy in visitor assistance/enforcement by using expert professionals from U.S. Department of Justice to fill the many voids created by the lack of experience in the field of enforcement that exists due to using strictly Corps personnel to develop policy in this area.

Shift all VA training to Federal Law Enforcement Training Center in Glynco, GA.

Revise regulation title to Visitor Assistance and Enforcement.

Add section on Ranger safety to EM 385-1-1

Either perform the enforcement program as it needs to be performed/should be performed, or get out of the business entirely.

000688 CESAM

We have come a long way, but it seems harder to stay up with the current visitor trends i.e., gangs/drugs, and just the changing type of park users.

Maybe with the information you receive from us, it will enable you to help us stay a step ahead.

Thank you.

000690 CENPW

When I first attended VA, we were compared to the English "Bobbie." Today they carry machine guns but we haven't changed. I believe separating rangers into interpretive, law enforcement, contact, general, would be easier for the agency and the employee. Each year we have gun incidents, drug, and contacting wanted person incidents with the ranger isolated and/or without proper protective equipment to defend self. All rangers here have their fingers crossed when contacting people. We are located in an area that "neo-Nazi" and "constitutionalists" are active and will not comply. This aggravates the situation much like gang activity. Let's call it what it is and get up to speed with our sister land management agencies. Thank you.

000691 CEORN

I think it would be a terrible mistake to have armed Rangers!

000692 CESWL-CO-GF

In my opinion, the job of a Corps Ranger is not life threatening, especially when the Ranger has received sufficient training to be able to recognize potential danger. I believe that the benefits of having a highly visibly Ranger force is of great comfort to public visitors and presents only a small risk to Rangers. I believe that these Rangers who don't feel comfortable with their personal safety should consider finding some other line of work.

000693 CENPP-OPV

We must be informed of these questions before the deadline. Most of the time we receive these forms after the deadline. If you really want our answers, please mail these forms to us at least 30 working days prior to the deadline.

000694 CEORN

Collateral forfeiture schedule for Title 36 is outdated and fines need to be increased. They are not a deterrent. Overall the community looks at us as a law enforcement officer. They report incidents of weapon discharge in parks and expect us to respond. It's very scary to "go to a gun right without a flashlight!" On the other hand, if they know e don't carry a weapon or have arrest authority, they look at us as a joke. I have challenged individuals about violating rules and regulations and they just laugh in my fact and walk away. With the changes in today's society, Corps Rangers need further training on our personal safety, especially since we are expected to respond to all situations. We need to go through the same training as our counterparts in the National Park Service, Forest Service, etc. The Ranger Academy training at FLETC would be beneficial. At this time, I am not 100 percent convinced that I want to be a weapon-bearing officer, however, each project should have an enforcement officer on site. The law enforcement agreements do not give us 100 percent protection. We need to be prepared for any circumstance we "walk into." So, if we are uniformed and looking like an officer, we need the authority to conduct ourselves as such. If we are not, remove the badge and alter the uniform.

000697 CELMS-CO-W

I feel that there is a need for one or two Rangers to carry a service weapon and have full power of arrest at each project.

000700 CESAM

All Corps of Engineer vehicles, in particular these used by NRM personnel, should be identified by the Corp Castle signature on both front doors. Logistics Management in the Mobile District stopped marking Corps vehicles in an effort to increase resale value.

000701 CESWL

We need to decide how important the Park Ranger Program is to the Corps overall operation.

Don't let the district divisions or other elements reinvent the program by accepting just the parts they want to support and come up with a good program and allow it to operate. Downsizing is affecting this Visitor Assistance Program more than any other phase of this operation.

000702 CD-SAM-FOSL

It does not matter to me whether or not I carry a weapon, but when the Corps opens our campgrounds for the season, I feel we should have Rangers patrolling on night shift until at least one hour after the gates close for the evening. The presence of Corps Rangers patrolling through an area gives our visitors a more relaxed sense of security.

000705 CESWF-OD-BB

The Corps seems to want it both ways. We are not cops, walk away from confrontation. On the other hand, be there for the public, don't allow things to get out of hand. I think the work is out that anyone ticketed by the Corps can simply ignore the citation and nothing will happen. It seems to me that the appearance of authority back when we had light bars and black and white vehicles was more effective at getting compliance. Gate attendants and park closures have changed the character of our visitors in the areas where used, although, I sometimes worry about the safety of the gate attendants.

000707 CBOrit-OR-PIV

The Corps Ranger needs to be professionally trained to handle law enforcement situations while protecting himself and the public at the same time. A well maintained appearance, including the class B duty uniform and campaign hat in itself is an effective control over people in a visitor assistance situation. The campaign hat is the "most" effective uniform article that the Ranger has in establishing control in visitor assistance duties.

The way in which the Ranger uniform is worn will at times determine the amount of control that the Ranger has in dealing with visitor assistance situations, so any uniform other that the Class B duty uniform "will not" be sufficient in performing visitor assistance duties.

000714 NCROD-RC

The Corps is fond of comparing its recreation program to those of other federal land management agencies. The comparisons end abruptly when the topic turns to enforcement of Title 36 CFR and protection of the resources. For some reason, GS-025 Park Rangers with the Corps of Engineers are not afforded the same authorities, credibility, and opportunities as those with other agencies. We as a natural resource management agency are about 30 years behind the others in progressing and evolving with the trends in our business. Our constituents are being misled to believe that we are something that we are not ... that we have abilities and authority to properly administer our own recreational areas. The current system is archaic and in dire need of change. Fortunately for us as an agency, we have a wealth of information and potential assistance from our federal partners who wrestled with these same problems decades ago. Agencies such as the NPS, BLM, Forest Service and Bureau of Reclamation have met the challenge of changing and adapting their work force to meet visitor and resource needs. The Corps can and should follow their example.

Scott R. Ford
Coralville Lake

000715 CEORH

The U.S. Government should provide Park Rangers with the ability to use N.C.I.C. for citation purposes and overall safety. A Ranger could request an I.D. check on a license plate and gather information on the vehicles owner before he approaches the visitor concerning a violation. A federal law enforcement agency could possibly have an agreement with the Corps where they or us could run license plate checks, etc. on N.C.I.C.

000717 FO-AL

Visitor Assistance needs to expand with the times. The potential for danger to Corps Rangers is ever present at Corps projects.

Handguns are defensive weapons. It is only to be used in life-threatening situations. Law enforcement officers go entire careers without drawing their guns, but they have the means to protect their lives if it arises. If Corps Rangers are going to write tickets, patrol, stop boats, we need to have the availability to a weapon to protect our lives if the situation arises.

Give us personal protection not law enforcement. Visitor Assistance and Title 36 can remain the same if Rangers have weapons.

000718 SAMOP

We need to be extremely careful here. Any decision we make will be critical and could cause a drastic change in Ranger safety.

000720 CESWT

I am very much in favor of providing Rangers with some amount of greater personal protection.

000721 CENCRODRS

Receiving information early in potential conflict is important. Frequently hear that campers fear leaving RV to go to phone to report (noise, dogs, strange behavior, etc.). Don't know of any way to improve, but access to L.E. contract could be improved. We have been limited on additional pay phone in areas now that Corps has to pay several hundred each and installation costs. Cellular access by public may help in future.

I believe Corps Rangers will lose some of their professionalism and effectiveness with both the public and other resource and public safety agencies if the Class B uniform and badge are deleted.

There is some risk in working with the public, but that is true if you work at a convenience store or a Corps project. Most projects provide reasonable protection for the public and their employees.

000722 CEORL-OR-R (RRL)

Unfortunately, we live in a society that is becoming more violent in nature. We have for years at Corps projects nationwide seen this violence coming into our areas. The Corps Rangers are many times the first to arrive on the scene of violent acts, domestic problems, accidents, and general people problems that can and do get out of hand. In this changing society, the Corps Ranger is undertrained and unequipped to deal with the problems and situations we now see in our recreational areas. I am not suggesting that we need to enforce Title 36 with the muzzle of a gun, but we need to be trained and equipped to deal with guns that may be pointed at us for enforcing Title 36.

000723 CESWT

We need to be graded the same nationwide. Some districts within the same division have different job series for Rangers doing the same work. All things that come out of the district are dumped on the Rangers whether or not they are knowledgeable of the issue or not.

We have a varied job description -- environmental, resource, recreation, cultural, etc. Need to be more specialized.

000726 CENPW

Visitor Assistance is a high priority for Field Rangers, but it is not all we do. Protecting resources requires direct involvement in potentially dangerous situations. To pretend this does not occur, or expect Rangers to magically disappear when they find themselves involved is not realistic or responsible. Rangers with specific assignments such as interpretation should receive specific training and equipment. Likewise, Rangers with protection responsibilities should be specifically selected, trained, and equipped. Law enforcement contracts in remote areas are not acceptable "catch all" excuses for dealing with all needs of Field Rangers. One size does not fit all in the 1990s.

Thank you for working to address our needs.

NOTE: Just because Rangers may have to enforce a law or rule or regulation does not mean they have to treat anyone poorly or reflect negatively on the Corps.

000729 CENPP-OP-PB

There are several positions at the project that are GS-05's. Routine duties require us to perform the work of 7's or 9's. We have limited acreage, but high volumes of multi-cultural visitation. The majority of the Corps has 5/7 or 5/7/9 entry positions.

Visitor fee systems need to be flexible to use as a management tool not a blind blanket fee. The fees also need to be used on sites they are generated to stay in public favor.

000730 CEND

I think that the Visitor Assistance Program is working well just the way it is now. There is no need to carry weapons.

000735 CELMV

Concessioners get a monopoly on facilities.

The concessioners tend to get what they desire sooner or later because of friends in high places.

Sometimes facilities are permitted to deteriorate (for a variety of reasons) that they are no longer useable.

000736 CESPD

This survey appears to be geared to gain status-quo type responses. For example, items 70-81. Unless the Corps were to change its "policy" of no-defensive weapons, etc., I would have to mark certain items of little importance.

The Corps needs to re-evaluate its position. If the Corps decides that Rangers need to remain in hazardous situations, then the Corps needs to train and equip the employees adequately. If the Corps intends that it is still not the Rangers "job," then have someone else do it "all the time" not just every now and then.

I realize that at many projects the size of the project, the proximity to adequate local law enforcement, good quality agreements, the design of facilities, and any number of other factors come together in such a way that the Corps is able to provide safe recreation for the public and safe work environment for employees. I also know that for a variety of reasons this is not true at other projects including my own. My project is not particularly bad, but it is big with lots of recreation areas spread over 98,0000 acres of fee-owned land. It has a large and diverse visitation while all the problems (domestic disputes, drunkenness, assaults, etc.) that entails. Firearms are also common in this part of the country. Rangers around here often go into a visitor assistance situation knowing they are probably the only one who will be unarmed. It is very frustrating to myself and many other Rangers that an organization as decentralized as the Corps is in many respect, would have such a rigid and limited policy on visitor assistance. It is one size fits all and it simply does not provide an adequate level of public safety at many sites. It sets up Corps employees to be in the unenviable role of bystander when the public is looking to us for help. We live in times where the potential is very real. I know because I have seen it more frequently than I would like (or the Corps would care to admit) right at my own project. Some days my job has been very much like being a UN peacekeeper in Bosnia (unarmed, unsupported, no clear mandate or real authority, just hoping I can bluff or talk someone into doing what is necessary to comply). A better public safety policy is needed. One that does not depend solely on local law enforcement and agreements with same. At some projects such agreements provide very little for the money. The local law may have too much else to do and too few resources to tie them up for extended periods at the lake. Besides they are agreements not contracts you have to take whatever they are willing to provide. You can't specify the service. Also, recreation law enforcement is not the same thing as law enforcement. The average police officer or deputy is not working from the values and mind set associated with recreation law enforcement. Many Rangers do not want to be cops. That's okay. Not everyone should. However, some of us are willing to face the risks public safety work entails. Indeed many of us are, whether we want to or not, already. Projects need to be evaluated to determine sites where Ranger safety and public safety needs are great enough to justify some Rangers being given training, authority, and equipment to provide for the public safety on project lands. Finally, public safety policy needs to recognize that the public looks to the Corps and its Rangers to provide for their protection and the protection of park resources. By and large they don't recognize the polite fiction that "we don't do law enforcement." Nor do they recognize any fine distinctions between us and the local or state law enforcement officers. To insist on telling them otherwise is more hinderance than help since our ability to get compliance probably has more basis in our perceived authority not our actual authority. It is our duty to provide for the public safety at Corp sites we manage. We are public servants. We need a policy that does abdicate our responsibility but one that sets up a flexible system to meet the needs of diverse projects and one that provides visitor assistance in all situations not just when conditions are favorable.

000739 CEORH

Thank you for your concern. I have included my ideas throughout. Hope that's okay.

We received these on 3/23/95!!

000740 CO-NM

Although I have only had this position for 6 months, I have seen a definite need for _____ law enforcement practice. As a Ranger patrolling, I am either mistaken for a law enforcement officer or shown little respect. I recommend that we either to full law enforcement or do away with our patrol duties altogether. I often do not feel safe in situations even when they are under control.

000741 CEORL

I believe the only major improvements needed to ensure our safety for the level of enforcement that we are involved in is ensuring we have decent communications with all law enforcement agencies in our area (including access to NCIC and having and ORI number so that we could obtain this information and decent radios and a cellular phone), being trained on how to use and carry pepper spray (so we can have some means of personal protection), and other self-defense courses (non-weapon), and psychological training on human behavior.

Due to the rising increase of drug-related activities, gangs, and shootings, an individual's chance of being assaulted is greater than ever before. Gang activity has not become a problem in our area, but it has been reported at other projects and surfacing in rural areas never thought of before.

Over 4 million visitors use our lake per year. Our area covers over 52,000 acres land and water, 6 counties, 920 square miles of drainage. Within the vast amount of territory and high use, the possibility of walking up on a felony in progress increases.

In our scope of duty as Rangers, we deal with handling disorderly people, drunks, angry campers, alcohol in restricted areas, boating violators, checking primitive camping permits and dealing with individuals carrying and discharging firearms on federal property. Since my work with the Corps, I have dealt with and witnessed domestic violence, worked a shooting at one of our primitive camping areas, a clubbing at one of our parks, walked up on drug activity in progress, have caught individuals operating automobiles and boats while intoxicated, individuals in violation of game laws, and in acts of vandalism and theft.

The Visitor Assistance Program is good, but we also need the means to protect ourselves as well as the visiting public. When the public sees a Ranger in uniform, he expects him to assist his needs. Most situations require immediate reaction. After the fact is usually tool ate. This is why my peers and I feel that each Ranger and Manager needs full law enforcement authority and training. This is not only needed as another tool for dealing with the unruly public, but also as a means of self-protection. The Corps is the only federal or state organization that expects their Rangers to perform their duties without being permitted to carry firearms. It's hard to explain to an individual with a gun in possession that a firearm is not permitted on federal property, especially when you do not know his intent.

We have also preached law enforcement agreements. This is fine, but sometimes some of the local deputies become more of a problem than help. Most of the lakes are surrounded by rural counties. Our law enforcement officials consist of deputies out of the local sheriff's department on low budgets. A house cleaning happens about every 4 years. This always involves a new staff. With the low budget, it's hard to attract top-quality individuals. Therefore, some lack the experience or capabilities to handle the public well.

Our state has also passed a law that allows individuals to carry concealed weapons. This is fine, but I feel we need the same opportunity. 99 percent of the time may not call for the need of a firearm. It's the 1 percent that worries me.

We have been taught to be the kindly authoritarian. This is also good, but what happens when a 14 year old on "crack" sticks a 38 in your ribs? Times are <u>changing</u>!! So should we.

000746 CESPK

Corps Rangers should have the same enforcement training as Rangers employed by other federal agencies who do the same job (i.e., training academy).

000748 CENPD-ET-ON

General impression is this form is slanted ... Basic questioning facing the Corps remains ... we have staff positions and Ranger position. Of the Ranger positions, we have interpretive and some thing else -- is it law enforcement, and if it is, then we need to hire for that _____ now and train more individuals like the Forest Service, Bureau of Land Management, Fish and Wildlife Service, and the like each and every land management agency there is but the Corps. Those Rangers in enforcement could be _____ the _____ office.

000751 CESWF

Suggest you gather results from the other surveys done.

Please keep the strobe/blue light -- just like utility trucks, we sometimes just need to be seen, so we don't get run over.

Patrolling until 11:00 p.m. is just right -- gives you 1 hour to make sure the campgrounds are okay and leave.

Thank you for this chance. It is nice to know someone is paying attention and concerned. I have often said that it would take a couple deaths for the agency to look into this situation. I am glad I was wrong.

I have lived through an assault and the resulting Title 18 felony trial within the last year. The trail being them ore painful of the two. All the people involved in this incident have had their lives changed. I would not wish this on anyone. This will hopefully make sure no one else goes through this again. Keep up the good work.

1) I believe that visitors are given ample opportunity to become familiar with the rules and regulations. I also believe that most visitors don't take the time to read or learn these items.

2) I believe that the public's view of Corps Rangers is based upon factors such as age, education, economic level, and proximity of the project. The vacationing visitor is usually more affluent and educated and views us as good guys. The local population in close proximity to a project tends to have a lower opinion of Rangers. The Rangers tend to be looked at as "big brother" that won't allow the local population to do as they please. In addition, it seems that the close a person is to the "land" in gaining a living, the worse his opinion is of any agent limiting his "supposed" rights to do anything he wants to on federal property. In summary, the more destination-oriented, long-distance visitor is more apt to see Rangers in a positive light. Conversely, the closer the person is to the project (possibly previously-owned family land) or the lower the education level, the more chance of being seen as a "Pine Pig."

It appears that insulation from field work, minimal contact with the public, length of time since working daily with the visitor tends to skew a person's attitude of the potential dangers this job holds. Some people in management base their reactions and decision making on when they were a patrol Ranger. This could be 20 years ago. At times, some management personnel do not realize that society has changed and that their is more chances of conflict due to the attitudes of today's visitor as opposed to yesterday's visitor. We are no longer viewed as helpful "Smokey Bear" by the majority. Today's society tends to turn against authority and don't have the respect for the uniform anymore. The one percent of yesteryear is quickly becoming a majority. Many people are law abiding, just not as many as before. This point needs to be taken seriously in the future decision making.

(70-81)
Before the Corps starts issuing handguns to rangers, they had better get off the fence and decide what to do with us. I think that some projects would benefit from full law enforcement authority and all the training that goes with it. I believe that not every project needs this. Some have local enforcement to cover them. I believe we need to actually admit we are doing a cop's job without any way to defend ourselves. Let's come back to reality and quit playing a game with semantics such as "Visitor Assistance." We all assist the visitor. Enforcement of regulations is till "enforcement." The nasty "E" word that we aren't supposed to use. I have said that it would take somebody dying to

wake our agency up. It was almost me. I have lived through an assault, it changes your life and everyone's around you. I applaud you for looking at this before someone dies.

Whether we decide to hire a separate entity to do our enforcement or start training a select group of enforcement Rangers, I still think every field employee should have "pepper mace" issued to them next week. After going through training, each employee should be made to carry it at all times while on duty. Pepper spray is non-lethal, is extremely effective, is the only thing I know that can stop a pit bull at full charge, can only be used as a defensive weapon, and can save lives (both the assailant's and Rangers).

(78) I wouldn't want to carry a stun gun.

(79) I believe a PR-24 could be effective as a defensive weapon. I believe it could also be used easily in an offensive way. A mag light works just as well in emergencies.

(80-81) Handgun/vests: First, a vest won't do much good for a head shot from a half mile away. Secondly, they don't stop rifle shots, yet. But, in connection with a fully trained officer with full authority and a handgun, I think they should be standard issue. They should also be issued to people testifying in controversial court cases.

Handgun should only be issued to those employees that are prepared to use them, trained with them, and have the law enforcement authority to carry them. The National Parks would be a good example, so would most other federal agencies that do NRM.

This is an attachment in response to item #156 located on page #10 of the Visitor/Ranger Safety Survey.

The following document represents my personal opinions, concern, objections, and suggestions concerning the issue of Ranger/Visitor safety. I realize this is a rather lengthy document, however, the fact that the Corps, as an agency (under protest), is soliciting comments from the people that do the work, makes this a unique opportunity. We, as Rangers, must grasp this opportunity as the only chance to make our feelings known to the bureaucratic nightmare that is the Corps of Engineers. As you know, Dr. Zirschky is the only ally that we, as Rangers, have ever had in the Corps hierarchy. I feel that we will never have this opportunity again. Dr. Zirschky recognizes our branch as an asset to the people of the United States. The results of that recognition have given us a chance to finally be heard as Rangers. Unfortunately, Dr. Zirschky will not be in a position to make needed changes for much longer.

Many people depend on our ability to perform our jobs. Our branch has grown dramatically over the past few years. Public visitation on the lands and waters belonging to the people of this country has become increasingly more important. Along with increasing visitation comes increasing criminal activity. The agency we work with, and in some cases the Rangers themselves, must recognize the visiting public's need for security from criminal activities that have long been a part of many of our recreation areas. We as Rangers are viewed by the public as their first line of defense against harmful activities. This agency and Rangers alike have buried our heads in the sand hoping this problem will disappear. Many "bandaid fixes" have been attempted with poor results. Law enforcement contracts have proven to be a mixed bad. While this was originally more effective than nothing, the growth in our program has definitely outdated this particular "bandaid fix." Law enforcement contracts have progressively grown more expensive and will continue to do so. Local law enforcement personnel are not generally inclined to respond to many of our problems and are more concerned with their own problems. In the area I work, the prevailing local attitude is we, the Corps Rangers, should be equipped to handle our own problems, and if we are not so equipped, get the hell out of the business.

In the eyes of the visiting public, Rangers are there for their safety and they expect and demand that security. The total lack of public awareness of the current policies of the Corps is in my mind a large part of this issue. The current policy represents a potentially catastrophic con game being played by a governmental agency at the expense of the public. Security for our customers has, unfortunately, taken a back seat to politics, lack of insight, irrational concern for liability issues, and is (at least in perception) not a concern of this agency. Security for our Rangers has never been a seriously considered issue with this agency. Because of the agency and some Ranger attitudes toward public safety, our program will suffer and the public will suffer. This represent the only chance we may ever have to make a change in the Corps of Engineers attitude, as an agency, in regard to effective visitor/Ranger security and safety and resource protection issues.

The Ranger profession has a long and well respected history. Although Corps Rangers are not truly Rangers at all, the public perceives us as Rangers. I have long been aware of the agency attitude

toward Corps Rangers as a congressional joke they have learned to live with but not accept. After many conversations with my fellow Corps Rangers, I have discovered that most of the Ranger sin the field now accept this as a normal agency attitude. Unfortunately, this agency attitude is now beginning to play an important and devastating role in the way Rangers accomplish their duties. Some individuals have allowed agency policy to affect them in a way that is very dangerous to the public as a whole. Many Rangers feel, with some justification, that the Corps has played fast and loose with visitor/Ranger safety and resource protection for many years. This is a disgrace to the Corps as an agency and to the Ranger profession as a whole. I was truly sorry to stand and listen to some Rangers admit that they (because of agency policies and attitudes) would not take steps or intervene in a criminal activity when a member of the visiting public was at risk. To anonymously quote one individual, "I wouldn't walk, I would run away and let the locals pick up the pieces. They were all probably scum bags anyway." In my opinion, this individual represents a serious threat to an unsuspecting public (regardless of agency policies or attitudes) who still looks to Rangers, even Corps Rangers, as their defensive line against criminal activity.

Both my partner and I have, on many occasions, been involved with intervention on the public's behalf. This has always been in a situation where no other agency has been available. We are both aware of the disregard the Corps has for public/visitor/Ranger safety, however, we are also aware of the moral obligation we as Rangers and citizens of this country must face. We are both aware of the risks involved in performing that moral obligation, we are not stupid or misguided, we are not supermen or super cops, we simply understand our moral and professional duty, regardless of policy, to the people. I am proud to say my partner has always "been there with me" in those situations.

Regardless of agency policies or attitudes, I will not change my personal beliefs or moral obligations toward the people of this country. The public perceives Rangers, even Corps of Engineers Rangers, as being there for them. I consider this my duty and I will not let them down when and if I am called upon to perform that duty. I, for one, will not shrink from my beliefs or obligations as long as I am alive whether I am a Ranger of not. The public my partner and I serve know this and believe in our ability to help when help is needed, if it is within our power. "WE WILL NOT RUN OR IGNORE PROBLEMS BASED SOLELY ON AGENCY POLICY."

As a result of the request for input from the field level in regard to the issues of visitor/Ranger safety and security, I ask that the following items be carefully considered by the Manager/Ranger review team. The meeting in Omaha, NE is a unique opportunity to air some very difficult issues. It is my hope that personal views or company lines do not cloud this very important issue. I have had occasion to discuss these issues with the people who are representing the Rock Island District. I believe that I have been straight forward in my concerns with the RID representatives. The following text should resolve any questions or misunderstandings that may have occurred during those conversations. I will address 7 (seven) important topics that, in my opinion, should be given serious consideration. Those topics are:

1 - Current Corps policy as opposed to reality
2 - Public perception of Ranger function and duties
3 - Public safety and security

4 - Ranger safety and security
5 - My suggestions for policy changes
6 - Possible training alternatives
7 - Professional guidance from other federal agency panels.

1 - Current COE policy as opposed to reality

Current COE policy states, in criminal situations where a possible threat to an individual or visitor is immanent, **our Ranger is to back up to a safe distance, remain in the area as a deterrent, remain highly visible, radio local authorities for backup, and to effectively observe the crime in progress so that we may be a reliable, effective witness in any prosecution that may follow. We as Rangers are not to get involved in any attempts to intervene in the criminal activity in support of the victim or victims.** Unfortunately, this policy applies even if there is sufficient reason to believe that the victims life, limb, or property are in extreme danger.

2 - Perception vs. Reality

Perception vs. reality is an extreme risk that the people of the United States have unknowingly lived with when visiting or using COE land and water resources. The visiting public is not aware of current COE policy. People see our Rangers as their protector and benefactor. Criminal activities have increased proportionately along with increased visitation to the lands and waters managed by the COE. In this regard, the public views Rangers, from any agency, as their line of defense against this type of activity. The public expects our Rangers to provide protection for public owned resources, family or friends, wildlife resources, and in general their life, limb, and property. In my opinion, this constitutes an extremely high risk for the public that has been perpetrated by COE policies. Rangers are put in a high risk situation when they try to perform their moral obligations to the people of this country.

3 - Public Security and Safety

My previous paragraph and current COE policy illustrates the inherent problems with public safety and security. This is a travesty thrust upon the people by an agency that has routinely shown that the agency policy supersedes public protection. The current policy also shows a definite lack of trust in Rangers. Policy guidelines were meant to protect the COE rather than to protect the public for whom we are supposed to work. I feel/submit that the agency policies do nothing to protect either the public or for that matter the Rangers themselves. This policy also provides little protection for public owned resources in its multitudes. In my opinion, we as an agency and as Rangers alike, must understand that we have an obligation to the people of this country. If we are not ready to meet that obligation then we should not exist as a branch or as Rangers. The public's right to know that they have no protection or security when using their lands and waters, under COE management, should take precedent over the protection of the agency. A public relations campaign to inform the public that they are on their own when using their resources under COE management should be considered. The public should know that the agency needs take precedent over public/Ranger resource protection and safety issues. This will inevitably lead to a great deal of embarrassment for the Corps, however, I feel the public has a right to know that Corps Rangers are not allowed to provide effective security for the public. The public will not accept this revelation gracefully. They will not like the fact that

the Corps would rather risk public safety and resource protection to avoid a "slight" liability risk to the agency.

Should the COE chose to continue with the current policies, I would volunteer my extensive media contacts to assist in a media campaign to inform the public of the risks involved in using COE facilities. Absolute disgrace for the COE and Corps Rangers will be the results of a campaign of this type, but the public needs to know.

4 - Ranger Safety and Security

The very fact that we as Rangers are on the front lines should illustrate the inherent problems here. In the area that I work, we have an overall "backup response" time of 55 minutes. The only realistic security for our customers are the COE Rangers. The public expects COE Rangers to act as true Rangers when problems occur. As I have noted, this constitutes a danger for both the public and Rangers who feel a moral obligation to act on the public's behalf. Current COE policy does not provide a safety net for the public or Rangers. To a great many people, current COE policy appears to take an approach of expendability for public resources, the public, and Rangers alike. This is a disturbing line of thought that I sincerely hope is not true. This line of thought is not confined to just Rangers. Many people in different branches of the COE agency feel the same.

5 - My Opinions and Suggestions

COE policies are a perceptual lie to the people of this country when compared to harsh reality. This has to be addressed by more than the old "throw money at the problem" approach the COE is famous for. "Bandaid fixes" will no longer be sufficient to provide the type of security that the COE should provide to the public and their resources. The COE must recognize that this agency is morally and physically responsible for the day-to-day management of public owned lands and waters in more than just the tired old "proprietary ownership" view. The COE must train, equip, and empower COE Rangers to perform the functions the public expects. This is the next logical step that must be taken in the evolution of the Recreation and Resource Management Branch. We have arrived at a point when it has become necessary to either do the job the public expects or get out of the game. As management likes to put it, "If you can't stand the heat, get out of the kitchen." This will require many policy changes as well as changes in Title 36 jurisdiction the Rangers currently have. The Rangers must be given the tools and authorities to perform the job the general public expects. This is not impossible or excessive, not improbably or difficult, and the issue needs to be addressed or we need to "get out of the kitchen."

6 - Possible Training Alternatives

In situations where the lands being managed by the COE are totally within a given state's jurisdictional boundaries, it would be possible for Rangers to be trained by that state agency responsible for L.E. training. In situations where a Ranger works in multiple jurisdictions, the Mississippi River as an example, federal enforcement training would be needed. This would also be true in the event that a Ranger transferred to a multi-jurisdictional field station. The best of all worlds would be a formal training by the COE. This agency currently has an Office of Counsel that is more than qualified with preparation to instruct Ranger sin most of the needed legal requirements.

Weapons training and self-defense can be contracted to local police departments as could vehicular stops and techniques. COE Rangers currently have some of the best public relations training available and would not need more than a possible refresher course to supplement field experience.

This would be a logistic nightmare, however, this way we would be sure to train Rangers and not cops. This Ranger/cop thing can and should be addressed in the training selection regardless of where that training occurs. COE Rangers should be Rangers and not cops. A cop mind set generally occurs during the training process. This type of training should be avoided when training Rangers for the COE. True Ranger training is not impossible and this is the type of training needed. Our only concern would be, and should remain, resource, public, and Ranger protection. COE managers should receive training that would give them the knowledge needed to control Rangers and keep those Rangers in the right frame of mind. Should problems arise, managers need this leverage.

Other agencies would be better equipped to handle any para-military operations such as drug interdiction, SWAT, etc. These items should not be considered a typical Ranger function. Serious thought should be given to any training program to make certain we are training Rangers/Managers and not "just another cop." The public deserves our best effort and nothing short of that will be good enough.

7 - Professional Assistance From Other Federal Agency Panels

This bears serious consideration. Many Federal Agencies have evolved in much the same fashion as our branch of the COE. Professionals from those agencies would prove invaluable in providing guidance to help avoid unnecessary pitfalls. In addition, those professionals could provide insight to individual Ranger trainees that would make them better field operatives. I feel that this approach would result in a better rounded and more knowledgeable program/Ranger. I would hope that this approach might avoid the cop mind set and provide the Corps of Engineers and the public with a Ranger that is second to none and equal to the tasks at hand.

In my opinion, even though I have been disappointed by a few Ranger attitudes, the COE has the most highly dedicated group of Rangers I have ever met. Regardless of the final outcome of this exercise, I will still be proud to have been associated with most of them. This program has grown beyond my wildest dreams in the past 15 years. In spite of agency policies and attitudes, I am proud to have been a part of this very worthwhile program. I do feel the next step in our evolution as a branch must be taken. The public has this right, our Rangers have this right, and we must do our best not to fail. We as an agency and as Rangers must face the oral and "in my opinion" legal obligations to the people of the United States that are inherent in the public perception of the Ranger profession. The COE must accept the public's right to be safe and secure when suing COE managed public owned lands and waters. The COE must also accept the responsibility for the protection of all resources, land, water, and wildlife that has been intrusted to them by the people of this nation. The COE must accept our branch as more than an unwanted bastard child and this agency must stop dodging the issues and responsibilities. This may well be our last chance to be heard. I hope the visitor/Ranger safety review team will consider where this branch will be in the next five to ten years. This is an important issue for VISITORS, RANGERS, and PUBLIC OWNED RESOURCES. Please, do not fail us.

Should you have any questions about this transcript, please contact me at the following address and telephone number.

I thank you for your efforts.

Samuel E. Adcox
Mississippi River Ranger
R.R. #4, Box 136
Quincy, IL 62301
(217) 228-0890

000757 CENAB

I believe we have urban projects where Ranger safety is in jeopardy now as it relates to our current visitor assistance practices. In these situations, our rangers do need to be "cops" because they are putting their lives on the line with virtually no way to protect themselves. I do not believe that this is the predominate situation at most of our projects, however, the future potential is certainly there as crime and violence escalate in suburban and rural areas.

What's our bottom line? We will be forced to move into the "police" arena. Society's values will put us there. Visitors to our projects expect to feel safe and secure. We must place the highest value on maintaining that sense of safety and security. At the same time, we must ensure our Rangers that we as an agency are doing everything possible to protect them, too, by providing the best training possible as we move into a "park police" mode. WE are only kidding ourselves if we think crime in our parks is someone else's problem.

000758 CESWF

It is frustrating and dangerous to not be prepared when confronting hostile situations on project lands and waters.

000759 CESWG-TOW

Every project is different. But the attitude of District Offices is the same. If a member of the public complains, then the Ranger is wrong. If a Ranger has a problem, it's their own fault. Too many citations are written. Don't file any incident reports.

It is my opinion that the Corps needs a branch of law enforcement Rangers stationed at each project. Much more often than not, rangers are the first officials on the scene of an altercation on project lands. Many times a police officer or deputy isn't where he can respond within twenty or more minutes, with the ranger having to deal with the situation alone. Even if an armed law enforcement officer is present, he may not be able to handle a situation alone. We are told in Visitor Assistance Training to call in a law enforcement officer and get away (I have seen many instances where I could handle the situation much better than sometimes short-tempered officers). This is seldom a realistic option. It could put a single law enforcement officer in danger.

The public perceives rangers as law enforcement officers, period. They rely on us for assistance it is true, but they also rely on us for protection. It is very frustrating for both rangers and the public when have to say "there is nothing I can do." Technically, we cannot even hold a person until the arrival of other law enforcement personnel.

Upper management has not been in situations where they could know how the public perceives us nor what types of situations we face. This is why, in my opinion, we have not been represented properly when the subject of Ranger safety arises.

The project which I am assigned is bordered by two states, one of which has just passed a law allowing private citizens to carry a concealed weapon. The other state is just about to pass a very similar law. For $160 for the permit, a private citizen may carry a concealed weapon. The lower class citizen (drug user/pusher, other law breakers) have been carrying weapons all along, now, potentially, the only unarmed person in the recreation areas will be the Rangers.

Carrying a firearm is not the issue. Rangers should have the same protection and authority as those employees who perform similar tasks in similar situations, i.e., rangers with the National Park service and BLM, Forest Service Law Enforcement Officers, Public Safety Officers with the Tennessee Valley Authority, Refuge Officers with the Fish and Wildlife Service, and State Park Rangers. Many of these officers do not see situations as serious as the Corps Rangers, but are much better equipped to deal with them. The U.S. Fish and Wildlife Service has wage grade personnel with full law enforcement authority to assist in refuge enforcement operations.

Law enforcement could be in addition to our regular duties as it is now, however, those with full authority may put an emphasis on enforcement. Perhaps we would not be at the mercy of the local law enforcement agencies to solve our theft or government property cases and our various other violations which are not a major concern of theirs but a priority to us. I believe that no ranger should be forced to become a law enforcement officer if he or she does not want to be, but we should have the option. I also want to say that it is apparent what upper management feels about Ranger safety when they are protected by armed security guards in the district office, and issue mace to its female employees during Federal Women's Week, but do not equip the Rangers to adequately protect themselves in the <u>many</u> situations where we might need to do so.

One final note is that I appreciate the fact that Ranger safety is finally being looked at with our opinions on the matter.

000761 SWT-OT

Analogy

Park Ranger law enforcement duties should best be described as being similar to Andy Griffith, Sheriff of Mayberry. He did not wear a weapon or enjoy arresting people, but had the authority to do both when the need arose. Not only for personal safety, but for the safety of the customers.

"ESSAYONS"

000763 CESWT-TD

I don't know if there is any good answer for solving the problem of Ranger safety. It's a very unpredictable business, trouble can show up anywhere, anytime, and without warning. I've been in the business long enough to realize communication with the public is the most important point. Issuing citation is not always the answer to a problem, an explanation to why one can't do this helps a lot. Sometimes you have to give a little, it's not always black and white. Communication is the key to understanding the problem, and understanding most of the time, eliminates reoccurrence. You can send us to all types of training and some if it help improve our skills. However, experience in the business is the real training. Nothing can replace it. If you stay in this business, you learn to dance with the devil.

000765 CESWT

Any further personal safety equipment would be very valuable to performing the job duties. Peace of mind makes the job a lot more rewarding in the long run.

000767 CESAM-FO-LS

Presently I would rate workload as a major limiting factor in visitor assistance. There simply isn't time to accomplish all assigned priorities and perform adequately in the field.

Would recommend more use of on-site volunteer park hosts in camping and day use areas. This would serve to reduce the need for patrols and allow Rangers to accomplish their assignments.

000769 CELMV

The Corps of Engineers has reached a turning point. Either we have a Visitor Assistance Program or we have a Law Enforcement Program. A Law Enforcement Program will take additional authority since we only acquired proprietary rights with the statutory rights remaining with local law enforcement agencies. We can't have it both ways so someone has to made a decision.

000770 CESWT

I basically feel the program should remain pretty much as it is. However, there may be some instances where additional personal safety equipment may be helpful. Also, I am in favor of any additional training, short of full law enforcement, which may provide knowledge in the area of personal safety.

I do not see a problem with bullet proof vests, if made optional to each Ranger. I do not agree with pepper spray/mace being approved. I am in favor of walkie-talkies and cellular phones for each Ranger, and also am a proponent of personal alarms. Hand-to-hand defense only if attacked should be taught.

000771 CENCR

I don't feel the Rangers are seeing such actual evidence of increased security problems, but the perception of increased chances of encountering something are just as they are in our society in general. Perception is reality to an individual.

Yes, there is always the chance for an individual to encounter an unsafe situation, but it is a risk of any job. Statistically, it is more hazardous to work for the postal service.

I never stopped to worry about what might happen personally. I felt if my number was up it was up. People who have become overly concerned or paranoid about safety concerns should maybe look for non-patrol positions. All were hired with the understanding the duties were as currently assigned.

000772 CENCRODRS

Rangers should not work any later than midnight; Patrol until 10:00 p.m. to close areas, then return to office to take care of paperwork, etc. until midnight.

000773 (No Code Given)

Need law enforcement types to handle problems for us
Better TNG
Manual (Ranger)
Pepper spray - better protection
Less patrol late at night
No patrols on weekends in winter months
Need to train management. They are not up to date on law enforcement. They have too much to do to keep up with law enforcement Title 36. Let Sup. Ranger handle all visitor assistance, etc. and get rid of 3-1 ratio.
All projects do everything different
Some managers are too law enforcement oriented

000777 CESAM-FO-LS

Eliminate the use of blue lights. This gives an aggressive law enforcement image.

Prohibit blue lighting vehicles.

Tone down Ranger uniform. Eliminate badge and straw hat.

If we are going to dress like law enforcement officials, then provide Ranger with proper protection.

Eliminate need for late-night patrols.

000778 CEMRK

I don't want to see us lose citation authority, but do not feel we need to be "police officers." Our uniform, badge, etc. confuses most people, especially kids to thinking we are "policemen." We need some kind of enforcement ability to maintain public lands for the future use and enjoyment of the generations to come.

I feel communication as a whole is lacking for each project substantially and is an essential part of doing our jobs effectively as well as safely. This cannot be overemphasized in either training or on the job.

000780 CESWT

With reductions in the staffing levels at some lakes, safety of both Rangers and the visiting public will decrease. Unless we change the way we manage our projects conflicts will escalate.

I am concerned with the large amounts of cash generated at some areas by the fee program. We need to look hard at eliminating the day fee and going to an annual pass only system.

000783 CENPS-OP-PO-CJ

The project I work at has a minuscule amount of law enforcement problems, no citations in 3 years. Since this is the only Corps project I have worked at, my answers to this survey are skewed towards low-key problems and enforcement. However, based on my experience at busier recreation areas with the National Park Service, and on what I have heard from Corps Rangers at busier projects, I fully support having Corps Rangers with full law enforcement commissions. As the Visitor Assistance Program stands now, I believe it's only a matter of time before a Ranger gets killed. I would rather see the Corps go to full commissions before that happens.

000784 CENCR

I have on occasion felt unsafe in performing visitor assistance duties as a Park Ranger. I feel more personal protection is needed, but I do not feel a need for full scale law enforcement authority and the responsibilities that go with it such as: arresting, detaining, taking to jail, etc. I feel with beefed up law enforcement contracts, better radios, cellular phone, bullet proof vests, mace, nightsticks, and personal defensive training, I will feel much safer in the performance of my duties. Also, I believe a ban on alcohol may have some merit as this seems to cause a lot of problems. I feel that in cases where we have written mandatory citations, the Magistrates have not given us much support and have not pushed for stiffer fines or penalties.

000786 CESWL

The Corps needs to decide whether it will take direct responsibility for providing professional visitor safety, Ranger safety, and resource safety.

Some project managers, usually resident civil engineers, have no understanding of natural resource management practices. Most of the projects I have work on, these resident engineers interpret regulations to suit their own philosophy. I am tired of being told to do a job with my hands tied. The Corps is getting a good deal, giving the general public a very strong perception of visitor safety from the Ranger staffing at water resource projects. The only risk lies on the back of the Rangers. If something goes wrong and a Ranger is assaulted or killed, the Corps only has to respond, "He shouldn't have been there, he was acting outside his duties!"

The Corps is directly violating its own safety and health regulations manual. EM 385-1-1 states: "No person shall be required or instructed to work in surroundings or under conditions which are unsafe or dangerous to his health."

Many project and district managers I feel are suppressing incident reporting. I know of two serious incidents that forms were completed and the district safety law enforcement officer personally told me he never received the reports.

The Corps only seems to be concerned for the public's safety because the Corps may be liable! "Your safety is our concern because you park visitors may take us to court!" Liability risks may not only be from the public, but their own employees. I know there must be the chance an injured Ranger or his widow may file a suit for the Corps failing to provide sufficient protection and training to their Rangers while enforcing Title 36.

000789 CESWT

Why is it taking so long for the Corp to manage proactively for Ranger safety? Surely the trends in visitor assistance needs have been apparent for many years. They have been to the BLM and NPS.

000793 CENCS

An are office job is kind of between district and project levels with lots of public contact, but little visitor assistance in a part/campground environment. Only at certain times and in m ore remote areas do such situation occur. Shoreline management and outgrant compliance are part of the job but direct conflict is unusual.

000794 ORL-OR

I feel strongly that we do not/should not carry firearms or increase our law enforcement powers. However, we should consider having personal protection using mace (or pepper spray); could also be used to step an assault between visitors or disable a dangerous dog.

Law enforcement contracts are very important and should be enhanced as needed to help control problem areas.

The use of volunteers or contract on-site attendants can be very effective. The Corps can develop an area for their trailers with primary services (phone, water, electric, etc.) and they will come.

I feel visitor assistance duties should be lower priority (maybe 10 to 15 percent of time) than natural resource management.

000795 CELMK

The general public sees the Corps Park Ranger as someone who can assist them, help them, and protect them. The Corps gives the public a false sense of security when a Ranger can only witness a rape, robbery, violent acts, etc. These activities are increasing annually. Corps Rangers need to be better trained and given the authority for the public's and their own safety. Little authority is met with little respect. Proper training is the answer to low key law enforcement, not directives from higher authorities. Ranger personnel are more familiar with properties, visitors, and problem areas, are available more often, are generally the first to respond to accidents or crimes, are generally paid more and are better educated than most local contract law enforcement personnel. "Contract law enforcement authorizes the aggressive law enforcement to people who have no training in low-key recreational law enforcement." It appears that i would be to the advantage of the Corps of engineers to have well trained "Park Rangers" who have the capabilities and authority to assist and protect the public than to have contract policemen and sheriff deputies to enforce law. Properly trained Park Rangers do not have to be told or directed how to handle behavioral management in recreational areas.

Doyle G. Manis, Park Ranger
CELMK-OD-OD

000799 OD-RC

I work in the office at Coralville Lake. Being a student-aid, I am not Ranging much, but do hear complaints from visitors who come to the office. Most complaints are due to personality differences.

For the record, I am the only minority in this office and from my knowledge, there has not been other minorities in the past. I think diversity is as important here because a lot of the staff are unaware of it.

I did not receive this questionnaire until 1:00 p.m. March 31, 1995! Does management want our input?

000800 CENPP

Ten years ago I would have responded differently. I was pro-law enforcement, pro-self-defense and wanted any and every means available to protect myself. Fortunately, I left Berlin Lake and moved to Bonneville. We're day-use only so life is good. No more camping hassles. Now 10 years later we have different ethnic/cultural groups fighting. Knives and guns are being drawn. And here I am again -- uniform and badge -- a moving target. law enforcement contracts will help, but the better line is the Corps park ranger is perceived as an authority (full law enforcement authority) figure. Since our authority has little depth, I think we should change our appearance. Chuck the flat hat and badge. Put us in golf shirts an ballcaps. De-emphasize the authority look. Quit bluffing. Or commission us, at least a few of us. I can't believe park rangers aren't killed each year. Well, maybe we are hiring the right people after all.

000801 CESPK

I commend your asking these questions. However, I'm not sure it will address the real issue! The real issue is what is the role of a Corps ranger in the 1990s and beyond. Will we be more law enforcement oriented or friendly educational naturalists? At the present time we seem to be trying to do both and our polices clearly favor the naturalist approach.

I believe we should have asked the following questions:

1. Do we have a crime/safety issue which needs to be addressed?

2. If yes, who will address the problem?

    A. Corps rangers with increased authority.
    B. Outside law enforcement/security companies.

If the answer is A or B, many of the answers to the survey are answered. There would be no need for training and procurement in the use of guns, sticks, pepper spray if we turn these functions over to outside agencies. Most Corps rangers do not wish to become peace officers and may choose to say protection equipment is not important; that does not mean that crime and safety issues have been addressed.

I believe we should be in or out of the enforcement of rules/regulations, and laws. When you approach a car at night wearing a uniform and badge, we are perceived as peace officers. It will only be a matter of time before mistaken identify results in tragedy for a Corps family and incriminations from higher authority about how the ranger used poor judgment. Didn't run fast enough, was look for a problem and got his/her just deserts, or was acting outside or beyond the scope of employment. The enforcement of Title 36 should be incorporated into a position with full peace officer authority and training or removed entirely from the responsibilities of a Corps ranger.

001001 CEORP

I came to ORR by way of Engineering Division and have no real field experience -- I did not feel it appropriate to answer most of the questions.

001001 CESWD

The way a visitor is approached by a ranger normally determines if there will or will not be a conflict, especially if a visitor feels that he may have violated a rule or regulation. In most cases, the initial introduction is the key to resolving an issue.

Although I do not feel that a ranger should carry a gun, I do feel that they should be allowed to keep on in their vehicle for self-protection. There can be a time you couldn't walk away from a situation even if you wanted to walk away.

001002 CESWL-CO-MH,N

I recommend permanent rangers be issued pepper spray for our personal protection from many things such as dogs, bears, and drunks. For vehicles I recommend strobe flashers to be installed in front blinkers and rear brake lights so that we may be seen and not run over in an emergency situation. Dashlight strobes should be optional at each project. Since the majority of the folks think we are law enforcement (not regulation enforcement) we should be able to defend ourselves. Arkansas and Missouri states are both considering allowing the public to legally carry concealed weapons -- so we will be the only ones without a weapon -- in any situation! If the permanents are allowed to carry government-issued weapons, I recommend following the National Park Service lead with Glock 40s (most law enforcement agencies are using these in our area now). (Note: I have requested many times and not received Hepatitis B vaccine. I should file an OSHA complaint!). Local law enforcement support, assistance, NCIC info, and portable radios are currently our greatest asset.

001005 FOSL

Teach basic Spanish throughout the Corps

001006 CESAM

Authority Bill -- Public Law training at FLETC, updating training, personal protection.

Should be changed to a security position with protection and authority 24 hours a day, on call.

Please quit playing with people's lines in a grade school cowboy and indian playing -- get real, this is a real world with real problems and real problem people in the population.

001007 CENED

I am pleased that ranger safety is getting this attention. Over recent years (10+) the Corps VA program has seemingly taken the course of decreased law enforcement and increased visitor assistance. Law enforcement agreements are essential, along with increasing community involvement. The one area we need substantial change i sin the uniform and the appearance it conveys of law enforcement. Do away with the hat and badge. Adopt a non-law enforcement image such as EMT, firefighter, etc. Use open neck shirts with a patch and nametag -- not gray or blue. All rangers should have a class A uniform style for meetings; formal occasions. On patrol, however, the appearance should be non-law enforcement.

001008 CELMS

I believe it is only a matter of time before a CE ranger is killed or seriously hurt on the job. Minimally we should have personal defense training.

001011 CEORP-OR-RB-B

I believe that all staff members at projects should be interviewed at ratings times for input on other rangers as to their abilities to handle situation and work ethics. I believe an independent

001012 CESWT

The attitudes and types of visitors that come to our projects has really changed since I became a park ranger. People generally seem more confrontational and less cooperative. The amount of felony activity occurring at our projects is increasing. I think you will see ranger assaults increase also. Most of the rangers I know are proud of our projects and professions. Our customers are expecting us to protect them and help them to enjoy the projects. Please give us the tools to do that.

Attached are comments to the initial memos that brought "Ranger Safety" to the spotlight.

Part of the key are questions 125 and 141. How can these questions be rationally applied when ER-1130-2-420 says rangers are only to take action when it is safe to do so and back off when it's not? Everyone will have their own limits when it comes to deciding when physical, verbal, or other abuse, threats, or acts warrant getting out while there is still time, versus attempting to control a situation. Rangers are not to control every situation.

We need to provide an adequate safety net to rangers through proper training, reporting, equipment, policy, etc. We don't need the doubletalk of "do visitor assistance (which is putting rangers in a law enforcement situation -- potentially) with a safety net of, "but only if you think you won't get hurt."

Comments on Ranger Safety issue:

1. Reference memorandum from LTC Tierney to MG Sobke. I fully agree with the message being communicated. It is something I have felt and believed since my first day with the Corps, and something I suspect the majority of other rangers Corps wide believe. We can no longer afford to bury our heads in the sand and tell rangers that they are to "enforce Title 36, but if you encounter a belligerent individual or a situation beyond your scope and training, or that you think may be beyond your abilities, back off and get help." Is this truly Ranger Safety?? How much will the courts/jury award a grieving spouse/family when it is explained that Ranger "Rick" received 40 hours of Visitor Assistance Training (which is basically 95% policy training versus actual practical exercises) in 19XX and 5 years later, with no subsequent refresher training except possibly an annual review of scope, policy, and authority, **when on routine patrol:**

a. stopped to provide "assistance" regarding a disturbance in a day use area and was killed as a drug deal went bad...

b. stop to "assist" hunters in a Corps special hunt area and was killed by poachers...

c. stopped to provide "assistance" regarding a disturbance in a campground and was killed in a domestic dispute...

d. stopped to "assist" a suspicious looking vehicle and was killed by the felon who stole it...

e. stopped to "assist" a group with alcohol and was severely injured and later died as a result of the beating received...

f. entered a remote boat ramp (or any ramp or park area) and stumbled upon a (any criminal activity in progress) and was killed by the violators to avoid encountering the "law enforcement official"...

g. was shot in the back while emptying a self deposit honor vault (which happened to contain only $2.00) at a remote boat ramp...

f. stopped to "assist" an after hours park visitor by informing him that the park was closed and was killed by the (you suggest a bad scenario that (s)he blindly stumbled into.

What could the Corps say it had done to properly prepare Ranger "Rick" besides, "we "trained" him and told him to exercise discretion and attempt to avoid potentially hazardous situations."

2. Reference CECW-ON memorandum in response to **Ranger Safety** issue:

a. It is interesting to note that in paragraph 2 the words, "vital visitor protection services," are used. The National Park Service uses the term "Visitor Protection" to describe their law enforcement program which utilizes fully trained, equipped, and law enforcement commissioned Park Rangers. This points out the apparent schematic game the Corps seems to play by pushing the term "Visitor Assistance" and downplaying the term "law enforcement."

b. In general, this memo expresses the theme "we care and are sensitive to the issue of ranger safety;" however, few concrete examples are used that demonstrate this or address the two main points of LTC Tierney's memo related to inadequate training and faulty reporting of crime statistic at CMRs. Although many things have been and are being accomplished to enhance ranger safety as pointed out in this memo, the only obvious examples directly related to the specific issues raised are in paragraphs 3, 4, and 5, which refer to training requirements and recommendations. However, these seem to be what LTC Tierney is questioning. The issue of reporting and analyzing crime statistics is completely ignored.

c. The rest of the memo falls back on old philosophy and other naive thinking (which does not address the concerns expressed), for example:

(1) It seems to be suggested by paragraphs 2 and 7 that Title 18 protects park rangers from harm, i.e., Title 18 protection granted to Corps Park Rangers in 1983 has resulted in only 13 Title 18 cases being prosecuted. Title 18 will not stop bullets, knives, or other injurious items.

(2) Paragraph 4, "Rangers are instructed ... that they are not "cops" and will not, for any reason, approach a dangerous situation ..." Guess it's too bad if rangers don't recognize the danger until too late ... they were instructed to "be safe."

(3) Paragraph 6, "only one park ranger has been killed in the line of duty ... witnesses agree that anyone would have been in jeopardy." This is the exact point made in LTC Tierney's memo, paragraph 4.

3. The bottom line results in park rangers assigned visitor assistance duties which is a task that exposes them (unknowingly) to potentially dangerous situations, with a safety net of inadequate training and the final instructions, "attempt to avoid dangerous situations." In fact, five separate

statements are scattered throughout ER 1130-2-420 which stress "take action, but only if you are sure you won't get hurt." The ultimate result is a game of Russian roulette in which park rangers are asked to take the ultimate risk in dealing with the public.

4. Reference CESAD-SL memo from MAJ. Saseen to ConOps, John Blake, which was included with the Ranger Safety memos. This memo has nothing to do with ranger safety, but appears to have been written in response to worries over accurately reporting dollar losses caused by vandalism/crime.

5. Reference CESWD-CO/CESWD-SL memo and CELMK-PM memo addressing ranger safety. These memos seem to recognize and address one aspect of the problem, training, and attempt to offer solutions.

6. Regarding reporting procedures, incidents that are documented and reported seem **ONLY** to be those that involve **injuries** or **money**. If these two items are not a factor in an incident, reports are usually not completed or filed because they are not "quantifiable," nor fit Corps guidelines related to reportable incidents. Because of this, any statistics that may be compiled to analyze crime in Corps parks will be completely skewed. Criminal activities that do not result in monetary damage to property or injuries to people are usually not reported, including:

a. Near misses, through the sheer luck in timing or other circumstances, where park rangers avoided dangerous situations (drug dealers had just completed their business and passed the park ranger entering the boat ram as they were leaving)...

b. Incidents where experienced park rangers had the foresight to call in local law enforcement authorities, and they arrived in time...

c. Incidents where local authorities happened to be on routine patrol and they were the ones to stumble into a dangerous situation...

d. The "bluff" worked long enough for local authorities to arrive and make arrests...

e. The felon who stole the vehicle that the park ranger just discovered abandoned, caught his ride only a few minutes earlier...

f. The drunk husband who just beat the #@^%$# out of his wife just left minutes before the park ranger happened along...

Note: It must be noted that the majority of summer recreational patrol work is accomplished with inexperienced temporary summer help.

The bottom line is that all criminal activity in Corps parks that is addressed and managed by local authorities, either directly, or indirectly, i.e., as a result of being called by park rangers, or whomever, is not documented through Corps reporting procedures unless dollars or injuries are involved.

001022 CEORN

I feel that citation authority is very important as a means to enforce our regulations and I don't feel that this should be taken away or diminished.

Law enforcement agreements are very beneficial to a project with low ranger numbers. They allow us to work a normal schedule and not have to work late night hours.

001026 CEORN

In general, we are viewed by the public as law enforcement officials. However, once learned that we can't arrest nor carry a weapon, the authority is tested by direct behavioral attitudes/actions. More training is needed for personal protection as well as public protection and as the public looks to us as "experts" in time of need or crisis. More training is needed for response to that. Rural areas are prone to "backwoods mentality" with no regard to law against illegal activities such as moonshining and marijuana cultivation. Boundary line inspections subject rangers to accidental intrusion into these areas! There needs to be consistence in training of all Federal officers! I would like the option to carry a firearm for my personal protection.

Thank you for this opportunity to make my opinions known.

001029 CEORN

I have had no contact with the public in which I felt threatened physically and I don't feel that I will be threatened in the area I am currently working unless the conditions change drastically.

001033 CENAP

The public perceives Corps rangers as law enforcement personnel that possess the same type of authority as police. We are expected to patrol, enforce 36 CFR, which includes issuing citations, and respond to medical emergencies. None of which I have real problem with as long as I can perform my job safely -- I will be no help to the visitor if I am unable to respond to a visitor attack, etc., because of my limited authority. Times have changed -- it's the 90s -- visitors no longer respect (for the most part) the uniform. The Corps needs to change some policies, and I hope and pray that it does not take a serious injury or worse to get the ball moving. I have attended the NPS Seasonal Ranger Law Enforcement Course and worked for the NPS for 2 years. The Law Enforcement Course opened my eyes up to say the least, especially since our seasonal rangers perceive little or no training. I have worked with rangers that have little or no training and it scares me to think of the trouble they can get themselves into. We are told to avoid getting into situations that we cannot back out of, but that does not always ring true. Things happen quickly!

The uniform is important; it identifies us as a ranger so the public knows who to come to for assistance and information. Patrol vehicles are another thing. Why doesn't the Corps arrive at one color for all vehicles across the country? Therefore our visitors know what to look for -- it makes identification easier. What are the physical requirements going to be for law enforcement rangers? I, like many other rangers, don't want to lose their jobs because of age or physical requirements. Also, I think it's important to start a fraternal organization of sorts for Corps rangers. This would serve as an avenue for training, exchange of ideas and recognition of Corps rangers.

There are many possibilities/means by which we can improve upon our visitor assistance. Many agencies have turned to the use of personal watercraft for emergency rescue and law enforcement because of the maneuverability of these watercraft. Maybe the Corps should consider the use of personal watercraft. Mountain bikes and various all-terrain vehicles may improve access to remote land areas (i.e., trails, etc.)

Other agencies (State Parks, county) that recently trained their rangers to carry firearms, etc., have not experienced negative reaction from their visitors.

This is a step in the right direction. Keep up the good work -- improvement is needed!

001035 CENCS

I feel safe performing our duties, but I also feel that the threat of violent acts is on the rise. If a violent act would occur, rangers would have no other course of action than to call the police and wait which could be detrimental to visitors and/or the ranger because of this site, like many others, is too far from a law enforcement center.

001037 NED

I believe our policy states we will not be full law enforcement. If one looks at all of the other agencies who have rangers, including Park Service, Forest Service, Fish and Wildlife Service, Bureau of Land Management, and so on, you will observe they all have full law enforcement rangers. What makes our visitors any different from the visitors? These other agencies have realized to manage the resources they are required to, and to provide visitor protection and ranger protection, changes from non-law enforcement personnel to law enforcement personnel had to be addressed. I believe the Corps of Engineers should take a look -- a serious look -- at these agencies' law enforcement programs and see how they operate. I think the people in Washington and other upper management people and policymakers think park visitors are all happy people and the people who are trouble makers can be taken care of by a park ranger with a smile and a written warning. On two occasions I have been verbally threatened and grabbed by visitors who I asked to do simple things such as put "your dog on a leash, please." In visitor assistance you are given a 2-3 hour self-defense instruction on what to do if someone grabs you. After you twist someone's arm and take them down, then what do you do? You have just made the person even madder and you have no way of restraining them or defending yourself.

We are also taught in visitor assistance not to get into a situation if you know it may turn "bad." Well, from experience, you don't know the frame of mind of half the people you talk to when you are out in the field dealing with the public. Visitor assistance also tells us to call the police when in doubt. If I called for the police for every incident that I thought may turn "bad," the police would begin to think the rangers were "crying wolf." I'm trying to say that the visitor assistance program and training needs an overhaul in my opinion.

The Corps of Engineers allocates millions of dollars for police contracts and details to patrol our projects. Instead of relying on outside entities to patrol Corps projects, why not train the people who know the projects and the visitors the best to be able to properly protect the resources from the visitors, the visitors from the resources, and the visitor from the visitor. For this is stated in the Visitor Assistance Program as one of our main functions as park rangers.

I'm not saying give every ranger a firearm and arrest powers because not all persons are cut out for this line of work. Proper background checks, psychological checks, and intensive training at the Federal Law Enforcement training center in Georgia would be a prerequisite to becoming "full law enforcement."

A law enforcement ranger in the field should in my opinion have a substantial background in interpretation and working positions where they greet and meet the public. This will give them a chance to hone their skills in dealing with the visiting public in a positive manner.

These opinions which I have put to writing have been expressed by many other rangers I have met at training programs throughout the country. The Corps should step back, read the newspapers, watch the news, and take a look at other land management entities and see they are behind the times!

001039 CENED

Be able to wear baseball cap for "traffic detail" duties.

001045 CENPS

Regretfully, the time for law enforcement training is coming. IT must be realized and set in motion. We have quality personnel able to deal with the changing times. Wake up Washington, D.C.!!

001049 CESWT

1. Rangers must be classified as law enforcement regardless. Carrying a gun or arrest authority are separate issues. The question/controversy surrounding the law enforcement classification is pure semantics based in outdated philosophies held by COE personnel far removed from the parks and the courts. The public hold us responsible for their safety and protection.

2. Rangers should be supervised by rangers (not engineers, not outdoor rec. planners with few years of field experience). The Corps desperately needs "field" personnel at division and higher. The problems today exist in part because of this. Too many "walruses!"

3. Downsizing NRM personnel levels and funding levels are serious errors. The recreation business is not losing its customer base!

4. The ORI is extremely important. Listen to your rangers! If the FBI needs to read "law enforcement" then change the wording. Quit standing on 25-30 year old words. It is important.

001050 LRD-CU

Place more importance on people management, education, and skills when hiring managers - rangers.

001051 CESUT

I hope this committee will have some bearing on ranger safety. Times have changed and violence is increasing. I don't feel guns are the answer. Most attacks on rangers will begin at least 3 or 4 feet too close for a ranger to pull a gun. I like the idea of the asp baton. I'm not too impressed with the pepper spray because of the region you have to target (eyes). I do not think we need something to help; ... just in case.

001054 CESAS

My opinion -- bad questions.

Out of policy and authority.

You are going to get the horror stories not the day-to-day visitor assistance stories.

Stated questions not visitor assistance but law enforcement.

001060 CENCS

District approval and support for issuing violation notices almost nonexistent. I think we underutilize this tool.

001062 CEORP

Appreciate the chance to participate in this survey. It is difficult to address some questions presented because our visitor assistance role has become increasingly overshadowed by our increasing need to wear an "administrative" hat in recent years. This need has resulted in a smaller and smaller percentage of our workdays being dedicated to visitor assistance. We would like to do more visitor assistance but due to reduced staffing, are bearing a larger administrative burden.

001064 CESAW

During my 25 years of working ranger duties at major corps parks I have felt the need to carry a firearm.

Proper communication techniques, including demeanor, are very important to a Corps park ranger. These skills should be evident before requiring an employee to enforce Corps Title 36.

001067 CESWL

The group of rangers who lobby and believe that carrying a firearm is so necessary for personal protection seems to be growing. I am not among them. I call them or it the "I don't get nor respect syndrome" to parody one of their members. If they think they really have such a dangerous job then they should try being a cab driver or working night shift at a convenience store for a while ... positions that are statistically more hazardous. However, I do wish we rangers were allowed to carry pepper spray for protection from vicious dogs or belligerent visitors -- that would be a good middle ground.

P.S. Let all who wear the uniform read the attached. Thanks. [Attached "Horace Albright's farewell letter to the Service upon his retirement in 1933."]

001069 SASOP-RL

1. Corps policy contradicts itself. We are told not to project a "law enforcement" image. Yet we are required to wear a uniform that does and drive a vehicle that does. I recommend that the Corps reevaluate the uniforms and vehicles and change them to not project a law enforcement image. Visitors and people in general do not recognize the difference in shoulder patches. When they see a badge and peace officer type uniform, they expect a peace officer to be within.

2. The Corps needs to improve their incident reporting procedures to include "near misses" and other ranger safety issues. In my 25 years experience, I have not seen one report, nor have heard of any officially -- only through the grapevine. Until upper management is willing to admit there are flaws in the system; nothing will change in this "perfect" program!

001074 CESWT

The Corps is riding the fence and we need to make a decision on which side to get on and then stay there. The ranger at the current time is <u>not</u> provided with the proper tools to handle a dangerous situation when it arises. The day of the weaponless law enforcement officer is gone (just ask the English bobbie). The states of Oklahoma and Texas have passed the carrying of concealed weapon laws so now every person you meet is carrying a loaded weapon and we can't even perform a simple put down for safety. I know the step of arming rangers is a huge step, but to continue onward in public safety the Corps must stand and be seen before the criminals finally take over not just the primitive (outlying) areas but the gated parks as well. I document this with the knowledge of working my first years as a ranger there has been 2 people murdered on Corps property. I ask the question if this person could kill his wife, friend, etc., in cold blood, what would he do to a Corps ranger who drove up on the scene? Luck has been on my side and I haven't come across the situation, but at the rate of one chance ever 6 months, how lucky can I be?? Let's face it, society has changed and it's getting scary out there! Especially carrying up to $10,000 at a time, after dark, in the tool box of a pickup truck!!

001075 CESWT

Pick some good young people, we will need them in the years to come.

001077 CELMS

Our rangers are out in a population of visitors that are not all the "goodie-two-shoes" the Corps tries to portray. Many are total "shit heads." The times are changing. People will now kill you for the fun of it. I wouldn't want to be a ranger again enforcing rules and regulations without more authority and the protection of a firearm. I'm sorry you don't want to hear this, but my life is very important to me.

Any appearance (uniform, badge, enforcement of rules) today is dangerous if we don't want in it, then get our rangers out of it. All to cons. agents, sheriffs, etc., or get in it with park police with authority and pure resource in non-ranger uniforms to do resource work.

001079 SWA-CO-O

Having satisfactory communication with law enforcement authorities is very important. If rangers could patrol in paris it would be a great help.

001080 (No Code Given)

1. The Corps policy with regard to law enforcement is completely pathetic. Asking Corps rangers to do their jobs within the ambiguous and unrealistic parameters of "look like a ranger with authority, but don't be authoritative!" Rangers are confused with this strange "visitor assistance" definition.

2. They need training -- lots more training, protective equipment, and greater authority with clear guidelines. They need to be taken seriously and supported by district, division, and headquarters and not hung out to dry when an incident occurs.

3. In general, those projects that need more authority and higher profile should have it. We need more flexibility in the policy.

4. The Corps has always had a "bury your head in the sand" approach to "visitor assistance" issues -- this needs to stop. The truth may be hard to accept, but it is reality!

001081 CESPK

Danger to visitors and rangers is growing rapidly as urbanization encroaches on the parks. COE higher management has a head-in-the-sand attitude; i.e., if they don't acknowledge and train for the risks, the danger will go away. I feel the clock is ticking and time is running out before a ranger will be killed or hurt here at my park. Rangers have received death threats, been assaulted, and falsely accused and arrested for assaulting a visitor. None of these dangerous occurrences have raised concern with district or division staff. Last year a park visitor brutally murdered a water district employee doing maintenance at the park ... it could have been a COE employee just as easily. What does it take to get the Corps' head out of the sand? Hopefully, not my life.

001083 CESWT

Several of the questions were misleading and showed biases.

The alcohol restriction question could be misleading since who would be responsible for enforcement. It could actually increase rangers' exposure. We restrict alcohol on designated beaches but not campgrounds and other day-use facilities.

The ORI access to NCIC is vital for rangers to perform their jobs and maintain their safety.

The idea that Corps rangers are not "law enforcement" is naive and not in the real world. We do have limited enforcement responsibility and to continue to deny it is a disservice to our rangers. Today's world is far different than when we started in the 70s.

001084 CENPS

Thank you for looking at our safety. WE are in the heart of an area where there is the Arian Nations, Montana Militia, Randy Weaver incident with the FBI, and increasing gang activity. Times are changing and perceived law enforcement personnel are the "bad guys." When we wear a badge, name tag, same color uniform as the county deputies, people don't discern the difference. I hope this "look" at ranger safety has a viable outcome that will protect me in performing my job as a Corps ranger. I don't want to be a gun-toting ranger, but I want to know how to protect myself. If the outcome is a full-fledged law enforcement ranger, than so be it, we will then be more like the Park Service with two types of rangers.

001085 (No Code Given)

How can a general survey assist the variety of situations which occur in various parts of the nation? Should we not take a closer look at various projects, deal with it on an individual basis rather than massive compliance. Although I personally feel it is time to change the way we do business and provide series -- spending millions of dollars to supplement other agencies (law enforcement) to provide a service capable of being handled by rangers is ridiculous. The money spent on agreements could be used to train rangers who would volunteer to be law enforcement. Not every project would need this service.

001086 CENPS

Allow the field projects more flexibility in doing what they think makes sense for their specific situations (within general guidelines).

001087 CESAM

I feel crime is going to grow in the recreation areas in the next few years and the Corps should grow also in the area of ranger authority and protection.

001090 (No Code Given)

The Corps visitor assistance program will not change until a fundamental truth is acknowledged: We are in the law enforcement business. This truth will not be acknowledged until Gerald Purvis and his hand-picked successors are replaced with people who have actual field experience as rangers in real-life situations.

001091 CELMS

The public sees rangers as "cops" -- other agencies view rangers as "cops" -- when each find out we're not cops, they can't believe it! If you walk like a duck and look like a duck, chances are you'll get shot eventually!

Rangers either need to be law enforcement officers or not -- it's time to stop riding the fence. It's been said before and nothing has been done -- will it ever?

001092 CEORN-CO-NAS-JPP/R

I feel very strongly that Corps rangers should not carry firearms. We do need mace/pepper spray as much for dogs as for threats from humans. We need more training in personal protection. The primary thing that is needed is to expand law enforcement contracts to handle situations that are of a law enforcement nature. Our lakes are receiving more use with some of the visitors of an unsavory nature. To provide safety for everyone, more law enforcement coverage is needed through contracts with the counties. Also, ranger work has increased so that more administrative tasks keep us tied to the desk and computer and we don't patrol with the frequency that is really needed. It's a pipedream, I know, but more rangers are really needed.

001093 (No Code Given)

District offices are so politically connected that it is hard for us to follow the rules and regulations without someone stepping in to walk it through for approval, even approval for additions to marinas. Field offices (rangers) are being bypassed. Real Estate is being contacted directly and are approving things that haven't had the field offices' approval or comments. Also, district offices have been out of the field for as long, they have forgotten what it is like to be a ranger or any field personnel. We have jobs to do without having to stop what we are doing just to put the D.O.'s wants and needs first. A lot of us are tired of jumping through the hoop.

001097 SWA-CO-CH

Training is needed in how to approach the public, how to talk to the public, with respect, and how to make the public think you are helping them even when you are not.

001098 FOSL-CESAM

At my present project, rangers are seen as more law enforcement types than they were at my old project. At my project in the ORD -- MRA rangers were perceived more as naturalists and "good guys." We did lots of interpretation at the project and at local schools to educate the kids before they came to the park later in life as possible vandals or troublemakers. At my present project some rangers use blue lights and sirens, when I feel they could do without keeping us less high profile. More interpretation could be used at campgrounds and day-sue facilities to portray a more visitor assistance, less law enforcement, image. Granted, regular patrols are still needed, but I feel interpretation is a tool that should be used more often.

001099 CENPW-OP-GG

We need greater flexibility in signing our project. Unique situations need unique signing.

100? CEORN

Our uniforms are professional, but we resemble law enforcement officers. The public views us as law enforcement officers not as natural resource management team. Also, our uniforms are not suited for outdoor work (walking boundary lines, surveying, inspecting docks, etc.)

001103 CENPP-CP-B

It is cool that this survey is being done! Nice job. My personal thoughts about changing the COE V.A. program to increase the law enforcement is DON'T DO IT!! If we are required to wear a gun, I will quit! Also, from a recent training program on "Cop Talk", an experienced cop told us that only 20% of all encounters must be dealt with using force. I would suggest spending COE dollars on improving rangers' communication skills so that they can work to de-escalate situations or get out of them. We have too many other duties to do without having to complete cop training... to be a cop. Safety is important but leave the hard-core law enforcement to the pros. Thanks!

001104 CEORP

* Where is this heading?
* Please note: I received this application on 22 March, 1995. Sorry it's late but it's the fastest I could respond. If our responses are so important, why was the mailing done too late to respond?
* Thanks.

001109 CEORD

Use of a handgun could be used as a self defense measure only. The O25 series should not change, or, we should not change our series for one that has true law enforcement abilities.

001110 (No Code Given)

I have a neutral feeling about the Corps taking on a more law enforcement nature, (i.e., carrying guns, weapons, bullet-proof vests and duties). I can see reasons for it and then also not for it. But if it happens, I'll be okay with the change if adequate measures and education proceeds it.

001111 RID-ODRM

There needs to be additional ranger training available (not just the prospect courses). A comprehensive training program needs to be established. In order for this to be accomplished, funding (adequate) needs to be authorized and upper management needs to be committed to this. I don't want to hear a lot of "lip service" and have nothing done. I would not like to see the Corps get into the law enforcement business. The day that it is required to have rangers carry firearms and become law enforcement personnel is the day I find another source of employment.

001113 NCR

Ongoing self defense training such as karate, etc. should be authorized as well as allowing defensive equipment (Mace, etc.) Do not believe the Corps gets its money work out of law enforcement contracts (cooperative agreements). Money would be better spent on Corps having law enforcement specialist (rangers) at each project to handle all situations.

001115 CEORP

Please be sure to publicize the results of this survey.

001118 CESWT

Seems government employees are viewed as unable to give good customer service. People are more confrontational and don't trust us. They seem to think rules are made and are not enforced evenly. We need more positive public relations as to what people are getting from the Corps projects and just what the Corps of Engineers do. Park Ranger image of more than just fast talking college kids who can give directions. Park Rangers are professionals with more skills than fast talk and giving directions.

001121 CESAM

(48-50) Variable at given locations and times, depending on who is in office and how many counties you deal with.
(108-111) Quality of service is variable from county to county and year to year depending on current administration.
(85-85) Alcohol is not an issue in all areas - A blanket policy either way is not appropriate -- Should be a project management decision site by site.
I found the survey very difficult to complete. These issues are very complex and do not readily lend themselves to one or two word responses. Every park/site on every project is different from design to type customers, numbers of visitor, etc. I would be very wary of boxing up generalities about the VA program based on a survey of this nature. Thanks for the opportunity to participate.

001123 CESWT

The general attitudes of people are becoming more hostile than they have in the past. Drug use and alcohol usage have increased. The economical times are causing problems for people; they are becoming more hostile. A lot of people view government employees as the bad guys. The Park Rangers need to have all personal safety equipment available for them to use. Pepper mace can be purchased anywhere and legally carried by anyone -- but Park Rangers for the Corps can't. I don't understand this. Our job puts us in contact with thousands of people, potentially hazardous situations and the only things we have to defend ourselves with is our ink pen and common sense. Most rangers, including myself, love our job, but we need the proper tools to do it with. These projects are the Corps. We built them. Let's take the responsibility to ensure that people are safe as well as ourselves.

001126 CESWL-CO-TR

- Law enforcement response is slow.
- Working nights - drunk campers - could be in bad situation.
- We **do** have an image of law enforcement.

00129 CENCS-CO-TS

Would have been nice to receive this questionnaire before March 21 when responses were due back by C.O.B. March 20th.

001130 CESWL

The Natural Resource managers, O.C.E., Division, and the district levels must recognize the changes of the role of the Park Ranger. These changes include the dangers of night patrol in remote areas and the need for personal protection, training and equipment.

001132 CEMRO

Have you ever considered separating the law enforcement into a separate branch and putting commissioned ranges into this branch? The park service is very successful with this practice. Then all the law enforcement groupies can do their thing and the rangers who are not into that, can concentrate on other things.

001134 SACTO

The facts are simple: Are we ever really safe? NO! Are the visitors ever safe? NO! But there are things we could do to make us all be better trained when the time comes. COE RANGERS ARE NOT COPS. NRM - YES! But in the real world, folks will kill each other and rangers need to know what to do. Right now they are only "big fat targets!" Any "punk" with a knife could take out two rangers easy. Most rangers can't defend themselves or their partner/visitors. THEY-WE need "realistic" safety training. To pack a side arm??? I'm not sure, but the training is a must if we needed to; or even if we don't pack a gun, we need to know our situation and alternatives. THE REAL WORLD "TODAY!"

001136 CESWT

Improve our image! I think many visitors see us as "The Government" and we're here to take your money and to make your life miserable!" We do a lot of good - but seldom does anyone hear about it. Also, I think the public needs to know we don't make the rules!

001140 CEORD-L

#150 - Primarily dress uniform - which is fare too formal for a field. Neckties and sport coat/blazer are not appropriate and are very uncomfortable, especially while in a rec area or walking down the shoreline. The Ranger could well serve the public (day-to-day, typical work) wearing a well designed cap in place of a hat - a head ornament of yesteryear. I would completely abolish the wearing of any hat. Who wears a hat nowadays? Another out-of-date agenda maybe. Rangers require much of the frequent training provided law enforcement personnel - not for full law enforcement authorities, but to better project self and visitors.

001141 CESAD

I feel that the current visitor assistance philosophy is sound. But, we should always be open to review and improve the program where we can. The key appears to be training:

1. Look to expand into more non-traditional topics related to personal and visitor safety and --
2. Offer (even require!) frequent refresher training in visitor assistance.

001142 CO-ACELMS

I think if the Corps is going to put a badge on someone, they should give that person the ability to protect themselves against persons who see a badge as a threat to them and not as help. Either take the badge off or give the Rangers who want the authority that goes along with a bade an adequate enough amount of training and authority to utilize it when necessary. I feel the visiting public feels more comfortable and safe when they see someone that has the ability to protect them. As it stands now, Rangers are expected to sit back, call for help and hope something more serious doesn't take place while law enforcement is en route.

001143 CEORP

I am not in favor of arming citation officers with handguns. I still believe in the basic "visitor assistance" philosophy. I do, however, think it may be time to seriously consider equipping rangers with personal protective equipment, i.e., pepper mace and maybe even bullet proof vests in extreme situations.

001145 CENAB-OPF-J

Corps vehicles should be easily identifiable to the public. Lights, Bars & Corps Insignia on doors are very important. There have been incidents when a ranger was needed and our plain white vehicles were parked nearby and went unnoticed.
If we are dressed as law enforcement officials, (badge, campaign hat and uniform), we should also have handgun training and carry handguns. Dressing us up as cops and sending us into a drunken disturbance situation unarmed makes little or no sense. With the recent rabies epidemic in this country and our exposure in the wilderness areas, I personally would feel much more secure armed.

001147 (No Code Given)

I think the current system for hiring park rangers is totally absurd. I am still trying to gain permanent career status. I have gained my experience through seasonal and temporary employment. However, due to the fact that I don't have career status, I'm not even eligible for over 90% of park ranger vacancies corps-wide. I realize there must be a massive amount of paperwork to sort through when a position is open to all qualified persons. But just remember, there are many individuals like myself who would just like a "fair shot." I know of instances where rangers have moved from project to project just so they could upgrade their GS level. My point is: "Get some new hardworking rangers into the system." Thanks for hearing me out!

001148 CESWT

Often, it appears that the recreation/resource management of the Corps is neither supported nor wanted by the "Corps" leadership. While it is understood that the Corps' primary mission is supporting our military capabilities, our civil works mission remains a vital part of the Corps' reason for being. To the vast majority of the American public, the Corps of Engineers is lakes, navigation waterways, parks, and visitor centers. Like it or not, I believe this is a widely held perception. In these current budgetary times, no significant part of one's program should be discounted. In terms of grade, manpower, and often attitude, it seems that, although we are managing a considerable segment of the overall mission, the recreation/resource area is deemed somewhat "less" than others.

001150 CESWT

Higher management doesn't have any idea of what goes on in the field. They are insulated by lower management and isolated from the field. District offices have armed security guards, with the police within a 5 minute call, field offices are sometimes in remote areas and have unarmed rangers dealing with drug dealers, gangs, felons of all types, murderers, rapists, thieves, and many others; they come to the parks and we have to deal with them. Reports that are filed and that management see are only the tip of the iceberg. There are many instances where a ranger has to deal with situations that scare the hell out of them, but if no one is arrested or cited, there is no report filed. Most situations are resolved without citations but the ranger still has to deal with the fear and verbal abuse.

001151 CESWL-CO-UW

I think it is about time the Corps Management/Engineers realize we are in the 20th century - soon to be 21st century and violence and physical assaults are increasing in parks. Gang activity is being driven out of the towns and into our parks. The safety of rangers is in grave jeopardy. Every person I have come to contact with is either truly amazed or very alarmed for our safety because we are unarmed, running around the lake without protection. It truly stresses me that there is a group of individuals pushing against the ranger safety issue. Obviously, they haven't been in the parks in many years. Title 36 is in desperate need of updating. The regulations enforcing threats or assaults on employees is so lame, nothing will hold up in court. The fines set by the magistrates are so ridiculously small that people laugh about them. They go ahead and cut down large areas of government property because they know the value of their property will increase so drastically - it is worth it to them to doze the shoreline and then pay the measly fine with a slap on the back of the hand. Also - get those jerks out of the office at USACE and in charge of Visitor Assistance training and into the field whether the hub of the Corps' activity is. Then - let's see how they feel about safety! They need to go to the SWD where the highest visitation occurs. The people in their offices have no idea what rangers do or what we face each day on patrol in the parks or on appointments with the landowners.
Wake up and smell the blood of a ranger in danger - Someone is going to get hurt very seriously.

001153 CESAM

Would suggest maintaining refresher training within district concerning Visitor Assistance Policy! Managers and rangers!

001154 CENPW

As we become increasingly exposed to law enforcement situations, I think it's time to divide the ranger positions into law enforcement and interpretation. These two skills are rarely found in one individual and the result is we get a diluted version of both. Let's hire law enforcement rangers with strong 1-e skills and interpretive rangers with strong interpretive skills. I think the projects and public would be better served.

001155 CONR

The USACE seems to be against rangers having any law enforcement authority. I think that some rangers at each project should have full law enforcement authority with arrest powers just like they do at out national parks. Most of these rangers would be mostly involved with visitor assistance. I'm a night ranger and work several hours a week by myself. At times, I'm very concerned about my personal safety, as I am the only ranger on duty. The only protection items I'm allowed to have is my radio to call the sheriff's department if I have enough time; and my flashlight as a weapon if I have to defend myself. We have a lot of day patrol at our project; but not enough personnel on night patrol. Most college students should not be placed in Visitor's Assistance because they don't enforce many of the regulations. I could write a lot more, but am running out of space. Thanks for the opportunity to respond. Please accept this after 3/24/95 as I didn't receive it until 3/23/95. At our project (Rend Lake, Benton, IL) some campers frown upon and resist ranger authority. If some of these campers don't get their way, they write a letter to the District office and their Congressman! In a few cases, the camper is totally in the wrong, but when they write their letters, it's the rangers who are wrong; or in some cases, they may complain about a gate attendant who is just doing his job. Many campers, but not all of them, should have more respect toward rangers and gate attendants; but it's the 90's. As a ranger, I'm not going to be respected by a large number of the general public. Once again, thanks for listening! In spite of what I've written, I love my Visitor's Assistance Park Ranger position dearly, and I certainly hope that I am not a victim of any ongoing RIF processes.

001159 CONC

Give rangers more authority. They are bluffing their way through difficult situations and still managing. The visitor <u>wants</u> law enforcement and appreciates high visibility. Many incidents are controlled by the perception of the visitor that the ranger has law enforcement type authority. Show some confidence in your rangers. Train and give them the tools they need.

00160 CESPD

Visitor profiles have changed in the 18 years since I began my career with the Corps. Gang activity and a general disregard for authority has made the Corps rangers' job much more difficult. The limited enforcement authority works well with people that are law abiding but have committed some kind of minor infraction. The people that create real problems know the Corps authority is limited and take advantage of the situation. The Corps money and manpower would be used more effectively if rangers were provided the necessary training to perform in a full law enforcement capacity.

001162 RL

Ranging should be allowed to carry a gun. Night rangers have very little protection. A piece would certainly help.

001163 CELMK

Current law enforcement contract needs to be looked at, and possibly changed to ensure that they are available when needed. The Corps should also consider hiring protection rangers for projects with high visitation. All ranger vehicles should be equipped with a removable emergency light for emergency situations (accidents, traffic control, etc.). Rangers that don't have adequate VA/ communication skills should be required to attend VA training and VA update when needed.

001165 GLFO

At my project, crime, drugs, vandalism, and alcohol is on the increase. As a ranger, I can use the material/instruction I received at visitor assistance school. With most visitors - but at night I have to (in most cases) have a law enforcement attitude to enforce title 36 rules. At my project, they would rather have a new building than have rangers with proper equipment (like hand-held radios). I see very little concern with ranger safety at my project (like picking up fees at night!) I believe it will take a ranger with family to be killed before ranger safety is a real concern.

001166 (No Code Given)

Yeah - redesign the uniforms for employee comfort. There are these things on the market called natural fibers - use them. The gestapo - like image is passe - more casual less militaristic attire would in my opinion enhance ranger effectiveness not detract from it. A ranger sweltering in wool pants and a polyester shirt is distracted by their discomfort and therefore not as focused as they would be in shorts and a golf shirt.

001167 CELMS

Our rangers need additional training. They need intensive training to recognize potentially dangerous situations and how to avoid them. They need more training in human behavior. They need to know how to recognize body language danger signs. We need better backing from the magistrates court system. THIS IS A REAL PROBLEM. Some in the general public are aware that there often aren't many teeth in our enforcement power. This leads to a lack of respect for the ranger position. With lack of respect for the position comes added risk for the safety of the employee.

001169 SPK

I think you should seriously consider giving Corps rangers police training and authority. It's coming. I can see it coming. Let us not make the mistake and wait for a ranger to get killed.

001172 CESWL-CO-RV

The Corps needs to make a decision now, not later, not another year of studying the problem. We have to decide to get in or get out of law enforcement. Most serious rangers don't care which way it goes, but make the choice - either we are law enforcement officers or we're not. No matter what we do, we need 24 hour dispatch for ranger safety - as other agencies. Rangers could check in and out of their vehicle, at sites, and then the rangers would have a reliable person to radio for help when needed.

001177 CENPD

This questionnaire is based on the premise that there may be some adjustments to the existing ranger program. I DISAGREE. The question should be "What do we need to protect our visitors and staff?" This question is not addressed - but it must be. The question is not whether we tinker with rangers but do we need a law enforcement capability? I believe the answer is YES!!! Until this question is addressed, the Corps will not be able to respond to the safety and security needs of our visitors. The world has changed -the Corps has not!!! It is time to identify the changes and move ahead. We need specialists in law enforcement for the same reason that we need Foresters, Wildlife Biologists and Environment Compliance experts. The issues are too complex to handle with "generalist" type staff.

001180 CESWF

When the right to carry a concealed weapon is passed in Texas, we are going to be in even MORE danger. I have been threatened with rifles, knives and clubs. My large physical size has protected me in most cases, but what about those who aren't intimidated? Rangers are in trouble. We are mistaken for officers, game wardens and management expects us to place ourselves in those roles or we wouldn't have uniforms, badges, strobe lights, radios and the like. WE NEED HELP BEFORE SOMEONE IS KILLED. We need agency commitment or we need out!

001181 CESAD

I believe that cooperative law enforcement agreements are an excellent tool - although they have not been successful at all locations. I personally believe we should look to improve that tool rather than expand our authority to include full law enforcement responsibilities. Reasons for unsuccessful law enforcement agreements should be explored and addressed.

001182 CESAD

I think the government should do a survey on what steel toe boots or shoes do to a ranger's foot. At most projects an employee can have two pair per year. Get a pair of steel toe, but let the other pair be a non-steel toe. The current steel toe regulation is ridiculous.

001183 MNFO

Position of CE park rangers is weak and ambiguous. CE park rangers should be either interpretive or law enforcement in the full measure, or the whole thing should be turned over to the National Park Service.

001187 CENPA

Some Corps rangers in certain localities should be allowed to take appropriate weapons training (locally) for their own personal protection.

001188 CESWL-CO-MH

I am extremely pleased that project personnel have been given the opportunity to offer input on this critical program. So many new policies or programs are developed at HQUSACE level (day use fees) without any project input and are not workable. Very short suspense. I hate short suspense.

001190 CESWA

The issue of ranger safety brings to light the reluctance of some of our employees to do what has to be done in conditions when it has to be done. The same ranger who is excellent in a visitor center seems to forget his training in conflict and how we are trained to respond. I believe if the Corps would focus on re-instilling the existing guidance and proper action/lack of action, the employees will respond. Let's remember that unless there is an infringement on a visitor's rights, that they are the customer and unless they refuse to want to play by the rules, (where we would call LE personnel) let's allow them to enjoy their visits. If our rangers are asked to be police, I'm sure they'll try to function that way, but is that the mission we want to accept?

001193 CENPS

1. I feel training is an issue: we could get more professional training from the Federal Law Enforcement Training Center in Georgia. I understand they can tailor training to an agency's need.
2. The Badge - people feel that we have more authority than what we do have when we wear the badge. People also think that having a uniform implies some law enforcement authority; either give us full authority (arrest) or take the badge away.
3. Project Security - The rangers are asked to respond to "alarms" at this large hydro electric facility. There are lots of anti-government groups in this area, some making some general threats to the facility. The Sheriff's department does not have personnel to come out every time an alarm goes off. The rangers here feel very vulnerable. In these situations, we would like to be armed and protected with bullet-proof vests.

001195 CENPP

I think we need to dress less like a police officer and more less threatening, get rid of the Smokey the Bear look. We look like cops, act like cops, talk like cops. This is 1995. Let's change our image to more neighborly.

001198 CESWF-OD-SD

Times are changing and respect for those in law enforcement is not what it used to be. Kids are becoming evermore violent and it would be nice to have some means of controlling an individual who might physically assault a ranger. Verbal judo and running will not get it all the time. Rangers are instructed to avoid dangerous situations and do so; however, not all situations appear dangerous that may truly be dangerous and other situations may escalate to dangerous ones. Having a stun gun and mace would be helpful, along with personal protection training.

001203 (No Code Given)

It is time to stop straddling the fence. We need to protect our visitors and our uniformed employees. We wear a badge, name plate, uniform, and drive vehicles that show authority. We are the authority over our project lands with no backup. I hope that no one is seriously injured or killed before our higher echelon gives us the protection we need.

001205 (No Code Given)

Be open minded about the "professional" look and practicality. Consider shorts, bicycle patrols, work t-shirts like state ONR units, more comfortable shoes, et cetera.

001207 OF-CL

Current system isn't broken.

001208 CESWL-PB

We need to quit straddling the fence. We need to be law enforcement or get out of the enforcement of Title 36. We represent law enforcement to the general public. We are always confused with the Arkansas Game and Fish. Make a move one way or the other.

001210 LOFO

We as rangers need more support. We need people to care about the natural resources. I do not hide behind the badge or uniform, I stand behind them. I do my best, because I care. We enforce Title 36 CFR, so we are law enforcement as far as this is concerned. We are stewards of the resources. Good stewards will do their total job. This includes protecting our resources and the good people who visit our project. IN order to provide quality recreational experiences for all, we must enforce Title 36 CFR and not just talk about it. We live in the 1990's now. People's attitudes will not change or their actions unless we care enough to enforce Title 36 CFR.

001212 CESAJ

The Corps should make a total commitment to ensure visitor and ranger safety. Presently, the Visitor Assistance Program places rangers in confrontational situations on a routine basis. It is pure luck if someone is not seriously injured. Park rangers are becoming an administrative support function instead of resource managers. Too much time is spent at desks in front of computers. This project chooses not to enforce Title 36 because of dangerous conditions. How does this provide visitor assistance or safety?

001215 (No Code Given)

I do not advocate that all park rangers have full law enforcement authority. I feel rangers should be specialized (i.e., law enforcement and interpretive) with each park having a balanced mixture. To continue with the Corps' current policy of limiting ranger authority to enforcement of Title 36, will only add fuel to the fire. I believe the Corps should get their rangers completely out of the citation business and have only Interpretive rangers, or entrust specific rangers with full law enforcement authority. As I have previously implied, I feel the Corps should take care of its own problems, that it is more than capable of resolving, instead of looking for outside agencies which do not share the same vested interest in the Corps, to handle the Corps' problems.

001219 (No Code Given)

I hope this survey gets some attention to ranger safety. The visitors in the parks look to us for help and to ensure their safety. We need to be that authority to ensure their safety.

001220 CESWF-OD-SO

We as an agency and as a project seem to be involved in law enforcement, but not committed to it as an element of visitor service. Few visitors understand the limits of a ranger's authority in comparison to similar NRM employees in other Federal agencies and other (law enforcement) personnel who wear uniforms, give tickets, drive marked vehicles with lights and sirens and wear a bade. Understandably, visitors are not pleased when a ranger can't "do anything" when the limits of authority and support are exceeded. I sincerely question our methods and rationale in light of those employed by the NPS, BLM, and even the state parks and wildlife department. My feeling, when I am on patrol, making a V.A. contact and responding to an incident is, "you are on your own." Management perspectives can go a long way to make positive changes. A Corps wide uniform V.A. program would be a good start. Thank you for asking about this issue. This questionnaire is one of the few evidence factors that indicates concern. I hope it "trickles down" to the project level. Again, thanks.

Question #32 - I don't feel like I would use a pager, but if others do, they should have them.
Question #48 - Law enforcement contracts are our best official method to gain support in the event of criminal activity, but they are inadequate. I could be involved in an incident, request help from our country and be dead for an hour before they arrived. If the deputy working the law enforcement contract happens to be around, they may be close enough to help. NO LAW ENFORCEMENT CONTRACT CAN SUBSTITUTE FOR PERSONAL PROTECTIVE EQUIPMENT AND DEFENSIVE EQUIPMENT!! You cannot carry a deputy in your pocket!! In an extreme emergency, we are almost defenseless. Corps of Engineers Park Rangers wear uniforms and a badge. We enforce rules and regulations and issue citations. The perception is that we are law enforcement officers. This is a fact that cannot be disputed, even if higher authority continues to deny it! Corps of Engineers Park Rangers do become involved in high risk situations in the performance of official duties. Many of the areas we patrol are often remote. We often patrol alone. We do this in an increasingly violent society. All elements of our society visit our projects. Some of our areas even attract the less desirable elements of our society. Our job as a Corps of Engineer Park Ranger places us in an extremely high risk of suffering personal injury or death. Advanced Ranger training and Visitor Assistance Training is helpful in developing defensive and perceptive abilities to deal with high risk situations. Both of the classes emphasize developing the ability to recognize dangerous situations to keep out of trouble. Not all situations can be recognized for what they are! Situations can be difficult or impossible to recognize. Problems can develop and escalate quickly in a situation that may appear harmless. Any equipment and training that increases our ability to deal with these situations increases our safety. Obviously the types of equipment we use in our job greatly influence our safety. HDQTRS-USACE has mandated that safety be the highest priority at the work place for employees of the Corps of Engineers. Why are we denied safety equipment and the ability to use it? Perhaps the most important safety equipment available to us is our communication equipment. communication equipment is absolutely vital to our ability to deal with dangerous situations. We have been authorized excellent communication equipment, but not the authority to use it! Not having an ORI number is outrageous and irresponsible. At the Southwest Division Ranger conference in San Antonio, Darrell Lewis was shown a letter written by Bill Clinton. The letter was a determination given by the then Attorney General of the State of Arkansas, that Corps of Engineer Park Rangers should be considered law enforcement officers for the purpose os being issued an ORI number. Where is the hang up? Protective clothing is a matter of safety. We have authority to purchase a wide variety of protective equipment, but not a protective vest. We are authorized to protect our toes but not our chest! Why? It is a tribute to the Rangers of the Corps of Engineers that so few violent incidents have occurred to us. We have developed a tremendous ability to stay out of trouble. The training we have had has been helpful and appreciated. But is that training enough? In an extreme emergency we are not prepared to defend ourselves or our customers. It is inevitable that Corp of Engineers Park Rangers do become involved in life threatening situations. It will be a great tragedy if one of our loses our life in the performance of our duties. It will be an even greater tragedy if it could have been prevented by some equipment or training not authorized by our employer. The bottom line is that a Corps of Engineers Park Ranger must accept that the fact that our job has a high degree of personal risk.

001224 CESWL-CO-BV

The state of Arkansas has just passed a law permitting the general public to carry concealed weapons. This will greatly increase our risk. This study is long overdue. Thank you for finally doing it. The public perceives us as cops because we look like cops. We are put in situations that are dangerous - I know don't get involved - the problem often escalates to a big problem that we are untrained and unprepared for. Then we must "talk" our way to safety. It's a new world out there. The Mexicans are moving into our area by the hundreds - this presents us with a new problem. Our sheriff won't contract with us so what do we do about that? I keep hearing that we don't have any data showing there is a problem. I'm sure that is true - NO one collects it and some never report it because it is a negative aspect of the problem. I believe we must get in or get out. We are doing law enforcement duties in a law enforcement uniform. Remember everyone doesn't have to have the same duties. Other federal and state agencies have people trained just to handle the visitors and problem. We've been lucky!!

001225 CESWL

We have had a self-defense course once - lasted a week. However, self-defense tactics/moves require refresher courses. Many times I feel "threatened" in a situation mainly because I don't feel I could protect myself if someone was physically aggressive. Self defense is just that - self defense. Why is it wrong for us to be adequately trained in defensive moves that would keep us from being physically attacked? Also, I would very much like the permission to carry pepper spray. This would not only protect against violator attack on me, but also several dogs have threatened my well being within the last year. Another concern is the large increase in homosexual activity in our parks. The Corps has got to start addressing this issue. Not only for the public's well being -- restrooms are frequently used as sexual rendezvous places -- but also for ranger and maintenance protection against diseases such as AIDS. Bodily fluids are found in these restrooms.

001226 CESAM-FO

I personally feel that we need full law enforcement authority at each project. Not all rangers need full authority but some should be trained fully. Only rangers who are fully trained should be patrolling parks. If we continue our current policy we are going to eventually get someone killed. Policy requires us to back off when there is a danger of getting hurt. We don't always know when we are in danger until we get involved. Law enforcement contracts do not work in every instance. Mostly, deputies just ride through and do not stop. If we ever want to control our parks, we need to be able to stand on our own as a law enforcement agency.

001227 CESAM

In my experience, I have only seen a few instances where ranger safety was endangered. In these cases, it was usually a result of the ranger going too far. Some rangers are unwilling to accept the limitations placed on them. In other cases, it would not have mattered whether the individual was a ranger or law enforcement officer. Prohibition of alcohol is an effective management tool; however, it should not be done on a blanket basis. This is a local decision that should be made on a case by case basis. I was out of town the week of 3/20 - 3/24/95.

001229 (No Code Given)

The largest problems that the Corps ranger faces are due to policy and non support from District, Division and those Washington, DC types. The ranger does not get enough training to do his job. What training he/she does get comes much too late to help in some situations. The ranger is hired and then thrust into problem situations without training for months or years. Yes, the ranger will learn as time goes on, but, at what cost? Do rangers have to keep getting hurt or killed before the Corps realizes that the Visitor Assistance Program devised in the 1970's is not working in the 1990's. The Corp goes to great lengths to protect the public, but chooses to put its collective head in the sand when ranger safety concerns are realized. Rangers are told to enforce laws but are not given training, skills, tools or authority to be law enforcement. There should be a law enforcement branch of the COE to protect the visitors and rangers better. Safety should be the Corps concern.

001232 CESWT

I believe that we need to have full authority for (at a minimum) some rangers. As long as we look like cops, we're in dangerous situations. Anyone that is dressed in a badged uniform should have full arrest authority. With no authority, one should not have a badge or citation responsibilities.

001234 - CESPK

More training is needed for both permanent and seasonal. Some type of academy training should be required prior to field work.

001238 CESWT

Juveniles seem to be more and more of a problem. I would like to see more control given to officials in dealing with them. I think that headquarters has a problem in recognizing that sometimes Corps rangers actually do "Law Enforcement" work in administering Title 36. They may not be full time, low enforcement personnel but part time. I think that the rangers need to be recognized and supported as such with policy and equipment.

001240 CEORH

Put the badge in the wallet. Get rid of the "smoky" hat. Ball cap is less threatening and definitely more personable.

001242 (No Code Given)

Did not receive this until afternoon of 27 March. Had made a copy of questionnaire and have already responded.

001243 (No Code Given)

You ask for further thoughts that I might like to share. I would, however, I feel these remarks will fall upon deaf ears. I've already been informed by Division office personnel that word has come down from above that this act of concern is only to smooth some feathers and nothing will come of it. On that note, I hope it is your daughter being raped, your son being assaulted, your relative drowning, and you look around for someone to help and all you find is the incapable, under trained, noncompetent Corps Park Ranger. A ranger, who cannot arrest nor detain your daughter's rapist, who cannot stop your son from being assaulted, who cannot get to the beach in time to provide that desperately needed oxygen to bring your relative back to life, because the park ranger does not have the capability to get other motorists out of the way. It may be you whose demise is a result of your own ignorance to the realities of our parks. Then, maybe you will see that our current policy jeopardizes ranger and visitor safety. You say you know what goes on at the parks, but do you really? Sure, you read all the statistics, but that's all they are - statistics. Anyone can manipulate statistics to make them support idealistic views. We are the ones out in the field. We are the ones that face the reality of our parks every day. They are not safe. Not for rangers or visitors. For example, 85% of visitors rangers contact carry weapons. I have not yet met a Corps ranger who did not carry some type of weapon, whether it be pepper spray, handguns or knives. All the policy in the world prohibiting it, won't stop it. That in itself should say something. I know these statements seem rather hostile, but it angers me when a decision has already been established on this important topic. Whenever you have a ranger responding to more assaults with weapons calls than interpretive programs. There is a problem!

001244 CELMK

I did not receive this until after the due date of 20 March, 1995. Our supervisor keeps things from us until after due dates - announcements for jobs, current events, questionnaires, et cetera.

001245 CESPK

1. Should be sufficient staff to have 2 rangers on duty at night (e.g., 1800 to 0600).
2. Rangers should have the option of carrying a handgun with proper CWP. Particularly at night.
3. Should be sufficient personnel so that heavy work digging water barriers, train maintenance, planting signs can be a multiple person job - not single person.
4. More personal contact with visitors (in other words, enough people so time may be spent with visitors)

001247 FO-AL

Because of various/many situations at the project, a pick-up truck is a high priority item. Currently we have the small cherry blazer, which does not lend itself to our patrol, maintenance, "jack-of-all trades" situations, plus comfort/safety.

001248 (No Code Given)

The dangers to visitors/rangers have increased considerably the last few years. Increased drug and gang activity has put the rangers and visitors in situations that I feel will soon cause someone to be seriously injured.

001249 CE-MRO

Seems this is a law enforcement push - not sure this is such a good idea. I'd like to see us get our of law enforcement, but we'll still need cooperative agreements and communications with LEO's. Overcrowding at our campground is the #1 problem. Everyone brings longer, bigger and more vehicles equipped with limited pad sizes and no overflow areas. Alcohol is a problem for the unsuspecting family users that stay next to the drunk fisherman and hunters. Another problem is complete lack of concern by some old time managers and supervisors, allowing special privileges to buddies while expecting others to conform. It's taught to enforce rules on just some users.

001253 CESW

I have worked 5 projects in 3 districts and each project operated differently. I feel that HQUSACE needs to enforce the regulations they issue at the project level. By the time we get them we usually do it the manager's way. I did not become a ranger to be a law dog but the visitors to our parks look to us as safety and security. I have never really feared for my personal safety or life while working. I resent the colonel our of SWD who called us ill trained and poorly equipped. I have paid for training out of my own pocket to better handle my job, i.e., EMT, Fire suppression, handling aggressive behavior, et cetera. At the same time, my co-workers have not invested their own time and money into bettering themselves. I feel the COE should pay for these types of classes. The COE should set up a system like the NPS. The NPS has law enforcement academies certify the summer rangers for law enforcement paid for by the individual. I feel the COE should send rangers to FLETC like other land management agencies. I think the COE should look at other agencies' methods of collecting fees. The training at Missouri Southern State College was on track but needs to be redone to better fit the needs of COE rangers and needs to have refreshers. As for all of my ranger peers who keep crying "ranger safety", get over it, no job is completely safe.

001257 CESAM

Need for more law enforcement - through contracting or whatever.

001258 CESAMTOSL

We need a Spanish speaking ranger or need to send a couple of rangers back to school to take Spanish.

001260 CELMK-OD-SS

Every other federal land management agency (e.g. NPS, USEWS, BIA, BLM, etc.) all send personnel to the Federal Law Enforcement Training Center (FLETC). Corps rangers are no different. We continuously deal with increasingly complex issues at our projects (gangs, drug activity, domestic violence/abuse, rape, homicide, theft). I do not feel we are adequately trained to deal effectively with these issues at the project. Visitor Assistance is all well and good, but I think the Corps needs to take a long hard look at what they're asking their field rangers to deal work with every day. We need law enforcement rangers in the Corps, and rid ourselves from this situation, adherence to VA.

I recently changed positions due to concerns about visitor and personal safety. I am currently working with Little Rock District but I answered the questions based on Sacramento District experience. I have only been in Little Rock District for two weeks. The majority of the time, I had no problems. In the summer with the warmer weather, the problems came out. Success Lake, Sacramento District, is located 8 miles out of town. Porterville, CA has 20% unemployment and 35% welfare. Over in the county of Tulare, unemployment hovers at 17% with some towns ranging as high as 50% unemployment. It is a farming area with a high percentage of Hispanic farm workers. Gang activity has migrated out from the town. Drug use is prevalent. One bathroom is a haven of homosexual activity. The restroom stalls were removed to try to cut down on the problems. Picnic tables were installed near the restrooms to try to attract families. Being 2 1/2 hours from L.A., on Friday nights, the problems of L.A. drive right into the campground after 10:00 pm. When caught, they say how much is the ticket? Only $50, can I pay you now? I want to get in.
Domestic arguments happened every other weekend, either in the day use area or campground. After dark in Rocky Hill, which is closed at sunset, people jump the spikes to do various things in the dark. When the sheriff patrols, he takes in people for weapons, drugs, or warrants. One night last summer, I got a call from the sheriff asking that I write a citation. He had stopped a family going fishing who just happened to have a 9mm for protection. Management said that at night, a minimum of two rangers would work. Often, this was not the case. I have been working alone until 10 or 12 at night. Thank goodness for the contract sheriff. On Friday or Saturday nights, I would walk with the contract sheriff through the campground. On the permanent staff, one female ranger would either not get out of her truck at night unless a sheriff was present, or she would stay in the office all evening. One student ranger would also not go out in the evening. If I needed support, I had to call to the office, justify that I needed assistance, and wait for a response. On Sunday afternoons, the L.A. people would leave and the farm workers would invade. They just took over the lake shore. The language would change from English to Spanish. Only two student rangers spoke Spanish. None of the permanent staff spoke Spanish. The two bilingual rangers spoke German. Gang activity is prevalent. The gang graffiti is on the trash cans and walls. Gang bangers come to the park regularly. Last Fourth of July weekend, the sheriff hooked and booked more people from the lake than the whole county of Tulare sheriff's department booked. No major problems were reported by the rangers, but the sheriff had a high profile presence. Water safety is extremely important. The problem is that all of the water safety information and push is in English. Most of the customers who need to heed the warnings need either Spanish, Laotian, or Hmong literature, which is unavailable. All of the swimming classes in the area cost money which the lower income people did not have. Consequently, people did not learn to swim. Cultural differences play a big role in getting cooperation. A female ranger has trouble approaching a group of Hispanic men and getting cooperation while the male has no problems. Lighting of areas played a big role in increasing safety. Lights were put up in two major parking lots and it decreased the problems. The addition of gates blocking use of the day use area at night cut down on vandalism and thefts. The only problem with the park attendant booth was the amount of cash that could accumulate over the big holiday weekends. The park attendants also collected the day user fees. A safe was installed in the floor but it was not timed. Once open, everything could be taken. The park attendants need a phone and a way to always get in contact with the rangers. Having the park attendants in khaki uniforms was

great. The customers could identify them. Having access to National Crime Information Center was a great help in identifying people that needed to go to jail. The sheriff was good about coming to pick up the people. The sheriff could be at any park location in under 10 minutes. I have walked with the California Department of Fish and Game Warden to check fishing licenses. One time, she started to arrest a person who then fled on her. The warden contacted the sheriff's department and I contacted the ranger staff to help find the person. A student ranger caught the person. Problem being that the ranger's radio was not strong enough to transmit strongly enough out of the ditch to be heard by all of the staff. Another time, I walked with the game warden for fishing licenses. This warden found unattended poles which led illegal aliens. It got to a point that I was prohibited from walking with the warden due to the amount of people arrested by the warden. The park manager did not want us to be looked at as law enforcement people. At Success Lake, the normal uniform was Class C. The game warden, the sheriff and California Department of Forestry had the same color pants but different shirts. The vehicles are not easily identifiable because of the color. The vehicles are in every imaginable color. The ranger staff has vehicles in blue, white, brown, and gray. The maintenance staff has some of the same colors. The park ranger signs help.

001264 (No Code Given)

The entire system needs to be rethought. Consider the other rangers which are with federal agencies in comparison to how they operate and how we do eg. N.P.S. U.S. Forest Service BLM. We should all be working as a group toward a goal under similar laws and types of enforcement.

001265 CESWL-BV

We need at least two rangers with full law enforcement authority per project.

001268 (No Code Given)

Have "open" meetings where honest and uninhibited discussions may take place without reprisal from supervision.

001272 (No Code Given)

Most of the problems associated with the topic of ranger safety are symptoms of the basic question that has been asked for years and that is "What is the role of a Corps of Engineers Park Ranger?" Should the Corps ranger be a full law enforcement officer?

001274 CENCS

Care should be taken not to convey the impression that we are fully trained peace officers. Driving similar vehicles and running radar could mislead the public and endanger unarmed rangers. If sites experience many visitor conflicts between visitors and rangers, a decision to back off of enforcement, or full-blown federal law enforcement training should be considered. (FLETSI)

001280 CESAW

Visitor assistance/enforcement attitudes and implementation vary significantly project to project. Despite clear policy to the contrary, some projects maintain and promote a high profile law enforcement image complete with blue lights and traffic stops. It is most often at these projects that some rangers have genuine concern for their safety. Our uniforms do convey a law enforcement image (and I think intentionally) implying more authority and capability than we possess. If we only wanted to communicate to our visitors a sense of welcome, comfort and assistance, we would dress up like our grandmothers.

001287

Based on conversations with other workers; I feel this survey is a waste of time. Management has no real understanding of the danger or risk involved in this job. Approaching a campsite (problem) in the dark with only a flashlight, radio, and a law enforcement uniform on is fairly risky. For management to get a feel for the job that rangers are doing today, they should spend a month on night duty with a particular project and a competent individual. That is the only way they will know what we need and what we are dealing with.

001291 CESPK

When rangers first started years ago, their job was straight forward. Now we are"jacks- of-all-trades" = "masters of none." We are ergo/contract/interp./etc. rangers who often to not get out into the field. Field duties are often left to the temporaries and inexperienced people who can cause problems or put themselves in bad situations. Serious type incidents are on the increase - when will the Corps start taking responsibility for problems within its recreation areas instead of pushing them off on local agencies who are over burdened now? Do we wait until it becomes critical - or- be proactive and start the ball moving now? Rangers who are specialized and trained for visitor assistance (such as the forest service/BLM/NPS) are an asset to visitor safety and know how to handle themselves. The "higher-ups" likely don't want this because rangers will be involved in arrests and situations where they will be injured or even killed and a multitude of new training and legal/policy and other issues...But the alternative is that this may soon be upon us anyway. P.S. - They should either go with full law enforcement or stay the same. Don't give "weapons", defensive or other, to untrained personnel; it attracts law suits and more aggressive attacks by the public.

001292 NOT!

With the reduction in force in the Corps, I see more responsibilities put on all the REC/RES Personnel. We have far less backing and support from above and with the increase in drug abuse and gang activities, we are, in general, in far more danger than ever before. The days of the REC/RES people coming to work and doing those type of jobs is gone and now we carry beepers, cellular phones, lap top computers, and play at all of that instead of being rangers and visitor assistants and resource managers as I thought we were hired to do. We need to drop a lot of the office type responsibilities that should be done by clerks and be out in the field doing the real job of REC/RES management. Some of these duties include computer crap, typing (as I'm doing now), imprest fund cashier, ordering officer, receiving officer, contract inspector, contract writer, and all types of clerical work. Get us back out in the field as rangers, resource managers, and visitor assistants.

001294 CESWT

We (rangers) need to have better and more training if we are to protect ourselves and the visiting public. We also need to have vests, sprays, and maybe even weapons at our disposal as defensive protection. This is not right for us to work without this equipment.

001297 CESWA-CO-FM

Law enforcement contracts are not the answer to visitor assistance at our projects in my opinion. Deputies are not trained in providing information and education to the public for encounter of a natural resource or recreational nature. 90% of our job is information and education/ 10% may be law enforcement oriented. County deputies are not a good resource image for our parks. Other agencies employ well-trained (not a 2 week VA and citation training course) for rangers who have full law enforcement authority and only carry a weapon during times of their descreation(?) for application. A few well-trained law enforcement rangers would be better qualified and project a better visitor assistance image to the public in my opinion. Training and policy guidelines are grossly inadequate. A serious effort to write clearly defined policies should be initiated immediately. Training through FLETC should begin post haste.

001299 CESWT

Keep up the good work and thank you for letting us be a part of the process! It is refreshing to think that we are looking at the employee safety issue and are willing to make changes to address up-to-date topics/equipment.

001303 CELMK

As our society continues to degrade (more crime, younger criminals, more tolerance of crime) Corps rangers are more at risk every day. My project, I feel, is basically safe, with 99% of our visitors being "good" folks. But, with time, some changes must be implemented in order to ensure our safety. We have badges, hats like state troopers, radios on our hip, radios and scanners in our trucks, but we are not cops. Many people think we are armed, which is not good in some cases. Personally, I do not wish to carry a weapon, but something must be done eventually. Also, I love my job!

001304 CESAM

There seems to be "status" attached to wearing a badge, unlike other federal agency employees. The main goal of a new COE ranger is to receive citation authority, wear the badge and write tickets. I don't feel the public notices the badge much. It's the uniform and hat that are noticed. Many COE employees won't wear the hat. I believe they feel that not wearing the hat downplays the law enforcement image. They feel the hat threatens the public so they don't wear it. This is not true in other agencies. The hat and badge are worn by all employees and are not met with as much negativity as with COE rangers.

001305 CESPK

Recommendation: Do not contract Title 36 our to local S.O.S.; do not eliminate uniforms; citation authority, etc. Do make additional ranger category for law enforcement activities. Provide optional concealed weapons and permits (training costs, etc. at employee's own expense) for rangers desiring them. Improve relationship with federal magistrates to increase fines/jail time for assaults on rangers. Allow shorts - but leave uniform alone otherwise. Encourage more cooperation/joint patrols. Have L.E. contracts limited to one deputy's salary year round and have them at the park 40 hours per week if necessary. Expand authority under Title 36 expand interpersonal program to explain rangers' duties and authority to the public.

001306 CESPK

Thanks for providing me this opportunity to express my thoughts for visitor and ranger safety. If rangers are given mace, stunguns, etc., may only aggravate or increase the likelihood of someone being shot if it is misused. A possible solution would be having one E.L. ranger per park? Or increase S.O. contracts. Things are getting worse.....

001307 CESPK

Should be on cue with other state/federal park rangers with regard to ranger safety/enforcement/personal protection. Our parks are becoming much more urbanized that 10-15 years ago. Many of the city problems are moving into the parks. Full peace officer status would provide a safer environment for our visitors/resources, while allowing local law enforcement more time/manpower to conduct their business county or state-wide.

001308 CELMK

Just a note - I received this the day of the deadline, which is why it is late getting back to you. I also appreciate the fact that input was asked for and information gathered from these in the field on this subject.

001309 CENPP-OP-B

We should wear t-shirts, shorts or jeans and ball caps or carry a weapon and bullet-proof jacket.

001313 CE-NPP-OP-PW

Our project on the national history req. visitor assistance program is a very important part of our work. Thus the need for uniforms and citation authority. We are also responsible for a remote facility where the public has limited access. Thank you for the opportunity to participate in writing.

001314

Either drastically reduce our exposure to visitor assistance problems through: 1. No badges/reduced uniform. 2. Increased L.E. contract dollars. 3. No "ranger patrol" vehicles. Or, give us full L.E. authority & sidearm, increased L.E. contract dollars, uniform green color on all ranger vehicles, pepper spray, baton, F.L.E.T.S.I. training, and bullet-proof vest.

001317 CESWL

Some of the questions are general and could take on different meanings. These answers can be misinterpreted. Some need comments.

001319 CEORDS

Since I started working for the Corps in 1989, I have noticed an increase in the crimes being committed on the Corps project. I personally have had someone threaten to shoot me (a convicted felon, later, convicted of gun possession on Corps land), helped contract law enforcement officers subdue an armed woman trying to kill herself (armed with a knife), and stopped to assist a "disabled vehicle," which was operated by a felon wanted for drug distribution and vehicle theft. The vehicle he was in was stolen. The project I work at has a law enforcement contract but due to funding restrictions, they are not there during all the hours we are. I believe Corps employees should have at least some law enforcement training. I am not sure we need to become certified peace officers but more authority and training would be a major help.

001321 CEMRO

Presently, we (the Corps) want it both ways - we want to portray a law enforcement image but want none of the responsibilities that go with it. When we go to court, however, the U.S. Attorney and Magistrate consider us law enforcement - period. They see the uniform, the badge, etc. They don't see the nuance of "citation authority." The model we should be using is not National Park Service but the USFWS refuge system. They send their people to Glynco but then give them the discretion to wear firearms, carry mace etc. Power down in its most basic form. They are full-time refuge managers with the need for law enforcement versus NPS full-time law enforcement. The other major problem is senior Corps managers have never worked visitor assistance. Until you have been in a campground at 1:00 a.m. with two campers fighting each other and screaming obscenities, the public expecting you, the ranger, to do something and you have no radio contact with contract law enforcement, you really can't appreciate what we put our field rangers through. As for the training, that says "don't get in a dangerous situation," there has never been a cop killed because he thought he would be. He/she thought they were not in that type of situation. Also, other LE agencies get frustrated with our "failure",(inability), to back them up. In the Dakota's back-up may be an hour away - when they call for back-up from a ranger, it's because there is no one else - they don't want/need someone who doesn't have the training but has the appearances of competent LE. We need more training - 200 hours.

001323 CENPP-OP-V

A. You will receive a wide range of responses, due to the range of assignments and situations. This range does not mean the extremes are invalid viewpoints, but that the program must be flexible.
B. Safety equipment, i.e., bullet-proof vest, pepper spray, etc. should be in the same category as steel-toed shoes and not viewed as a first step toward totalitarianism.
C. The frequency of assaults/threats is not nearly as important as the fact that the potential is present. (I always wear a seat belt even though I've never been in an injury accident.)
D. Very few of my problems would not be improved with additional FTE. Many serious problems only get started because we are stretched so thin.

001324 SPK-CO

I cannot stress too greatly the need to do psychological testing on anyone wishing to become a ranger. From a safety standpoint it could help save the lives of employees or that of visitors. From an image standpoint, the behavior of a ranger reflects on the public's view of this agency. To assist in our interaction with various ethnic and social groups, we should receive extensive training in this area. In this particular area, about 30% of our visitors are hispanic and 10% southeast asian. Acknowledgment of those cultures would help us deal effectively with them.

001326 CENPW

Gang activity is on an increase in our area. We've seen signs of witchcraft and Satan worship type of activities. The world's getting to be a more violent place. I'm reluctant as a manager to put my people in the field at times. We've taken a visitor assistance role and stayed clear of enforcement issues. We rely on law enforcement contract for late night work.

001327 SPK

I believe rangers should be able to protect themselves just like any other visitors. In California, crime is on the incline and many visitors to parks have concealed weapons. I personally do not want to be a law enforcement officer, but in a life and death situation, I would like to protect myself just like any other visitor. Please consider concealed weapons for rangers!

001328 SLF

At the present, we have been lucky, bluffing our way through, but someone is going to be hurt seriously if things are left like they are. We are unarmed and under-trained.

001329 CESWF

Again, I hope our decision makers can come to understand that citation authority = law enforcement, and that Corps rangers are being asked to face the same risks that commissioned law enforcement officers face, but without the equipment, training, and authority that comes with commission status. Also, I hope that they can see that asking "non-law enforcement type" people to write citations places them in confrontational situations which they may be ill prepared to handle, for reasons relating to attitude, inclination, self-control, and communication skills. Writing a citation is not just a "resource management tool." It is a form of punishment inflicted on the violator, and the act of issuing the citation creates a tense situation for both parties involved. If this tense situation is not handled delicately, serious consequences can result. The Corps is irresponsibly asking its natural resource personnel to perform law enforcement duties.

001330 COW

Please! Try to have lead rangers who have some common sense. Don't send us bright young people who are good with paper only. When rangers are assigned to Visitor Assistance be certain they have spent enough time on the job to know what it's like - we don't need "hot dogs" as leaders.

001331 CENPP-OP-B

GS levels are not high enough to attract the high level people we need. Things like this - however important - contribute to FTE burn and further reduce customer service.

001335 CESPK

First, thanks for setting a 24 March due date when we don't receive this thing until 27 March; good job guys. We in the field need some means of protecting ourselves and the visitors, mace/pepper spray, vests, batons, and stun gun/tazers are viable options as are had guns. We should be allowed to obtain concealed weapons permits and receive authorization to use them at our own discretion within the laws of our states. Permitting rangers to have dogs on patrol is another tool that should be investigated. If something is not done soon, given the violence going on around us, some rangers are going to end up in body bags.

001338 CESAM

#5 - The cops should enforce vehicle color for rangers and not permit maint. trucks to be ordered green, mars. who do not provide equipment should be admonished.
70-81 - Increased mace, bullet-proof vests, etc. will cause false security and endanger rangers, not protect them.
84/85 - We cannot enforce total alcohol ban on projects - yes at recreation areas we can control within bounds.
6 - Managers, district and project are not held responsible. Some allow equipment not authorized, some prohibit citations, some do not approve required equipment.
3/4 - Rangers must retain uniforms for identification. The uniforms are based on national park service and are not law enforcement uniforms. We should look to improve (and require) full funding of law enforcement agreements - they work - if the manager will work to make them successful.

001339 CEORN

A good ranger/visitor assistance person is one that can understand people and management different peoples conflicting views, needs, personalities, et cetera.

001340 CESWF

Model mugging provides skills to a person that creates a way in the individual person to react without thought and is rote. This program provides men or women to use their physical strengths (whatever level they are) to fight with confidence, skill and without thought and provide themselves the opportunity to escape. Physical strength is meant as women's lower body strength and men's upper body strength and to use it to defend themselves with confidence and legally to provide an opportunity to escape. The Corps needs to get off the fence post and get a separate law enforcement entity to do the visitor assistance on the projects; those rangers or managers that mentally and physically meet requirements. Those that don't, take them out of the uniform and let them do interpretive wildlife management and park and recreation administration.

001342 CESWF

Remove the most dangerous element of our job - enforcing Title 36 when we are not a law enforcement agency. Either hire specific rangers to enforce or arm us with not only weapons, but more training! Contract the enforcement if that is what it takes to give us back our time to do our real job - natural resource management!

001343 CELMKOO

There needs to be continual education for park rangers, at least one mandatory course per year on how to handle the public, how to remain unhurt, how to effectively perform your job under extreme pressure! I have had to take two terrible cussings and numerous threats! Once, because I was caught so off guard I didn't know how to react. The other because I was trying to handle it in a "ranger friendly" way. No one woman or man should have to take this. Both men should have been taken to jail for threatening me personally and as a government employee! A lack of support from supervisory park rangers in writing citations to violent people such as this happens at our office. A temporary female ranger without citation authority took such a cussing and threats this past summer and the supervisor ranger would not allow a citation to be written! We cannot have things like this happen (lack of citation and/or proper disciplinary measures) because visitors will assume (and do so now) that they can run over us at any time and to any measure! We need more protection, education and support from supervisors and managers to do our job correctly and safely for us involved!

001347 CESPK

Something needs to be done for personal and visitor safety. We are asked to perform law enforcement duties with little or no formal training. We have no means to protect ourselves and are unable to due to Corps ill-informed policies. Times are changing and violence is increasing in our parks. It is the responsibility of our governing agency to give us the ability to protect ourselves and the public. Each project should have a law enforcement ranger on duty 24 hours in the day. All rangers should be given the option to carry mace, nightsticks, and wear a bullet-proof vest. Vehicles should be equipped with light bars, alley lights, and sounding devices. We should also be able to carry concealed hand guns. This is the responsibility of this agency to provide us with the protection.

001348 (No Code Given)

Again: An academy with solid training in law enforcement, visitor assistance, search and rescue, communications, fire fighting, report writing, etc. is needed. Also, an annual L.E. refresher training is needed for all R.M. personnel before each rec. season. Identifiable/professional patrol vehicles are needed. Full law enforcement commissions should be considered for a percentage of R.W. employers.

001350 CESPK-CO-BB

Eliminate OCE requirement for individual recreation site cost code tracking - unless someone is getting some benefit from it (who?). Put out a quarterly NRM info news letter.

001355 CESWT-OH

Would like to have training similar to all other federal agencies which receive their training at the Federal Training Center in Georgia. Would like to have the proper equipment to help survive a life threatening situation. I am considered by almost everyone I meet to be a game ranger or other law enforcement officer which would be carrying a gun and able to deal with any situation.

001356 CEORL

Even though we have not been involved in any dangerous situations and are instructed not to try to dissolve any dangerous situations, I believe that we need more personal protection skills. I work at a visitor center where I have regular hours. I come in and go home at about the same time every day and because I'm at the visitor center, I am easy to find. My point is, I have a routine schedule created by my job and if someone wanted to harm me, I could potentially be an easy target.

001359 CELMK

Ranger training needs to be updated funding usual limits training, ranger conference with managers should be an annual requirement in all District vehicle/vessels replacements should be addressed corps wide.

001362 SPK

I do not think our level of authority is equal to the demands of the job. Anyone enforcing rules and regulations day and night to our clientele needs more authority and self protection. The public should have a capable ranger staff to protect them and do all the other duties required. Rangers are spending too much time at computers, writing and managing contracts, doing ER-Go and Haz. Mat. assignments, five-year plans and all the other jobs nobody else seems to have time to do. I have people working here for years that don't even know the lakes, shore or boundary lines. We've got to get back to the job of being interp., resource managers, rec. managers and visitor assistance specialist. A ranger counting beans in the office is no good to the public with or without authority. Thank you very much for your concern.

001363 SESAM

Possible stiffer penalties for theft/vandalism of corresp. public property, also littering or dumping of garbage. Some magistrates do not think that dumping garage is critical.

001364 CESPK

Alcohol related contact is my most undesirable and most problematic. I do not understand why the USACOE boasts "water safety" and allows alcohol sales and consumption on "our" projects. Parking violation are time consuming and terrible public relations. Planner should design proven traffic/parking problem/parking problem free area!

001365 CEORN

If rangers are given or asked to do more law enforcement responsibilities, I recommend that we go to a specialized employee with training in law enforcement. I feel at this project that visitor safety is adequate utilizing rangers as we presently do.

001368 CEORL

Ref: Question 1 - Visitors are not concerned about rules and regulations until it affects them and won't read them if posted, etc.

001369 CENPP

We need more self defense training and at least mace and a nightstick including training in using these. We need more cultural training and how to deal with different ethnic groups. We look like law enforcement, visitors respond to us as such. Rangers that work exclusively in visitors center do different jobs than "outside" rangers. We need different and more law enforcement type training.

001373 RID OD-RM

Rangers should never patrol alone. They should be taught the emergency procedures immediately, i.e. radio use, phone numbers (contacts). They should be reminded of these procedures bimonthly. Ways to approach vehicles should also be reiterated. The VA training cannot afford to be rushed. If was good information to know but wasn't in detail enough - i.e. citation authority. The lack of visuals - i.e. ticket book - was absent.

001375 CESWF

Park rangers are and have to be viewed as law enforcement officials to obtain compliance of some situations. This does not necessarily mean that the presence of a gun would be beneficial. Personally, I have never been threatened to the extent that I would have felt safer with one. Having worked as a park ranger with the Corps for the period of time 1974-1976; 1987-1989 and 1993 to present and with four years service in the Marine Corps; I will truthfully say less than 5% of the rangers I have encountered are capable of handling a gun.

001377 (No Code Given)

In today's society where criminals will shoot someone even a law enforcement officer, at the drop of a hat, the Corps of Engineers park rangers is a prime target for being shot. The "Corps" has put us in a uniform with a badge that to the average person makes us look like a policeman, and everyone knows policemen are armed, therefore criminals today are more frequently shooting the policeman very early into the incident. Either give us complete police authority training and weapons or get us out of the law enforcement uniform and duties.

001382 CESAD

We need help.

001383 CESPK

Please note: I am new to the Corps, but have worked as a ranger for 10 years with NPS. Visitor assistance and contact methods with the Corps need substantial improvement. So far, I have seen no visitor assistance policies in writing. Visitor assistance and contacts here at this project are incredibly unsafe. We customarily contact gang members at the project, but cannot even defend ourselves except to run. We are required to make very hazardous contacts regularly and none of the other personnel here have any law enforcement training, which I do. The Corps uniform needs to be adjusted. Either we need to get law enforcement commissions, or we need to really tone down things - like getting friendly tee-shirts and shoes. "John Law" boots are hardly practical, as are skin tight wool pants in 104 degree sun while hiking. Let's get real! How come NPS is so flexible with footwear and ACE is so rigid? Jeans instead of wool would be a start. Shorts for hiking and boating are reasonable; the current arrangement is ridiculous. Folks here are 100% oblivious to hazards out there from hostile visitors.

001387 CESPK

I think our current Visitor Assistance program is fine the way it is, except for a few modifications: (1) I would like to see more training in the area of defensive tactics, officer safety, and radio communications, (2) personal protective equipment should be made available to team members with citation authority, i.e. mace/pepper spray, night sticks, and bullet-proof vests, (3) ranger vehicles Corps-wide need to be a standard color with uniform markers (ranger decals and Corps logo). I also believe we should be able to have light bars again on vehicles, (4) visitor assistance needs to be extended from one week to approximately 2-4 weeks.

001390 CESAM-FO-TT-B

I would like for upper management to solicit my opinion on new programs or changes to programs which affect my day to day work activities. Often times, I feel as if they know not what they are doing. Some of the new programs and how they are managed could be done more efficiently and better. I believe if the people who are implementing them have an opportunity to comment on or at least be a part of the development of these new programs or changes. Thank you!

001393 CENPP

I started with the Corps in 1973 and came into the District in 1988. I personally think we need to emphasize "tactical communications" or "verbal judo". I would leave the program as it is, when I was a ranger and manager. The only time I was sad situations when I put myself through 99.9 % of our visitors don't give us problems.

001394 CESWF

Our current approach to visitor assistance and law enforcement is satisfactory and has a proven track record for the past 15 years. The best approach to visitor/ranger safety is to involve local authorities in reaching a solution. Proper park design and the changing of modest fees are essential to achieving increased safety. Prohibit public consumption of alcohol in designated parks.

001395 CESWD

I am of the opinion that the Corps should consider arming their rangers and giving them full law enforcement authority. This is being done in the national park service, bureau of land management, and the forest service. Even state operated parks have rangers on staff with this authority. These agencies recognize the potential dangers of this occupation as well as the risks involved in performing one's duties in a safe, effective manner. The Corps, however, has failed in this regard and continues to send its field personnel out to enforce the rules and regulations, and maintain some semblance of order, with inadequate training and very little authority. There are some situations in which the most skilled ranger, armed only with verbal skills, a uniform and badge and citation authority will not be able to gain compliance without putting their own person at risk.

001399 CEMRO

The user fees have greatly increased the public poor attitude to the ranger.

001404 SWF-OD-BR

We wear too many hats. I like the multi-disciplined aspect of our job but it is getting out of hand. We need to be proficient in too many different things. We do have varied backgrounds but are still expected to know it all and do it all. The public's view is that we are experts in all fields from RV repair to identifying insects.

001405 CENPW

I hope this is not lip service.One day I hope project employers can coordinate this effort. You greed to either centralize or decentralize this program. Don't mix the two together. Set clear and understandable objectives and goals. Don't ignore the "problems," listen to the field personnel, they are the one's under the gun!

001412 CEORH-DIL

More emphasis on professionalism should be addressed. To be progressive, and pursue other avenues in order to advance when other ways are not available. Keep employees well informed in a timely manner, and not allow those in many areas, departments, projects, districts and offices to develop the closed mind syndrome, the only thing happening is in their area of work.

001416 OF-PO

As indicated in question 142, supervisors of field rangers need to be individuals who are ethical and understand that field rangers need flexibility in the way they handle enforcement situations. I have over 600 hours of law enforcement training including being a distinguished graduate of the Federal Law Enforcement Training Center, Brunswick, Georgia. I was told by a CE supervisor (who has since been removed from the position on waste, fraud and abuse charges which were substantiated by DOD Criminal Investigative Service) to write six individuals violation notices and "don't accept any excuses." Rather than be insubordinate I started writing these violation notices until one individual proved to me my supervisor was basing these violations on unsubstantiated hearsay. I was later given a written reprimand for issues associated with this case. Individuals who supervise, Rangers must be ethical an accountable.

001418 CEMRO-OP-LS

If we do not provide a safe environment for our visitors while they are camping and sleeping in our parks, then most of our operating costs for recreation will have been wasted. This was the situation at one of my projects until I received the authorization to have gate attendant who keeps everyone except campers and fisherman out of the project between 10 PM and 3 AM. This still creates a dangerous situation for the gate attendant, the visitors to the park and myself (the only ranger in the park). I would feel much safer if our law enforcement contractor hired someone to work between midnight and 8 AM. An occasional drive through the parks or the ability of them to respond quickly and reach the parks if we need their assistance would greatly decrease the dangerousness of the present situation.

001419 CESWF

Has anyone considered the safety factor as Texas prepares to pass the concealed handgun bill? The likelihood of project users being armed will skyrocket. This question was raised to Mr. Lewis and Dr. Zirsky at the SWD Ranger Conference, but was ignored.

001423 (No Code Given)

Our society is becoming increasingly violent and unsafe. This violence is spreading fast to rural areas such as Corps projects. Local law enforcement agencies are over burdened and under staffed. They are increasingly unable or unwilling to provide adequate law enforcement coverage and presence at Corps projects. I feel the only way to increase visitor and ranger safety is to provide fully commissioned rangers at all projects. If having commissioned rangers is not possible, then rangers should, as a minimum, be provided with more safety items including: better radios, spot lights on vehicles, decent flash lights, vehicle light bars, 2-person night patrols, etc....)

001428 CENED

The new day use fee policy is designed to fail. Revenue collected at New England sites will never even match cost to implement. New England field projects are small. A small general admission fee is the practiced, equitable, cost effective way to appreciate revenue.

001429 CESAW

#(12) The definition "John Law to Good Guys!" is a poor one - it implies to me that someone in law enforcement is not/could not be a good guy, and conversely a good guy could not be in law enforcement.
#(142) A bad/incomplete question.
Survey does not request/solicit feedback with regard to the adequacy of current authority or need for change (more - less authority)
#'s (178)(79)&(80) are loaded responses. This type of equipment must be used with proper training and only for those capable (psychologically) to employ the use of these tools.
I received the survey on 22 March - 2 days before due date of the 24th - Why is this? I'm sure I'm not the only one who received it late. Will my comments be late? The group needs to hear <u>all</u> of the responses.

001431 CENAB-OPF-R

* User fee - enact a system which would have a sticker (such as the one used for vehicle registration) place on a boat trailer. This would (for the vast majority) eliminate failure to display, duplications, transfer of annual permits from person to person.
* Self-defense and pepper spray would be greatly appreciated.
* Citation authority to summer rangers would reduce need of calling on other personnel to handle citation cases.
* Would <u>strongly</u> recommend issuing this survey to summer, seasonal rangers at the end of July to receive their input. This would also increase morale if they know their concerns were not falling "on deaf ears" so to speak.

001437 CESWT

At the recent visitor assistance school in Denver, our student trainee ranger was given conflicting information regarding the future of the Ranger Program. He was told we might be taken out of the uniform - we might change the title to "Recreationist" and might do away with the badge. This kind of talk - certainly just pipe dreams by some - is bad for morale and confusing to young employees just coming into the Ranger Program. Consideration of these types of changes would only increase the number of incidents of violence and verbal assaults the ranger force would be exposed to. The uniform and badge and the title "Ranger" are important to the employee in his attempt to project a professional image and reduces - not increases - the number of conflicts with the public. Stop this kind of irresponsible talk at visitor assistance programs.

001441 CENPW

I personally believe the Corps will soon be at the cross roads regarding natural resource management staff and increased law enforcement activity. If we don't want to project a "law enforcement" image to the general public, then we should remove the badge or pick a different uniform that does not project a "fish and game" image to the public. If we continue on the same course, than we should prepare ourselves with additional personal defence abilities. To date, on the streets, I haven't seen the kindest, gentlest America I heard so much about!

001443 CESWL-CO-PB

1) LRD has stopped purchasing green vehicles and has prohibited purring anything on the vehicles which might damage the paint. This has made it difficult for the public to identify ranger vehicles and could cause safety problems for the ranger. We currently use a magnetic sign with 4" letters which has RANGER printed on it but is not very effective, especially after dark.
2) Effective warning lights are needed to ensure visitor safety. Rangers should have training in vehicle approach and when stops are needed in the Corps parks. Effective warning lights do not have to be bar lights.
3) All rangers should have and advanced form of training such as provided by the Missouri Southern State College Police Academy.
4) I would like the opportunity to be allowed to carry and be trained in the use of pepper spray and a baton. The best weapon/self protection tool a ranger has is common sense. However, we deal with a large number of the general public, many of whom are not in full control of themselves, and nearly anything can happen. Also, we do come in contact with persons who are wanted for one reason or another. Rangers should have the ability to defend themselves if a situation develops. If rangers are given the ability to use pepper spray or other self-defense options, it will also probably be needed to authorize physical restraint so that persons can be held until law enforcement arrives. I do not believe it is necessary for rangers to have full law enforcement authority, carry a n\handgun and wear bullet-proof vests, to safely conduct visitor assistance/park law enforcement duties. Proper equipment, training, good relations and communications with local law enforcement officers, staying out of situations which the ranger cannot handle, and common sense will keep rangers out of trouble.

001444 CESWL

There was a time when Corps rangers had to bluff people to get compliance. We have come a long way from that. Sometimes I feel that the current rangers don't adequately use or appreciate the tools that are now available. As we progress, it may be time to go to full law enforcement capability. If so, people involved must be very carefully screened and appraised frequently. We must be professional about everything we do. We do not need and should not tolerate sloppy law enforcement.

001446 SWLCO-RV

- Need better relations/communications with law enforcement agencies.
- If an area is unsafe for ranger patrol, then we should not leave the area open for public use. (i.e., some parks are not patrolled after dark)

001448 CENPP-OP-PW

Our project is small. It's also a historical site. We have visitors that are usually history buffs or schools or organization involved in the history of our area as well as individuals vacationing. For the most part, the boat traffic we encounter are locals and we pretty well know them from their passages through the locks.

001451 CESAJ

Gang violence is a concern. Gangs are becoming active in the area and we have had one near gang fight in a day use area. Lack of communication with office and law enforcement is my biggest concern at my current project because we have none.

001454 (No Code Given)

There is no data in this schedule, but the number at the bottom of this page suggests that a completed schedule was expected. The number is 305.

001455 (No Code Given)

I do not know the answers to our dilemma. We are very effective at what we do, and also very lucky. I have only been physically assaulted in 21 years as a ranger. I have worked on five or six different projects in three states - some areas are much worse on a daily basis than others. I think the public expects a lot more of us than we can deliver. Most visitors think we have full police powers and enforce all the fish and game laws, et cetera. We run a bluff most of the time. When you are challenged, you just have to back down until help arrives - or just leave the are all together.

001461 CESWF-OP-SR

Better support from the magistrate's office would be helpful. Many citations are just dismissed.

001464 MRK

Either the rangers are or they are not law enforcement officers. The Corps continues to waffle in the middle, thus creating their own problems resulting in potential danger to our rangers.

Q001: [INSTRUCTIONS: This quest] [1-1] INSTRUCTIONS: This questionnaire is for Natural Resources Manage (NRM) personnel who are knowledgeable about the Corps Visitor Assistance program. Please answer questio your general understanding, if you cannot answer a question, please leave it blank. Check the box of your app response, if a response has been changed, please make your final choice clear. This questionnaire is designed t anonymous, however, if you feel a need to put your name on the questionnaire, feel free to do so. When you h completed the questionnaire, tear off the back page, fold it in half so that the return address on the back is sho it together, and mail it. Thank you for your participation!

[Unscaled text (no data)]

Q002: [In your opinion, are visi] [1-2-(1)] In your opinion, are visitors informed of the rules and regulations, including restrictions, of Corps projects?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q003: [Indicate on the scale (1-] [1-3-(2)] Indicate on the scale (1-"John Law" to 5-"Good Guys") how you believe the public views Corps rangers:(circle one)

[views] 1 2 3 4 5

Q004: [Class A uniforms portray:] [1-4-(3)] Class A uniforms portray:

[va] ☐ Law Enforcement ☐ Visitor Assistance ☐ Neither ☐ Both

Q005: [Class B uniforms portray:] [1-5-(4)] Class B uniforms portray:

[va] ☐ Law Enforcement ☐ Visitor Assistance ☐ Neither ☐ Both

Q006: [How do you feel about the] [1-6] How do you feel about the following statements:

[Unscaled text (no data)]

Q007: [Vehicles used by NRM pers] [1-7-(5)] Vehicles used by NRM personnel are easily identified as Corps vehicles by the visiting public.

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q008: [My immediate supervisor l] [1-8-(6)] My immediate supervisor listens to safety concerns that I express.

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q009: [Higher management is conc] [1-9-(7)] Higher management is concerned about safety issues that field employees express.

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q010: [Listed below are skills a] [1-10] Listed below are skills and knowledge that might assist NRM personnel in performing their jobs. Please indicate how important having these skills/knowledge are to job performance.

[Unscaled text (no data)]

Q011: [Conflict Management] [1-11-(8)] Conflict Management

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q012: [Crowd Control] [1-12-(9)] Crowd Control

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q013: [Personal Protection] [1-13-(10)] Personal Protection

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q014: [Incident Reporting] [1-14-(11)] Incident Reporting

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q015: [Public Relations] [1-15-(12)] Public Relations

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q016: [Defensive Driving] [1-16-(13)] Defensive Driving

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q017: [Title 36 Rules and Regula] [1-17-(14)] Title 36 Rules and Regulations

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q018: [Water Safety] [1-18-(15)] Water Safety

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q019: [First Aid] [1-19-(16)] First Aid

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q020: [Emergency Care/First Resp] [1-20-(17)] Emergency Care/First Responder

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q021: [Communication Skills] [1-21-(18)] Communication Skills

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q022: [Are there any other skill] [1-22-(19)] Are there any other skills that you believe to be extremely or very important that you have no knowledge of: (please specify)

[Written/Open--Multiple answer]

Q023: [If you have taken Headqua] [1-23] If you have taken Headquarters sponsored Visitor Assistance training course(s) specified below, please rate the course "A" (excellent) thru "F" (failing) on the course's coverage of subjects/topics.

[Unscaled text (no data)]

Q024: [Visitor Assistance Basic] [1-24-(20)] Visitor Assistance Basic PROSPECT

[1 to 5, box for answer] 1 2 3 4 5

Q025: [Visitor Assistance Update] [1-25-(21)] Visitor Assistance Update PROSPECT

[1 to 5, box for answer] 1 2 3 4 5

Q026: [Are there topics that nee] [1-26-(22)] Are there topics that need to be added to existing Visitor Assistance training courses?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q027: [If yes, specify topics:] [1-27-(23)] If yes, specify topics:

[Written/Open--Multiple answer]

Q028: [Is there a need for addit] [1-28-(24)] Is there a need for additional ranger training courses?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q029: [If yes, specify courses:] [1-29-(25)] If yes, specify courses:

[Written/Open--Multiple answer]

Q030: [If you have taken supplem] [1-30] If you have taken supplemental Visitor Assistance course(s) specified below, sponsored by your District or Division, please rate the course "A" (excellent) thru "F" (failing) on the course's coverage of subjects/topics.

[Unscaled text (no data)]

Q031: [Advance Visitor Assistanc] [1-31-(26)] Advance Visitor Assistance Training

[1 to 5, box for answer] 1 2 3 4 5

Q032: [Refresher Visitor Assista] [1-32-(27)] Refresher Visitor Assistance Training

[1 to 5, box for answer] 1 2 3 4 5

Q033: [Personal Protection1] [1-33-(28)] Personal Protection

[1 to 5, box for answer] 1 2 3 4 5

Q034: [Does the Corps do an adeq] [1-34-(29)] Does the Corps do an adequate job in selecting the right people to deal with visitors?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q035: [If no, why?] [1-35-(30)] If no, why?

[Written/Open--Multiple answer]

Q036: [Listed below is communica] [1-36] Listed below is communication equipment that might assist NRM personnel in performing their jobs. Please indicate how important having this equipment is to job performance. (Even if you do not have some items of equipment, indicate how important you think they might be.)

[Unscaled text (no data)]

Q037: [Public Address System] [1-37-(31)] Public Address System

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q038: [Pager] [1-38-(32)] Pager

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q039: [Law Enforcement Communica] [1-39-(33)] Law Enforcement Communication Link

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q040: [Mobile/Vehicle Mounted Ra] [1-40-(34)] Mobile/Vehicle Mounted Radio

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q041: [Scanner] [1-41-(35)] Scanner

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q042: [Portable Radio] [1-42-(36)] Portable Radio

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q043: [Cellular Telephone] [1-43-(37)] Cellular Telephone

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q044: [Telephone Answering Devic] [1-44-(38)] Telephone Answering Device

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q045: [Public Telephone] [1-45-(39)] Public Telephone

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q046: [Is there any other commun] [1-46-(40)] Is there any other communication equipment that you believe to be extremely or very important that your project does not provide: (please specify)

[Written/Open--Multiple answer]

Q047: [How would you rate the ad] [1-47] How would you rate the adequacy of the support resources, listed below, provided by the Corps:

[Unscaled text (no data)]

Q048: [Staffing] [1-48-(41)] Staffing

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q049: [General funding] [1-49-(42)] General funding

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q050: [Facility improvements] [1-50-(43)] Facility improvements

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q051: [General maintenance fun] [1-51-(44)] General maintenance funding

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q052: [Policy guidance] [1-52-(45)] Policy guidance

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q053: [Contracting assistance] [1-53-(46)] Contracting assistance

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q054: [Office of Counsel assis] [1-54-(47)] Office of Counsel assistance

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q055: [Law enforcement agreeme] [1-55-(48)] Law enforcement agreements

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q056: [Magistrate] [1-56-(49)] Magistrate

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q057: [US Attorney] [1-57-(50)] US Attorney

[train] ☐ Very Adequate ☐ Adequate ☐ Somewhat Adequate ☐ Inadequate ☐ Unsatisfactory

Q058: [To ensure maximum safety] [1-58] To ensure maximum safety at projects, indicate the importance of each of the following factors.

[Unscaled text (no data)]

Q059: [Lighting] [1-59-(51)] Lighting

[impor] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q060: [Public phones in develope] [1-60-(52)] Public phones in developed areas

[impor] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q061: [Patrol (surveillance)] [1-61-(53)] Patrol (surveillance)

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q062: [Separate day use and over] [1-62-(54)] Separate day use and overnight areas

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q063: [Shrubbery reduction] [1-63-(55)] Shrubbery reduction

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q064: [Attended entrance station] [1-64-(56)] Attended entrance stations

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q065: [Nightly gate closing at r] [1-65-(57)] Nightly gate closing at recreation areas

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q066: [Clearly designated bounda] [1-66-(58)] Clearly designated boundaries of recreational area

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q067: [Additional facilities] [1-67-(59)] Additional facilities

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q068: [Enforce user limit/carryi] [1-68-(60)] Enforce user limit/carrying capacity

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q069: [General landscaping] [1-69-(61)] General landscaping

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q070: [Fewer entries to recreati] [1-70-(62)] Fewer entries to recreational areas

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q071: [Are there any other facto] [1-71-(63)] Are there any other factors that you believe to be extremely or very important that are not listed above: (please specify)

[Written/Open--Multiple answer]

Q072: [To ensure maximum vehicle] [1-72] To ensure maximum vehicle/traffic safety at projects, indicate the importance of each of the following modifications.

[Unscaled text (no data)]

Q073: [Road widening] [1-73-(64)] Road widening

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q074: [One-way traffic flow in s] [1-74-(65)] One-way traffic flow in selected areas of park

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q075: [Improved parking area (eg] [1-75-(66)] Improved parking area (eg. paving, designated parking areas, railings)

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q076: [Project site vehicle limi] [1-76-(67)] Project site vehicle limit

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q077: [Location and number of en] [1-77-(68)] Location and number of entrance roads

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q078: [Are there any other vehic] [1-78-(69)] Are there any other vehicle/traffic modifications that you believe would be extremely or very important for safety that are not listed above: (please specify)

[Written/Open--Multiple answer]

Q079: [Indicate the importance o] [1-79] Indicate the importance of the following personal equipment to field NRM personnel:

[Unscaled text (no data)]

Q080: [Alarm/strobe] [1-80-(70)] Alarm/strobe

[Importance - 4 levels] ☐ Extremely Important ☐ Only a little Important
☐ Very Important ☐ Not Important
☐ Moderately Important

Q081: [Night goggles] [1-81-(71)] Night goggles

[Importance - 4 levels] ☐ Extremely Important ☐ Only a little Important
☐ Very Important ☐ Not Important
☐ Moderately Important

Q082: [Polaroid camera] [1-82-(72)] Polaroid camera

[Importance - 4 levels] ☐ Extremely Important ☐ Only a little Important
☐ Very Important ☐ Not Important
☐ Moderately Important

Q083: [35mm Camera] [1-83-(73)] 35mm Camera

[Importance - 4 levels] ☐ Extremely Important ☐ Only a little Important
☐ Very Important ☐ Not Important
☐ Moderately Important

Q084: [Video Camera] [1-84-(74)] Video Camera

[Importance - 4 levels] ☐ Extremely Important ☐ Only a little Important
☐ Very Important ☐ Not Important
☐ Moderately Important

Q085: [Vehicle light bars] [1-85-(75)] Vehicle light bars

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q086: [Blood Borne Pathogen Prot] [1-86-(76)] Blood Borne Pathogen Protection

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q087: [Mace/Pepper spray] [1-87-(77)] Mace/Pepper spray

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q088: [Stungun] [1-88-(78)] Stungun

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q089: [Nightstick] [1-89-(79)] Nightstick

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q090: [Handgun] [1-90-(80)] Handgun

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q091: [Bullet Proof Vest] [1-91-(81)] Bullet Proof Vest

[Importance - 4 levels] ☐ Extremely Important ☐ Very Important ☐ Moderately Important ☐ Only a little Important ☐ Not Important

Q092: [Is there any other person] [1-92-(82)] Is there any other personal equipment you believe to be extremely or very important to field NRM personnel that is not listed above: (please specify)

[Written/Open--Multiple answer]

Q093: [Is the personal equipment] [1-93-(83)] Is the personal equipment of NRM field personnel sufficient to perform their current duties safely?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q094: [How do you feel about th2] [1-94] How do you feel about the following statements:

[Unscaled text (no data)]

Q095: [Prohibition of alcohol at] [1-95-(84)] Prohibition of alcohol at Corps projects would increase overall safety.

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q096: [Alcohol should be allowed] [1-96-(85)] Alcohol should be allowed at Corps parks.

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q097: [Collection of the new day] [1-97-(86)] Collection of the new day use fees places a far greater risk on NRM personnel than prior fee collection practices.

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q098: [Using contractors to hand] [1-98-(87)] Using contractors to handle money from recreational areas will increase safety.

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q099: [The following modificatio] [1-99] The following modifications should be made to increase gate attendant safety:

[Unscaled text (no data)]

Q100: [Enlarge building space] [1-100-(88)] Enlarge building space

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q101: [Install bullet-proof glas] [1-101-(89)] Install bullet-proof glass

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q102: [Install safes in gate bui] [1-102-(90)] Install safes in gate buildings

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q103: [Install telephones/radios] [1-103-(91)] Install telephones/radios

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q104: [Install surveillance came] [1-104-(92)] Install surveillance cameras

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q105: [The following practices w] [1-105] The following practices will be effective in increasing gate attendant safety:

[Unscaled text (no data)]

Q106: [Frequent pick-up of colle] [1-106-(93)] Frequent pick-up of collected fees

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q107: [Gate attendant uniforms] [1-107-(94)] Gate attendant uniforms

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q108: [Increased operating hours] [1-108-(95)] Increased operating hours

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q109: [Reduced operating hours] [1-109-(96)] Reduced operating hours

[Agreement - 5 levels (Likert)] ☐ Strongly Agree ☐ Agree ☐ Neutral ☐ Disagree ☐ Strongly Disagree

Q110: [NOTE: Questions 97 thru] [1-110] NOTE: Questions 97 thru 142 are project specific. It is important for you to have field experience at a specific Corps project within the last three years in order to answer these questions. If you do not have knowledge of a Corps project go onto question 143 at this time.

[Unscaled text (no data)]

Q111: [Currently, at your partic] [1-111-(97)] Currently, at your particular Corps project, is a Visitor Assistance program in place?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q112: [Is there a functioning pu] [1-112-(98)] Is there a functioning public relations plan at your project?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q113: [How would you characteriz] [1-113-(99)] How would you characterize the general level of visitor safety at your project?

[Excellence - 4 levels] ☐ Excellent ☐ Good ☐ Fair ☐ Poor ☐ Unacceptable

Q114: [Would you say that the ge] [1-114-(100)] Would you say that the general level of visitor safety at your project is:

[risk] ☐ Increasing ☐ Decreasing ☐ Staying the Same

Q115: [How would you characteri3] [1-115-(101)] How would you characterize your current level of personal safety at your project?

[Excellence - 6 levels] ☐ Excellent ☐ Very Good ☐ Good ☐ Fair ☐ Poor ☐ Unacceptable

Q116: [Would you say that your l] [1-116-(102)] Would you say that your level of personal safety at your project is:

[risk] ☐ Increasing ☐ Decreasing ☐ Staying the Same

Q117: [During the recreation sea] [1-117-(103)] During the recreation season, how late at night are the recreation areas patrolled by Corps personnel? (in hours)

[Written/Open--Single answer]

Q118: [Generally, do you have pr] [1-118-(104)] Generally, do you have problems contacting law enforcement agencies when safety concerns arise?

[Yes or No (Yes best)] ☐ Yes ☐ No ☐ Not applicable

Q119: [If yes, how often.] [1-119-(105)] If yes, how often.

[often] ☐ very often ☐ often ☐ occassionally ☐ never ☐ not applicable

Q120: [Please specify what kinds] [1-120-(106)] Please specify what kinds of problems:

[Written/Open--Multiple answer]

Q121: [Do you have problems gett] [1-121-(107)] Do you have problems getting National Crime Information Center (NCIC) data from law enforcement agencies?

[Yes or No (Yes best)] ☐ Yes ☐ No ☐ Not applicable

Q122: [Do you have a law enforce] [1-122-(108)] Do you have a law enforcement agreement at your project? (if you answer no, please go onto question 112)

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q123: [Is the service/assistance] [1-123-(109)] Is the service/assistance you receive from your agreement adequate?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q124: [Does your agreement resul] [1-124-(110)] Does your agreement result in a shorter response time on calls for assistance?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q125: [Do you believe visitors t] [1-125-(111)] Do you believe visitors to your project feel safer as a result of the law enforcement agreement?

[Yes, Uncertain, or No] ☐ Yes ☐ Uncertain ☐ No

Q126: [If you do not have an agr] [1-126-(112)] If you do not have an agreement at your project please state the reason(s) why:

[Written/Open--Multiple answer]

Q127: [What is the approximate n] [1-127-(113)] What is the approximate number of alcohol-related incidents (traffic, boating, disorderly behavior, assaults, etc.) for the last three years that you have been directly involved with at your project.

[1-5] ☐ 0 ☐ 1-10 ☐ 11-20 ☐ More than 20

Q128: [In the last three years,] [1-128-(114)] In the last three years, how many incidents are you aware of where a visitor was physically or verbally abused or threatened by another visitor at your project?

[1-5] ☐ 0 ☐ 1-10 ☐ 11-20 ☐ More than 20

Q129: [In your experience, how i] [1-129] In your experience, how important were the following factors in contributing to these incidents in question 114.

[Unscaled text (no data)]

Q130: [Overcrowding] [1-130-(115)] Overcrowding

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q131: [Alcohol] [1-131-(116)] Alcohol

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q132: [Drugs] [1-132-(117)] Drugs

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q133: [Gang activity] [1-133-(118)] Gang activity

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q134: [Mistaking you for a law] [1-134-(119)] Mistaking you for a law enforcement official

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q135: [Ethnic Differences] [1-135-(120)] Ethnic Differences

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q136: [Language Differences] [1-136-(121)] Language Differences

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q137: [Isolation of Site] [1-137-(122)] Isolation of Site

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q138: [Conflicting Activities] [1-138-(123)] Conflicting Activities

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q139: [Personality of Visitor(s] [1-139-(124)] Personality of Visitor(s) involved

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q140: [Failure of ranger to cont] [1-140-(125)] Failure of ranger to control the situation

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q141: [Are there any other fact4] [1-141-(126)] Are there any other factors you believe to be extremely or very important in contributing to the incidents in question 114 that are not listed above: (please specify)

[Written/Open--Multiple answer]

Q142: [Please specify the number] [1-142-(127)] Please specify the number of verbal abuse/assault(s) against you, within the last three years, by a visitor in the course of your official duties?

[1-5] ☐ 0 ☐ 1-10 ☐ 11-20 ☐ More than 20

Q143: [Please specify the numbe5] [1-143-(128)] Please specify the number of physical threat(s) against you, within the last three years, by a visitor in the course of your official duties?

[1-5] ☐ 0 ☐ 1-10 ☐ 11-20 ☐ More than 20

Q144: [Please specify the numbe6] [1-144-(129)] Please specify the number of physical assault(s) against you, within the last three years, by a visitor in the course of your official duties?

[1-5] ☐ 0 ☐ 1-10 ☐ 11-20 ☐ More than 20

Q145: [In your experience, how 7] [1-145] In your experience, how important were the following factors in contributing to these situation(s) in questions 127-129:

[Unscaled text (no data)]

Q146: [Overcrowding8] [1-146-(130)] Overcrowding

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q147: [Alcohol9] [1-147-(131)] Alcohol

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q148: [Drugs10] [1-148-(132)] Drugs

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q149: [Lack of Ranger Skills/Tra] [1-149-(133)] Lack of Ranger Skills/Training

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q150: [Gang activity11] [1-150-(134)] Gang activity

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q151: [Mistaking you for a la12] [1-151-(135)] Mistaking you for a law enforcement officer

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q152: [Ethnic Differences13] [1-152-(136)] Ethnic Differences

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q153: [Language Differences14] [1-153-(137)] Language Differences

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q154: [Isolation of Site15] [1-154-(138)] Isolation of Site

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q155: [Conflicting Activities16] [1-155-(139)] Conflicting Activities

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q156: [Personality of visitor17] [1-156-(140)] Personality of visitor(s) invovled

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q157: [Failure of ranger to con] [1-157-(141)] Failure of ranger to control the situation

[impor] ☐ Extremely Important ☐ Moderately Important ☐ Not Important
☐ Very Important ☐ Only a little Important

Q158: [Are there any other fac18] [1-158-(142)] Are there any other factors you believe to be extremely or very important in contributing to the incidents in questions 127-129 that are not listed above? (please specify)

[Written/Open--Multiple answer]

Q159: [_____] [1-159]

[Unscaled text (no data)]

Q160: [BIOGRAPHICAL INFORMATION] [1-160] BIOGRAPHICAL INFORMATION

[Unscaled text (no data)]

Q161: [Your gender:] [1-161-(143)] Your gender:

[sex] ☐ male ☐ female

Q162: [What is your age?] [1-162-(144)] What is your age?

[age] ☐ under 20 ☐ 20 to 25 ☐ 26 to 30 ☐ 31 to 35 ☐ 36 to 40 ☐ 41 to 45 ☐ 46 to 50 ☐ 51 to 55 ☐ over 55

Q163: [Your ethnic background:] [1-163-(145)] Your ethnic background:

[ethnic] ☐ African American (of African decent) ☐ Asian ☐ Caucasian ☐ Other: _____ ☐ Latino (of Hispanic decent) ☐ Native American

Q164: [You are employed at:] [1-164-(146)] You are employed at:

[employ] ☐ HQUSACE ☐ Division office ☐ District office ☐ Project ☐ Other: _____

Q165: [Please write in your Corp] [1-165-(147)] Please write in your Corps of Engineers location symbol (e.g. CENAB).

[Written/Open--Single answer]

Q166: [Please specify your posit] [1-166-(148)] Please specify your position.

[po] ☐ Manager ☐ Ranger ☐ Other: _____

Q167: [Do you have citation auth] [1-167-(149)] Do you have citation authority?

[yes] ☐ yes ☐ no

Q168: [Do you wear the Class B P] [1-168-(150)] Do you wear the Class B Park Ranger uniform?

[yes] ☐ yes ☐ no

Q169: [Have you had field experi] [1-169-(151)] Have you had field experience at a Corps project within the last three years?

[yes] ☐ yes ☐ no

Q170: [Are you a supervisor or a] [1-170-(152)] Are you a supervisor or a team leader?

[sup] ☐ Supervisor ☐ Team leader ☐ Neither

Q171: [What grade is your curren] [1-171-(153)] What grade is your current position?

[grade] ☐ GS 4-7 ☐ GS 9-11 ☐ GS/GM 12-13 ☐ GS/GM 14-15 ☐ SES ☐ OTHER

Q172: [How long have you been in] [1-172-(154)] How long have you been in your current position? (in years)

[years] ☐ Less than 1 year ☐ 1 to 5 years ☐ 6 to 10 years ☐ 11 to 15 years ☐ More than 15 years

Q173: [How long have you worked] [1-173-(155)] How long have you worked for the Corps? (in years)

[years] ☐ Less than 1 year ☐ 1 to 5 years ☐ 6 to 10 years ☐ 11 to 15 years ☐ More than 15 years

Q174: [Do you have any further t] [1-174-(156)] Do you have any further thoughts, ideas or suggestions which you would like to share? (Use the back of this page if you do not have enough space.)

[Written/Open--Multiple answer]

Q175: [Thank you for your assist] [1-175] Thank you for your assistance! Please tear off the back sheet and fold questionnaire in half so that the return address and stamp are on the outside, tape it together, and return no later than March 20, 1995.

[Unscaled text (no data)]

DEPARTMENT OF THE ARMY
U.S. Army Corps of Engineers
WASHINGTON, D.C. 20314-1000

REPLY TO
ATTENTION OF:
CEAO-I (11-7a)

2 May 1995

MEMORANDUM FOR Director, Directorate of Civil Works (CECW-ZA)

SUBJECT: Report No. AOI 95-002-01, Evaluation of USACE Park Ranger and Visitor Safety Issues at Selected Civil Works Projects

1. **INTRODUCTION.**

a. **Audit Entity.**

(1) The U. S. Army Corps of Engineers is responsible for 463 water resource development projects throughout the United States. These projects include nearly 12 million acres, with a total of 4,329 recreational parks and approximately 40,784 miles of shoreline. With more than 370 million annual visits, the Corps is one of the nation's largest federal providers of outdoor recreation facilities, second only to the U. S. Forest Service.

(2) Management and operation of the 4,329 parks is accomplished through implementation of the provisions in Section 234 of the Flood Control Act of 1970, Public Law 91-611 (84 Stat. 1818), and USACE policies and procedures prescribed for the Visitor Assistance Program (VAP) in Engineer Regulation (ER) 1130-2-420, dated 1 November 1992. Oversight for this program is provided by officials in the Natural Resources Management Branch, Operations, Construction and Readiness Division, HQUSACE Directorate of Civil Works. On-site management of the parks is provided through the services of 1,722 park rangers. Of this total, 942 are full-time permanent rangers, 133 are full-time seasonal rangers, and 647 are temporary summer hires and/or co-op college students.

(3) The rangers are authorized to issue citations to members of the public who violate the rules and regulations prescribed by 36 CFR Chapter III, Part 327 (Title 36). They do not have law enforcement authority to arrest, search or seize individuals or their property. To augment the citation authority, District Commanders are delegated authority to enter into cooperative agreements with States or their political subdivisions to obtain uniformed law enforcement services above those normally supplied by local law enforcement agencies. As of 1994, a total of 354 law enforcement agreements were approved and in force at most (but not all) of the 463 Civil Works projects. In essence, the goal of these combined policies and approach is to provide a safe and healthful environment for the USACE ranger workforce, and for public use of these federal recreational resources.

b. **Background.**

(1) In a Memorandum For the Director of Civil Works dated 20 June 1994, the Acting Assistant Secretary of the Army, Civil Works (ASA/CW) addressed several concerns regarding the safety of Corps' rangers and the visiting public. Included among those concerns were the: adequacy of training covering ranger and visitor safety; and effectiveness of Law Enforcement Cooperative Contracts, communications, and equipment provided to rangers. According to the Acting ASA/CW: "The Corps' policy that rangers should be trained to

recognize and avoid dangerous situations . . . raises questions regarding the safety of the visiting public which is not so trained."

(2) On 12 September 1994, the Director of Civil Works responded to the above concerns by outlining several initiatives either already underway or planned. Those initiatives included: sponsoring a Corps-wide Ranger Conference; surveying the Corps' Natural Resource Management (NRM) officials and rangers; implementing a customer feedback process; re-examing staffing levels and support resources; performance of an independent evaluation of park ranger and visitor related safety and security issues by the HQUSACE Audit Office; chartering a Visitor Assistance Oversight Committee to assimilate input and recommend policy direction; and issuance of revised policy guidance based on the combined results of these initiatives.

c. Objectives.

(1) We met with officials representing the Natural Resources Management Branch (CECW-ON), the Safety and Occupational Health Office (CESO), and the Office of Security and Law Enforcement (CEPM) to develop objectives for this assignment. Our overall purpose was to evaluate compliance with provisions of Section 234 of the Flood Control Act of 1970, Public Law 91-611 (84 Stat. 1818), and the HQUSACE policies, procedures, criteria, and safety guidelines established for the following specific objectives:

(a) Objective 1 - The Visitor Assistance Program prescribed by ER 1130-2-420, 1 November 1992,

(b) Objective 2 - Law Enforcement Cooperative Agreements prescribed by ER 1130-2-418, 1 February 1984,

(c) Objective 3 - USACE park ranger uniform requirements prescribed by ER 1130-2-442, 1 October 1991, and

(d) Objective 4 - Project sign standards prescribed by Engineer Pamphlets (EP) 310-1-6a/6b.

During our evaluation of these specific objectives we identified potential problem areas and local concerns relating to the USACE Visitor Assistance Program, with special emphasis on both visitor and park ranger safety issues.

(2) A majority of our evaluation was devoted to Objective No. 1 because of the importance of park ranger safety and security, the ASA(CW) statement, and limited review time. As a result, limited observations and discussions were made pertaining to Objectives No. 2, 3, and 4. In addition, some of the identified issues did not lend themselves to a specific objective. Therefore, those issues are presented under "Other Observations."

(3) Auditing Standards. We performed this evaluation in most material respects in accordance with the Government Auditing Standards issued by the Comptroller General of the United States. However, our abbreviated review guide steps and internal control tests were limited to include only those necessary to reasonably evaluate the established objectives within the allotted on-site time. Further, certain aspects of field work, scope, and reporting standards were not followed due to the number of sites visited and the CECW-ON established suspense date. We believe, however, these limitations did not materially affect the results reported herein.

2. OBSERVATIONS AND CONCLUSIONS. We concluded that the projects visited generally complied with established HQUSACE guidance, although there were instances of noncompliance in certain areas. Issues, or in some instances potential issues, were identified which appeared systemic in nature; other issues were localized in a specific project. For instance, controls over cancellation of ranger citation authority and issuance of ranger badges required strengthening; Title 36 training, while adequate for the rangers' interpretative responsibilities, required strengthening in regard to their enforcement responsibilities; guidance pertaining to ranger and public communications could be improved; management did not use available statistical data to establish performance indicators and measurements; and the warnings/citation ratio does not include the issuance of oral warnings, thus limiting its usefulness. The following subparagraphs contain specific details regarding these and other issues:

a. Objective 1. **TO EVALUATE COMPLIANCE WITH THE HQUSACE POLICIES, PROCEDURES, CRITERIA, AND SAFETY GUIDELINES ESTABLISHED FOR THE VISITOR ASSISTANCE PROGRAM.**

(1) CITATION AUTHORITY & CONTROL OF BADGES: Management controls pertaining to cancellation of citation authority and the security of badges can be strengthened. Paragraph 15 of ER 1130-2-420 states, "the division or district commander must certify in writing that . . . . (2) The individual needs citation authority to perform official duties in the most efficient manner." In addition, paragraph 16 states, "Citation authority should be revoked when an individual fails to meet the provisions of this regulation." Further, paragraph 17 of this regulation states, "A record of citation authority will be maintained in the district office."

(a) Observations.

1 Four of the five districts did not have adequate procedures for formal cancellation or revocation of the citation authority upon a ranger's transfer, termination, or retirement. For example, we found that citation authority, badges and cards (i.e., ENG Form 4710), were often retained by former rangers who had transferred to the Maintenance Shop, District Office and, in one instance, to the Division Office even though they were no longer performing the field duties and responsibilities of the GS-0025 Series. Further, a cancellation

of citation authority by use of ENG Form 5036-1-R was not always executed even though most badges and cards were turned in as required.

2 At several projects, we found the badges on-hand exceeded the number of personnel who currently had citation authority at those locations. We were advised that some seasonal Park Rangers were allowed to retain their badges and cards during extended furlough periods. One command used a locally designed citation card rather than the USACE approved ENG Form 4710. Photographs on citation cards issued many years ago no longer accurately resembled the bearers. A master inventory of badges was not accurately maintained to reflect all badges assigned to the District Command, the name and project location of individuals assigned badges, or the current status and storage location of unassigned badges. Strict badge control is important since other Federal, State, and local entities have experienced lost or stolen badges and/or cards which were later used to conduct illegal activities.

(b) Suggestion. Revise ER 1130-2-420 to require the establishment and maintenance of:

1 A "Master Inventory Listing" of all badges showing badge numbers, individual and project badge assignments, the location and storage of all unassigned badges, and the issue and expiration dates of citation cards (ENG Form 4710).

2 Generic standard operating procedure (SOP) that provides for the execution of a written cancellation of citation authority for NRM officials who no longer actively perform park ranger duties or responsibilities; the collection and safe storage of badges and cards from seasonal employees prior to their departure on furlough; and the mandatory use and periodic reissuance of ENG Form 4710.

(2) RANGER AND VISITOR ASSISTANCE PROGRAM TRAINING: Our review of USACE park ranger training prescribed in paragraphs 13a through 13e, and Appendix C of ER 1130-2-420 disclosed that all permanent and seasonal personnel with need for citation authority must attend the mandatory HQUSACE sponsored training [Basic NRM Visitor Assistance PROSPECT Course] within two years of hiring. According to paragraph 13a of this regulation, "This course will provide the basic instruction necessary to carry out visitor assistance duties and will emphasize the history, philosophy, and techniques used in visitor assistance." Paragraph 13b states, "For temporary personnel, or for permanent and seasonal personnel who are waiting to attend HQUSACE training and need citation authority immediately, a minimum of forty hours of combined on-the-job and approved classroom training will be provided by the district or division before the individual will be allowed to enforce Title 36." Paragraphs 13c and 13d prescribe requirements for the Visitor Assistance (Update) PROSPECT Course and refresher training opportunities, while paragraph 13e covers training requirements such as: "defensive driving; cultural resource protection; cardiopulmonary resuscitation (CPR); personal protection; situation evaluation; water safety . . . and advanced first aid." Also, paragraph 14 states, "Citation authority may be granted to selected temporary personnel with ranger duties who have a minimum of one season's

experience. . . . No individual will be given authority to issue written warnings without completion of the required training."

(a) Observation.

1 Our evaluation of individual training records and discussions with NRM field personnel showed that the majority of permanent and seasonal rangers have received the basic HQUSACE VAP PROSPECT training, although many have not had the opportunity to attend the VAP Update course. In addition, most of these employees have received training in other recommended areas such as: defensive driving, boating safety, CPR, cultural resource protection, historic property protection, basic and advanced first aid, and in some instances, personal protection and situation evaluation. However, discussions with project personnel disclosed a wide-spread concern as to the "type and timing" of training required to execute the duties of the USACE park rangers.

2 Both NRM officials and park rangers expressed a need for timely and effective training in areas directly related to the enforcement of Title 36 rules and regulations. This subject was a primary concern and, in their words, should be a top priority. (Reference Summary of Responses to the CEAO-I Ranger Questionnaire at Enclosure 1).

3 There is a belief that USACE park rangers have two distinct functional goals. First, they must execute the Visitor Assistance Program involving interpretive and educational services for the visiting public. Conversely, rangers must also provide a level of protection for visitors and park resources through enforcement of Title 36. We were told by some that successful execution of this goal requires a Bachelor's degree in a natural resource discipline, and intensive training and expertise in specialized areas such as: proper surveillance, verbal judo, situation recognition, conflict resolution, safe vehicle and crowd approach, personal defense, and other related areas only briefly covered in the basic and advanced PROSPECT courses. Several persons interviewed expressed disappointment and frustration in the "piecemeal" approach used to gain access to this type of training. The USACE training related to interpretive and educational services was generally considered adequate.

4 During our visit to the Fort Worth District, we learned that officials recently adopted the Little Rock District training geared to enforcement duties. All rangers in that district are now required to attend a one-week course entitled "Advanced Ranger Training" conducted at the Missouri Southern State College. The course curriculum provides intensive coverage on topics that include: Tactical Assessment of Potential Situations, Unarmed Self Defense, Defusing Potentially Hostile Situations, Safe Vehicle Approach, Demeanor and Youth Gangs, Dynamics of Groups and Crowds, Dealing with Domestic Disturbances, Cultural Awareness, Dealing with Juvenile Subjects, Recognizing and Handling of Mental Subjects, and Practical Situations and Self Defense.

5 We found that local ranger procedures varied significantly from project to project, with some more useful and effective than others. At the Mobile District's Lake Sidney

Lanier project, we found good SOPs in use that provided detailed guidance on how to approach and resolve many situations faced by rangers and gate attendants on a daily basis.

6 At some projects on-site refresher training included the use of the Division or District's Office of Counsel to explain in detail the requirements of Title 36 rules and regulations, and the repercussions involved when rangers exceed their legal authority.

7 During our review of the training received by various rangers, we noted that several had attended firearms training in the use of a pistol, shotgun, and M16 rifle to fulfill one of the requirements in the Project Security Plans. Review of the local Project Security Plans verified requirements for the potential use of rangers and other project personnel as "armed security guards" in time of declared emergencies. Review of USACE Supplement 1 to AR 190-14 disclosed that, under present Corps' policy, three preconditions for arming project personnel must be met. Those preconditions include: threat to Corps includes deadly force, asset criticality requires armed security, and other forces are not available. Further, our review of AR 190-28 disclosed several other preconditions that must be met before an individual can be assigned to security guard duty. For example, project personnel must also: receive instructions on regulations regarding use of force; show knowledge and skill in the use of unarmed defense techniques, Military Police club, chemical aerosol projectors, and assigned firearms; and receive periodic refresher training in those areas. However, the documents we examined at each project did not indicate ranger proficiency in any of these areas.

(b) **Suggestions**.

1 Re-evaluate and standardize the type, timing, and level of training required by USACE park rangers to effectively enforce the Title 36 rules and regulations with maximum safety and security. Consider using intra-agency agreements for some specialized training in order to use other Federal agency academy facilities with highly qualified instructors and proven experience.

2 Update ER 1130-2-420 to reflect the revised ranger curriculum and then evaluate the divisions and districts on the new training program.

3 Establish HQUSACE procedures for monitoring local implementation of the revised training program.

(3) **COMMUNICATIONS**: HQUSACE guidance for communications between resource managers, park rangers, and intra-agency entities is prescribed in paragraphs 12a through 12e of ER 1130-2-420. This guidance states, "Radio communications at base stations such as visitor centers or offices should be used to maximize the communications to rangers on duty at night, weekends, or holidays. The purchase of specialized communications equipment, such as a cellular telephone and telephone answering devices, is authorized, when necessary, to facilitate visitor assistance. . . . To ensure adequate public communications for visitor safety, the installation of public telephones is encouraged at entrance stations, beaches,

and other public use areas. . . . A listing of appropriate emergency telephone numbers such as fire, medical, police, rescue, and Corps officials should be placed in recreation areas near the location of public telephones."

(a) Observations.

1 Cellular Phones: Many projects have provided cellular phones as a part of the equipment carried by park rangers. At one project the rangers used this equipment, rather than two-way radios, as the primary source of communications. Although cellular phones are a versatile communications device, they have a disadvantage when used for this purpose. Specifically, unlike radios, cellular phones involve a two-way conversation which cannot be monitored by other rangers or contract law enforcement officers.

2 Public Communications: We were told that a majority of projects experienced difficulties in reaching an agreement with local telephone firms for installation and maintenance of public telephones. The difficulties included: excessive installation cost due to the distance from the nearest available lines, repeated vandalism, and the fact that the equipment is seldom used and thus is not profitable for the firms. To increase public safety, some projects have paid for installation regardless of the installation cost and monthly upkeep charges.

3 Manning of Base Radio Station: At several projects, due to staff limitations, the Base Radio Station is not operated during evenings, weekends, and holidays as implied by the guidance in ER 1130-2-420. During these periods rangers on patrol rely upon various alternatives due to the limited staff. For example, one project always designates a shift supervisor who maintains constant radio contact with the other rangers, while another relies upon periodic contact with the law enforcement contract officers on patrol. Two projects used contract dispatchers while two relied upon access to the sheriff dispatcher. Some communication approaches were more reliable than others. Radio contact with a sheriff dispatcher cannot always be monitored by another ranger unless they also have a scanner and the Corps' radio frequency is not in use at that moment. Also, sheriff dispatchers do not monitor the Corps' frequency and thus may not be aware of an emergency unless actually contacted. The fact that some projects, due to a small staff, must use "seasonal and summer hires" on one-person patrols during late evening hours makes communication an important safety issue.

(b) Suggestion. Revise ER 1130-2-420 to strengthen ranger, and public communications. Downsizing and issues of economics have necessitated that guidance be updated and standardized. These policy changes should be designed to improve staff and public safety.

(4) DEVELOPMENT AND USE OF STATISTICAL DATA: Paragraph 9f of ER 1130-2-420 states, "The use of computer data systems should be encouraged at projects to record citation information and facilitate the availability of information to aid in defining problem areas." In addition, paragraph 24 provides guidance on the reporting of statistical

citation data in the Natural Resource Management System (NRMS), and serious incident reports through proper channels to CEPM. Also, paragraph 5d of ER 190-1-50 states, "Corps security and law enforcement personnel will analyze information from reports and investigations to anticipate, prevent, or monitor actual or possible criminal activities. Analysis can be used as a management tool to develop crime indicators, trends, and crime prevention techniques that assist USACE crime prevention programs at division, district, and separate FOA [Field Operating Activities] as required."

(a) Observations.

1 Improvements can be made in the development and use of statistical data pertaining to Title 36 warnings/citations and the reported law enforcement incidents occurring on USACE managed civil works projects. During our evaluation, we identified little use of performance indicators and measurements. However, Corps-wide efforts are currently underway to develop performance based indicators and measurements for all Operation and Maintenance (O&M) program areas. These parallel tasks, developed and managed by the HQUSACE sponsored Performance Measurement and Data Management Task Force, are tentatively slated for full implementation around FY 97. Most districts and projects were basically in the initial planning phase of this process for developing indicators and measures. One exception was the Rock Island District which has made good progress in developing district and project level performance measurements.

2 The retention and use of the historical data covering a period of time (5 or 10 years) could be used to reflect long-term positive or negative trends, and whether actions taken in response to previous problem areas have been effective. For example, a graph we developed for use during our on-site discussions showed an overall downward trend of reported warnings and citations for Title 36 Code 2 (Vehicles) for the ten projects included in our evaluation (Reference Enclosure 2, "Graph D"). When discussing this trend, project officials stated that most of the violations could be attributed to overflow parking problems in areas generally bordering beaches and boat ramps. Recognizing this problem, officials then implemented several alternative management techniques in attempts to resolve the problem. The long-term downward trend indicates that some progress has been made in this area. However, additional improvement can occur since reported FY 94 Code 2 violations far exceeded other reported violations with the exception of Code 12 which is the "catch all" for all remaining violations that are not specifically covered by another code (Reference Enclosure 2, "Graph C").

(b) Suggestion. Develop recreation performance indicators and measures that reinforce the project management decision-making process at all levels of command, and will be used in the management process.

(5) RATIO OF TITLE 36 WARNINGS/CITATIONS: Paragraph 20 of ER 1130-2-420 provides guidance for use in execution of Title 36 citation authority. Policy included in subparagraph 20a states, "The lowest level of enforcement will be used to resolve a problem.

Maximum use of oral and written warnings will be made for minor infractions. Employees with citation authority will, in order of priority, attempt to resolve the problem by oral warning, written warning, collateral forfeiture citation, and mandatory appearance citation."

(a) Observation. We found that all projects were generally in compliance with the requirements. No written records of verbal warnings are maintained at most projects since a requirement does not exist for recording and reporting of this data. We were told that a high percentage of verbal warnings are issued. Consequently, the current ratios of warnings to citations are incomplete and of questionable use for analysis purposes because "verbal warnings" are not included in the formula.

(b) Suggestion. Establish a requirement for rangers to document the number of "oral warnings" issued for upward reporting purposes. To do this would necessitate that you:

1 Establish a data element in the NRMS/LE data base to capture the number of "oral warnings" issued for an accurate reflection of ranger activities related to enforcement of Title 36.

2 Establish a data element in the NRMS/LE data base to automatically calculate and report the Warnings/Citations Ratios.

(6) HANDICAPPED ACCESS TO FACILITIES: The Americans with Disabilities Act, Public Law 101-336, 26 July 1990, 28 CFR Part 36, provides comprehensive civil rights protection to individuals with disabilities in the areas of employment, public accommodations, State and local government services, and telecommunications. Section 36.402 (28 CFR Part 36) states, "Any alteration to a place of public accommodation or a commercial facility, after January 26, 1992, shall be made so as to ensure that, to the maximum extent feasible, the altered portions of the facility are readily accessible to and usable by individuals with disabilities, including individuals who use wheelchairs."

(a) Observations.

1 We noted that some parking spaces set aside for the use of handicapped visitors were not clearly marked and some of those that were marked for this purpose were the same size as regular spaces. The painted stripes denoting individual parking spaces and in particular, handicapped spaces, should be of the proper width and clearly visible.

2 At several projects, we noted that many recreational areas, parking lots in particular, did not provide any means of access for the handicapped visitor. In addition, one project manager advised that a project user had filed suit on behalf of a disabled person who alleged that the project facilities did not provide adequate access for the handicapped.

(b) Suggestion. Re-emphasize the need for providing access for handicapped visitors and perform a survey of all recreational facilities to document those projects where improvements are warranted, and establish corrective action milestones.

(7) LIGHTING OF FACILITIES: A number of alternative management techniques are provided in Appendix E of ER 1130-2-420. Among these techniques is Item 1a (Security Lights), and Item 2f (Lighting, or opening, of areas to facilitate visibility). Paragraph 5 of ER 1130-2-420 states, "It is the policy of the Corps of Engineers to provide safe and healthful recreation opportunities. . . . The protection of facilities or the enforcement of rules will always be secondary to the safety of Corps personnel and visitors" [underline for emphasis].

(a) Observation. Observations at various parks identified a potential need for additional lighting, particularly at isolated boat ramps areas and at parks adjacent to primary roads and freeways. Local officials advised that these sites attract gangs and uncontrolled parties during the late evening hours. Discussions disclosed that, due to vandalism and the distance from power sources, it was not cost-effective to place lights in some areas.

(b) Suggestions.

1 Re-evaluate the guidance in ER 1130-2-420 to place greater emphasis on the importance of lighting and how it relates to the safety and security of park rangers and the visiting public.

2 Consider the "after dark" closing of recreational areas that are not equipped with adequate safety and security lighting .

(8) STANDARD RANGER VEHICLES AND EQUIPMENT: Paragraph 11a of ER 1130-2-420 provides guidance on the Corps-wide standards established for color and marking of USACE ranger vehicles. Paragraph 11c of ER 1130-2-420 states, "The district commander may authorize that selected vehicles and vessels be equipped with a public address system and warning siren." In addition, paragraph 11d states, "All vehicles will be equipped, as a minimum, with first aid kits and fire extinguishers. . . . Districts and projects should develop lists of suggested equipment for manager and ranger vehicles and vessels and purchase this equipment."

(a) Observations.

1 Vehicles: Greater HQUSACE emphasis is needed to obtain Corps-wide standardization of color and markings for ranger vehicles. For example, many of the ranger vehicles recently acquired by the General Services Administration are no longer delivered to the projects in the mandated "solid light green" color that has become readily identifiable by the general public. Also, the use of ranger vehicle insignia or markings varied from one project to another, with some vehicles having no insignia at all. The intent of the solid green color and the authorized vehicle insignia or markings are important assets which enhance the

public's image of our rangers and provide project-to-project continuity for the USACE Visitor Assistance Program.

2 Authorized Equipment: Examination of the recommended vehicle and ranger equipment disclosed a wide range of requirements established by the various projects. Some rangers were better equipped than others, with all having first aid kits, fire extinguishers, leather and rubber gloves, blankets, CPR device, and a flashlight. All of the projects were considered in compliance with the basic mandated requirements in paragraph 11d of ER 1130-2-420. The listing of basic emergency and safety equipment prescribed by HQUSACE may need to be expanded to include: snake bite kits, polaroid cameras and film, emergency throw devices for potential drownings, portable radios for use when out of a vehicle, a public address system, a law enforcement radio link, scanner, and cellular phones as a primary backup in case of radio equipment failure. (Reference paragraph 2e(2) under "OTHER OBSERVATIONS" of this report for additional equipment comments.)

(b) **Suggestions**.

1 Work with the HQUSACE Logistics Directorate and the divisions to obtain USACE ranger vehicles in the preferred solid light green color (Federal Color Paint Chip No. 14260).

2 Re-evaluate the guidance in paragraph 11d of ER 1130-2-420 to determine whether the listing of basic equipment required for all ranger vehicles needs revision to include: snake bite kits, polaroid cameras, emergency throw devices, portable radios, a public address system, a law enforcement radio link, scanner, and cellular telephones.

(9) **USE OF EMERGENCY WARNING LIGHTS**: HQUSACE guidance for the mounting and use of emergency warning lights on ranger vehicles and boats is prescribed in paragraph 11b of ER 1130-2-420. This paragraph states, "Resource manager and ranger vehicles and vessels may be equipped with a single removable warning light whose color and location are acceptable within the individual states. The purpose of this light is for visitor assistance and not for use to project a law enforcement image [underlined for emphasis]. Lights which are inconspicuous to the public when not in use . . . will be used . . . . The use of these lights should be periodically reviewed by the district office."

(a) **Observations**.

1 A check of ranger vehicles disclosed that all of the commands using the emergency warning lights were generally in compliance with the guidance. We did note that the magnetic, blue or red emergency warning lights utilized by some projects are left on the dash when not in use, although most were covered by a canvas cap. We understand the intent of HQUSACE policy was to remove the lights from the dash and public view when not in use.

2 At one site, officials installed Dual Visor Mounted Emergency Lights (Gall's Inc. Model No. Z-DL073) at a cost of approximately $110.00 per vehicle. This visor-mounted emergency light stores conveniently out of the way and out of sight when not in use.

3 District officials stated that the colors blue or red are universally associated with law enforcement agencies and thus reinforces a negative public perception that Corps' rangers are also law enforcement officers. On one hand, this perception is viewed by some as positive since it implies a position of authority for controlling crowds, traffic, and investigation of park accidents. Two of the ten projects we visited no longer use emergency warning lights of any color and report no measurable change in their ability to perform their duties and responsibilities.

(b) Suggestion. Revise guidance in paragraph 11b of ER 1130-2-420 to standardize vehicle emergency lights. The use of an "amber" color for emergency warning lights should be considered since this color is neutral and provides the desired effect needed for crowd and traffic control, or accident investigation without projecting a law enforcement image.

(10) SEVERE WEATHER ALERT SYSTEM: Review of Appendix E of ER 1130-2-420 disclosed a good listing of alternative management techniques that can be employed to enhance the safety and security of park rangers and the visiting public. Among these alternatives are techniques such as contingency plans, expanded public information programs, and communications. Implied by one or more of these techniques is consideration of a project safety issue that requires establishment of procedures for notifying project personnel and park visitors of severe weather alerts, and actions that should be taken in the event of severe storms.

(a) Observation. We found that many projects had no formal procedures or contingency plans and equipment for this purpose. At the Mobile District's Lake Sidney Lanier project we found that project officials had good procedures in this area. For example, project office personnel monitor the official weather channel and notify all gate attendants and rangers of a storm watch or warning. All rangers then use vehicle equipped public address systems or loud speakers to warn visitors.

(b) Suggestion. Export the Lake Sidney Lanier Severe Weather Alert System to all divisions and districts.

b. Objective 2. **TO EVALUATE COMPLIANCE WITH THE HQUSACE POLICIES, PROCEDURES, CRITERIA, AND SAFETY GUIDELINES ESTABLISHED FOR THE USE OF LAW ENFORCEMENT AGREEMENTS.** ER 1130-2-418 contains policy and guidance for the establishment and management of cooperative agreements for increased law enforcement services at Civil Works water resource projects administered by the Corps of Engineers. Paragraph 6.j. states, "The project manager will monitor the Cooperator's performance to assure compliance with the terms of the cooperative agreement, including the plan of

operation. If appropriate and necessary, the project manager may use techniques such as radio contact or personal contact with the Cooperator and/or a watchman's time clock to assure that the Cooperator fulfills patrol requirements specified in the agreement."

(1) Observation. Evaluation showed general compliance at all projects. However, one issue was identified. That issue involves the verification of contract services pertaining to the law enforcement agreements. We found that adequate controls were not established to verify whether the services paid were received. Verification is currently performed by comparing monthly billings submitted by the various agencies to the daily logs prepared by the law enforcement officers. However, this procedure does not constitute an independent verification since both documents are prepared by the other contractual party. At two projects, officials experienced problems in this area when one or more law enforcement officers scheduled for patrol could not be located. These officers were working "sideline jobs" external to the project and they were subsequently dismissed from duties associated with the law enforcement cooperative agreements.

(2) Suggestion. Revise ER 1130-2-418 to require establishment of management controls for verification of services received under the law enforcement agreements. For example, proper controls should include: a separate line item in the Agreements requiring law enforcement officers to contact (in person or via radio) the senior Corps' ranger or Project Manager upon reporting for each contract patrol, and at any time thereafter the officer departs the project (at end of shift, response to a nonproject-related emergency, etc.), and periodic random radio checks by the senior ranger throughout the scheduled patrol shifts to verify the presence of the law enforcement officers. Further, these contacts should be recorded in a log by the senior ranger and used for comparison with the monthly billings and required daily logs maintained by each officer.

c. Objective 3. **TO EVALUATE COMPLIANCE WITH THE HQUSACE POLICIES, PROCEDURES, CRITERIA, AND SAFETY GUIDELINES ESTABLISHED FOR THE WEARING AND REPLACEMENT OF USACE PARK RANGER UNIFORMS.** Paragraph 10 of ER 1130-2-420 states, "Personnel performing duties associated with the Visitor Assistance Program will wear the complete uniform and if citation authority has been granted, the badge, as prescribed in USACE Supplement 1 to AR 640-3 and ER 1130-2-442."

(1) Observation. Evaluation of this objective disclosed general compliance with established requirements with the exception that some projects are not enforcing the uniform standards on a daily basis. For example, we noted that some rangers wore items of clothing that did not meet the HQUSACE standards. Officials at one project stated that the ranger approved hats were an option. Thus a decision on whether to wear a hat was left to the individual ranger. Project personnel expressed the view that the Corps' Ranger Uniform and Badge resembles that of a law enforcement officer's and thus adds a higher level of occupational risk. Several rangers mentioned that the summer uniform is too hot and uncomfortable and, after one or two hours, does not present a proper ranger image. Others

suggested that the badge be kept in a leather, wallet-type folder along with the citation card, and displayed only as needed (i.e., when issuing a warning or citation).

(2) Suggestion. Re-evaluate ranger uniform policies and consider revising the uniform to present less of a law enforcement appearance, and re-emphasize the requirements that uniforms be worn in their entirety.

d. Objective 4. **TO EVALUATE COMPLIANCE WITH THE HQUSACE POLICIES, PROCEDURES, CRITERIA, AND SAFETY GUIDELINES ESTABLISHED FOR THE USACE PROJECT SIGN PROGRAM.** EPs 310-1-6a/6b establish guidelines and policy for the USACE Project Sign Program. Per CECW-ON Memorandum, 18 Oct 94, subject: Changes in Implementation Dates of Corps Sign Program, the revised deadline for compliance with program guidance is changed to 1 January 1998.

(1) Observation. Examination of local project sign programs showed general compliance in most instances with only some minor issues being noted.

(2) Suggestion. Not applicable.

e. OTHER OBSERVATIONS. The following issues are provided for information and use as appropriate.

(1) EFFECTIVENESS OF LAW ENFORCEMENT SERVICES.

(a) We attempted to determine whether the law enforcement agreements were effective in reducing the reported incidents, and in providing a safer and more secure environment at the USACE managed projects and recreational parks. This subject was of interest to the Acting, ASA/CW. However, our evaluation was limited due to a lack of available law enforcement data. Although requirements exist for analysis of this data, our examination efforts were restricted to the comments and "sample" graphs presented at report Enclosure 3.

(b) Project officials reported that "response times" to ranger requests for assistance were favorable. In addition, officials stated that the contract law enforcement officers were cooperative in providing greater patrol emphasis at specific times and locations. Further, the high visibility of law enforcement officers regularly patrolling the parks tends to reduce the number of severe incidents.

(2) PROTECTIVE/DEFENSIVE EQUIPMENT. Officials and rangers at several projects expressed a desire to carry pepper spray for protection against loose, possibly rabid, animals. Other rangers want the option of wearing a protective vest. Acquisition and use of these defensive devices are not currently authorized.

(3) DEVELOPMENT OF A COST/BENEFIT RATIO. One park official proposed development of a cost/benefit ratio as a means of identifying those parks with a low visitation history yet which require an excessive amount of limited O&M funds to replace vandalized or deteriorating facilities. For example, HQUSACE NRM officials would establish a standard USACE National Average Cost per Visitor Hour and, as a guide, a baseline or break-even point at which it would not be cost effective to keep a recreational area open. The break-even point may be established at a cost of $0.50/hour per visitor. Each command could then perform a district-wide analysis of each recreational area.

LOCATION	CONTRACT CLEAN-UP COSTS	CONTRACT REPAIR COSTS	RANGER LABOR COSTS	ADMINISTRATIVE OVERHEAD COSTS	TOTAL COSTS / RECORDED VISITOR HOURS
XYZ Site	$1,700	$4,200	$158	$2,302	$8,360 / 10,600
Thus the Cost Per Visitor Hour would be $8,360/10,600 = $0.79					

If the break-even point was exceeded the district would then initiate corrective actions.

3. SCOPE AND METHODOLOGY.

a. At HQUSACE, we reviewed applicable Public Laws, Army and Engineer rules and regulations governing public use of water resource development projects, and policy guidelines and instructions implementing the USACE Visitor Assistance Program. Interviews were held with NRM, Safety, and Security Office officials to document: assigned tasks, specific areas of interest, selected project sites, and the report suspense date.

b. We reviewed information contained in the automated NRMS Law Enforcement data base; the FY 95 PROSPECT Training Course entitled "Visitor Assistance Program For Natural Resource Management;" the USACE Safety and Health Requirements Manual (EM 385-1-1, Oct 92); the USACE Operation and Maintenance Performance Measurement Implementation Plan dated June 1994; and a "Summary Report: Visitor Safety and Security at Corps of Engineers Projects," Technical Report R-82-1, 1982, prepared by R. S. Jackson, U. S. Army Engineer Waterways Experiment Station, Vicksburg, Mississippi. Further, we prepared a CEAO-I Review Guide, Ranger Questionnaire, and a Review Schedule which were faxed in advance to the designated Points-of-Contact (POCs) at the respective District Commands (CEORN, CESAM, CEMRK, CENCR, and CESWF).

c. Ten USACE water resource projects selected by CECW-ON were visited during the course of this examination, with the on-site time at each project limited to approximately one and one-half days. These projects were: J. Percy Priest and Old Hickory Lakes in Tennessee; Lakes Sidney Lanier and Allatoona in Georgia; Milford and Perry Lakes in Kansas; Saylorville and Red Rock Lakes in Iowa; and Grapevine and Canyon Lakes in Texas. At each project, we conducted interviews with the District's POC and on-site NRM officials. Copies of selected documents pertaining to the Visitor Assistance Program, Law Enforcement Agreements, Park

Ranger Uniforms and allowances, and Project Sign Programs were obtained and discussed. In addition, we looked at the Park Ranger vehicles and assigned equipment, and took a joint tour of selected recreational facilities.

d. Following site visits to each District Command, we provided a telephone exit briefing to the Commander or, in his absence, to the Deputy Commander or other member of the District's Executive Office staff.

e. Review work was performed intermittently during the period 30 January through 28 April 1995.

4. **GENERAL COMMENTS**. We are available to meet and discuss our reported observations, related issues, and if considered necessary, additional audit work on report and task force issues.

5. **COOPERATION**. We appreciate the cooperation and assistance of all project, district, and HQUSACE personnel contacted during this evaluation.

JOHN E. TEMPLETON
Chief, Audit Office

3 Encl
1. Summary of Responses to CEAO-I Ranger Questionnaire
2. Analysis of Selected Data Contained in the NRMS/LE Data Base
3. Analysis of Incidents Reported During FY 94 Under a Law Enforcement Agreement

CF:
CESO-ZA
CEPM-ZA
CECW-ON

SUMMARY OF RESPONSES
CEAO-I RANGER QUESTIONNAIRE

The purpose of this "Quick Reaction" Questionnaire was to determine "Topics of Interest" and common views held by USACE park rangers at the selected projects, and not to project a scientific analysis or application. However, the results support the observations contained in this report. Each available ranger at the 10 sites visited was instructed to remain anonymous and not to identify their assigned project. A total of 66 responses were obtained, with the results shown as a percent of the total. Also, the percentages shown exceed 100 percent since most respondents addressed multiple topics for each question, with no two identical responses.

QUESTIONNAIRE RESULTS			
1. What are your feelings regarding the wearing of the Corps' Ranger Uniform and Badge?			
PROFESSIONAL APPEARANCE	PROJECTS LAW ENFORCEMENT IMAGE [1]	PROMOTES SAFETY/SECURITY	REVISE UNIFORM[2]
51/66 = 77.3%	49/66 = 74%	30/66 = 45.5%	20/66 = 30.3%

2. What do you feel is the public's perception of the Corps' Park Rangers while exercising their duties and responsibilities?				
LAW ENFORCEMENT OFFICER[1]	POSITIVE IMAGE	NOT AWARE OF LIMITATIONS[3]	CONSERVATION OFFICER	NEGATIVE IMAGE
49/66 = 74%	48/66 = 72.7%	44/66 = 66.7%	22/66 = 33.3%	6/66 = 9.1%

3. Do you have any suggestions on how to improve the safety and security of either rangers or the visiting public?				
ADDITIONAL ENFORCEMENT TRAINING[4]	EXPAND USE OF LAW ENFORCEMENT COOPERATIVE AGREEMENTS[5]	BAN ON ALCOHOL CONSUMPTION	INCREASE FUNDING FOR SAFETY/SECURITY[5]	REVISE FEE STRUCTURE[5]
47/66 = 71.2%	18/66 = 27.3%	11/66 = 16.7%	9/66 = 13.6%	6/66 = 9.1%

[1] Although 66 total respondents represent a small fraction of the USACE ranger workforce, we believe these percentages are indicative of how the rangers are perceived by the public. Many respondents cited the wearing of a badge and the use of blue or red flashing warning lights as factors that reinforce the perception of rangers as law enforcement officers.

[2] A total of 20 respondents believed that the uniform should be revised to project less of a law enforcement image. An almost equal number (19) stated that the uniform should not be changed.

[3] A total of 51 respondents addressed this topic, with 44 taking the position that greater emphasis is needed to educate the public on the duties, responsibilities, and limitations of the USACE park rangers. Many of the 44 expressed the view that the problem was a serious one, although no suggestions were made for improving the situation. The remaining 7 respondents believe the public is aware of ranger limitations.

[4] The high percentage of respondents addressing this topic clearly demonstrates a wide-spread concern among the ranger population regarding the level of training related to enforcement of Title 36 Rules and Regulations. Also, many see a clear distinction between VAP interpretive and enforcement functions, although HQUSACE continues to combine the two as one and the same. In their view, HQUSACE should revamp ranger training with greater emphasis on the enforcement function to ensure that rangers are provided the proper skills required to enforce Title 36.

[5] In contrast to these relatively low percentages, the majority of NRM officials/project mangers placed these topics high on the list of issues that should be addressed by the Visitor Assistance Oversight Committee. For example, some of the concerns expressed during our discussions regarding these topics included: problems related to park design which require additional funds to resolve; substantial time and effort required to implement and manage the "complex" recreation fee structure; and the fact that a much higher level of safety and security for rangers and visitors would be possible by expanded use of Law Enforcement Agreements. However, the Administration and Congressional deficit reduction initiatives now underway make additional O&M funding in these areas highly unlikely.

SUMMARY OF RESPONSES - CEAO-I RANGER QUESTIONNAIRE (Continued)

OTHER ISSUES: Several other topics addressed by rangers in response to the questionnaire included the following --

		RESPONDENTS
-	Increase resource staff	7
-	Develop Public Brochure on Crime at Parks	5
-	Retain Badge in leather folder until needed	22
-	Provide pepper spray for animal protection	13
-	Provide option of wearing a protective vest	3
-	Provide additional equipment	12
-	Installation of lighting in park areas	8
-	Additional security/lighting f/gate attendents	12
-	More public telephones throughout parks	14
-	Enforce compliance with uniform standards	12
-	Use of existing Fed. Ranger Training centers	17
-	Training does not cover enforcement skills	17
-	Eliminate night ranger patrols	13
-	Require 2-person patrols after dark	14
-	Prohibit the use of Blue/Red warning lights	14
-	Develop Std. Ranger/Gate Attendent Manuals	23

ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

1. The Natural Resource Management System (NRMS) is a data base system for the collection and reporting of recreation facility and natural resource management information at Corps of Engineers projects and the recreation areas at those projects. Currently, the master NRMS data base resides on a microcomputer located in the Fort Worth District. The data bases are in dBase III format, under the MS-DOS operating system. The NRMS data reside in relational data bases. There are 14 project, 7 area, 1 Division/District, and numerous support data bases.[1]

2. During the course of our evaluation of Corps Ranger and Visitor Safety, we reviewed selected information contained in the National Resource Management System Law Enforcement (NRMS/LE) data base[2]. This did not constitute an integral part of our evaluation, and the data's reliability was not crucial to accomplishing the evaluation objectives. Our purpose was to determine who was collecting what statistical data, and what, if any, analyses were performed. We identified certain weaknesses with the NRMS/LE data base:

a. The NRMS/LE data base has some inaccuracies. For example, there was an error with the Saylorville Lake data for FY 91. The amount entered for the Total Number of Citations and Warnings (849) is not the sum of the separate entries for Number of Warnings (567) and Number of Citations (286). The correct sum of these two entries is 853. In another instance, the information maintained by a park manager did not agree with data contained within the NRMS/LE data base.

(1) According to information provided by the HQUSACE Natural Resource Management Branch, the data element **CIT_AND_WR** definition is, *"CITATIONS AND WARNINGS - Enter the sum of total Title 36 citations and Title 36 written warnings issued during the report fiscal year."* By changing this data element from an "entry" field to a "derived data" field (entry is produced from a calculation from one or more data fields) data would be more accurate. For instance, when data is entered for the **CITATIONS** and **WR_WARN** (Written Warnings) data elements, the sum for the **CIT_AND_WR** could be automatically calculated and used as a check figure so that the person entering this data can verify its accuracy. Additionally, this field could verify the accuracy of data input for the number of written warnings and citations issued for each Title 36 Section. If the sum of the data fields for citations and warnings does not equal the sum of the data fields for each Title 36 Section, an error message could appear, thus requiring the person entering the data to go back and check for input errors.

(2) At one project, records indicated issuance of 34 written warnings and 169 citations during FY 94. According to data contained in the NRMS/LE data base, the number of written warnings and citations was 26 and 165, respectively. There was no explanation for this small difference.

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[1] SOURCE: Draft NRMS Users' Manual, Revised 6 March 1995.

[2] This is one of the NRMS project data bases.

ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

b. The NRMS/LE data base does not contain a data element to record the number of oral warnings issued for Title 36 violations. Consequently, the currently computed ratios of warnings to citations does not realistically reflect the level of ranger activity regarding the issuance of Title 36 warnings. ER 1130-2-420, states at paragraph 20.a., *"The lowest level of enforcement will be used to resolve a problem. Maximum use of oral and written warnings will be made for minor infractions. Employees with citation authority will, in order of priority, attempt to resolve the problem by oral warning, written warning, collateral forfeiture citation, and mandatory appearance citation."*

(1) During discussions, several park managers said they place emphasis on the issuance of oral versus written warnings. For example, according to information contained in the NRMS/LE data base, rangers at one project issued no warnings during one fiscal year. The project's park manager stated that although they issued no written warnings, the park rangers issued numerous oral warnings, and since these were successful in resolving the problems no further action was required (i.e., issuance of written warnings or citations). However, the rangers at this location did not document the number of oral warnings issued.

(2) At two other locations the park rangers noted in their daily journals the issuance of oral warnings. The park managers captured this data for their own use, but did not report the number of oral warnings upward to the district level, because there is no such requirement. During one fiscal year the rangers at one of these locations issued 169 citations, 34 written warnings, and 4,174 oral warnings. Since only the number of written warnings and citations are reported upward for input to the NRMS/LE data base; calculation of the warning to citation ratio is misleading, as shown below:

Written Warnings / Citations Ratio = 34/169 = 0.2:1

Total Warnings (Oral and Written) / Citations Ratio = 4,208 / 169 = 24.9:1

(3) The NRMS/LE data base does not contain a data field for calculation of the Warning/Citation Ratio for each project. The data base already contains the information necessary for calculation of this ratio (data fields for the total number of warnings and citations), consequently a derived data field could be added to provide this information.

c. The length of some of the NRMS/LE data base fields is not adequate to allow entry of accurate information. At one project during the period 1988 through 1992, the number of warnings and citations issued against Title 36, Code 12, Restrictions, was entered as 999. Discussion with project personnel revealed that the actual number of warnings and citations exceeded 1,000 each year, however the limitations of the NRMS/LE data base did not allow entry of the correct figure. The NRMS/LE data base allowed input of only three characters for this data field. Code 12 is considered a "catch-all" for all Title 36 violations which are not specifically covered under a separate code. We found, through discussions with NRMS maintenance personnel, that the problem for this particular code has been resolved. However, due to the implementation of the Day Use Fee Program in FY 94, similar input problems were

ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

encountered for Title 36, Code 23, Recreation Use Fees -- the field length was not sufficient to allow entry of accurate data. If the field length is not sufficient to allow entry of accurate data, then information contained within the data base is useless since valid analyses cannot be performed.

3. Through discussions, we were able to identify only one management use of data base information: some information was extracted for inclusion in the "**Demographics and Title 36 Results**" section of course material for the PROSPECT Visitor Assistance Program for Natural Resource Management course.

4. The following four graphs illustrate the various types of analyses which can be performed using selected data extracted from the NRMS/LE data base. We prepared these graphs using data, for the period 1987 through 1994, on only the ten projects included in our review. Our purpose was to demonstrate management use for this data. We limited our analyses to selected data pertaining to Title 36 Warnings and Citations. In our analyses we did not consider several data elements contained in the NRMS/LE data base.

a. GRAPH A - ANALYSIS OF TITLE 36 WARNINGS AND CITATIONS ISSUED AT SELECTED CIVIL WORKS PROJECTS DURING THE PERIOD 1987 - 1994. Graph A shows the total number of Title 36 Warnings and Citations issued for the ten projects for a year-by-year comparison. This graph identifies long-term trends.

(1) As shown by this graph, there has been a general downward trend in the issuance of Title 36 warnings and citations since 1988. No HQUSACE analyses have been performed of this data in an effort to determine the reason for this downward trend.

(2) Additional analyses may be appropriate to answer the following questions: what caused the increase in issuance of citations from 1989 to 1990, while at the same time issuance of written warnings decreased; why did the number of warnings increase from 1990 to 1991 while the number of citations during this same period dropped; and what caused the overall downward trend in issuance of warnings and citations since 1988?

(3) The ratio of written warnings to citations for these ten projects has steadily increased from 1990 to 1994. No HQUSACE analyses have been performed of the Warnings/Citation Ratio. According to ER 1130-2-420, paragraph 20.b., *"Divisions and districts will make at least a biennial analysis, by project, of citation data from the NRMS report. As a rule, the ratio of written warnings to violation notices should be consistent with the national average of 2/1 or higher. When the ratio is lower than 2/1, an analysis should be done to identify any reasons for variances or problems which may be occurring. A ratio of 3 warnings or more per violation is preferred."* HQUSACE could perform similar analyses of this data on a Corps-wide basis.

(4) The Warnings/Citation Ratio may be a useful Performance Measurement tool, however, as currently computed, this ratio does not reflect the level of ranger activity

ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

pertaining to Title 36 enforcement actions. The reason for this is that computation of the ratio does not consider oral warnings for Title 36 violations. HQUSACE policy emphasizes this method of enforcement over written warnings and citations, yet there is no established procedure for tracking the level of this activity. Tracking of oral warnings would permit evaluation of the:

- level of ranger activity in regard to Title 36 enforcement
- level of Title 36 activity at a project
- level of Title 36 activity at a district
- level of Title 36 activity at a division
- level of Title 36 activity Corps-wide

b. GRAPH B - EXAMPLE OF AN ANALYSIS OF TITLE 36 WARNINGS AND CITATIONS ISSUED DURING THE PERIOD 1987 THROUGH 1994. Graph B shows the total number of Title 36 Warnings and Citations issued during the period 1987 through 1994 for a sample project. A more detailed analysis of this data could be performed if the NRMS/LE identified parks where warnings and citations were issued. Analyses, if warranted, could be performed to determine how many warnings and citations were issued at various hours throughout the day, and how many warnings and citations were issued on weekends. Problem areas would then be identifiable for management personnel not involved with the project's day-to-day operations.

c. GRAPH C - ANALYSIS OF VIOLATIONS OF SELECTED TITLE 36 CODES, AT SELECTED CIVIL WORKS PROJECTS, DURING 1994. Graph C shows the number of violations (warnings and citations) issued against selected Title 36 codes during FY 94. This graph shows that in 1994 the areas where most violations occurred involved Codes 2 (Vehicles) and 12 (Restrictions). Further analyses could be performed to determine what constituted the specific causes of these violations. A similar analysis at the project level, might identify the root cause for these violations. For this analysis we excluded codes 19, 20, 26, and 30. We understand that these codes do not directly relate to the Visitor Assistance Program. The following chart provides a brief explanation of selected Title 36 codes.

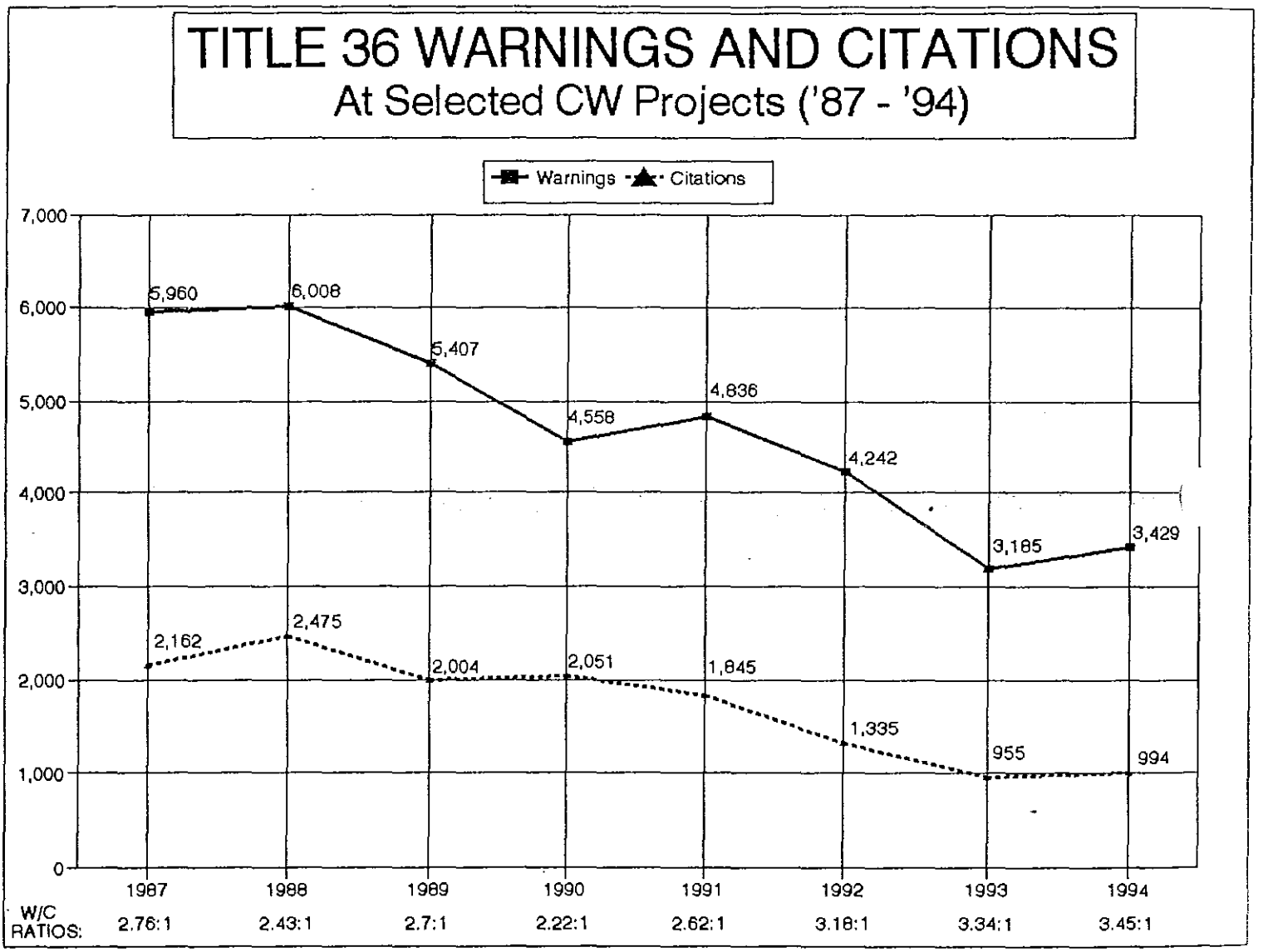
CODE	EXPLANATION	CODE	EXPLANATION	CODE	EXPLANATION
02	Vehicles	03	Vessels	04	Aircraft
05	Swimming	06	Picnicking	07	Camping
08	Hunting, Fishing, and Trapping	09	Sanitation	10	Fires
11	Control of Animals	12	Restrictions	13	Explosives, Firearms, Other Weapons and Fireworks
14	Public Property	15	Abandonment and Impoundment of Personal Property	16	Lost and Found Articles
17	Advertisement	18	Commercial Activities	21	Special Events
22	Unauthorized Occupation	23	Recreation Use Fees	24	Interference with Government Employees
25	Violations of Rules and Regulations				

ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

d. GRAPH D - ANALYSIS OF TITLE 36, CODE 2 (VEHICLES) VIOLATIONS AT SELECTED CIVIL WORKS PROJECTS, FOR THE PERIOD 1987 - 1994. Graph D shows the long-term trend in issuance of Title 36, Code 2 (Vehicles) violations, during the period 1987 through 1994, at the ten project included in our review. Similar analyses could be performed of each Title 36 Code to determine how effective management's actions have been in attempting to reduce the number of violations, and help determine their cause(s).

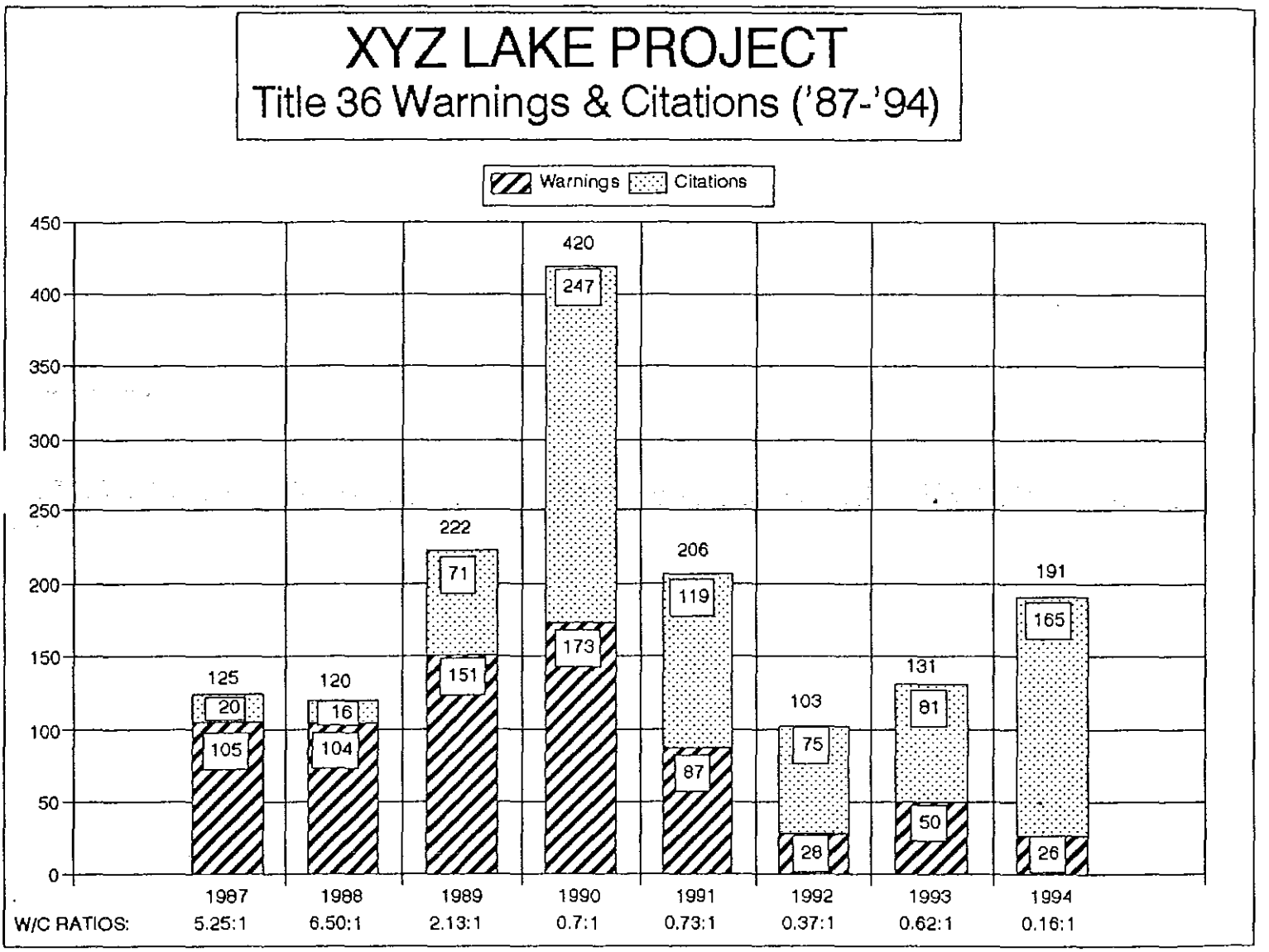
ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

GRAPH A



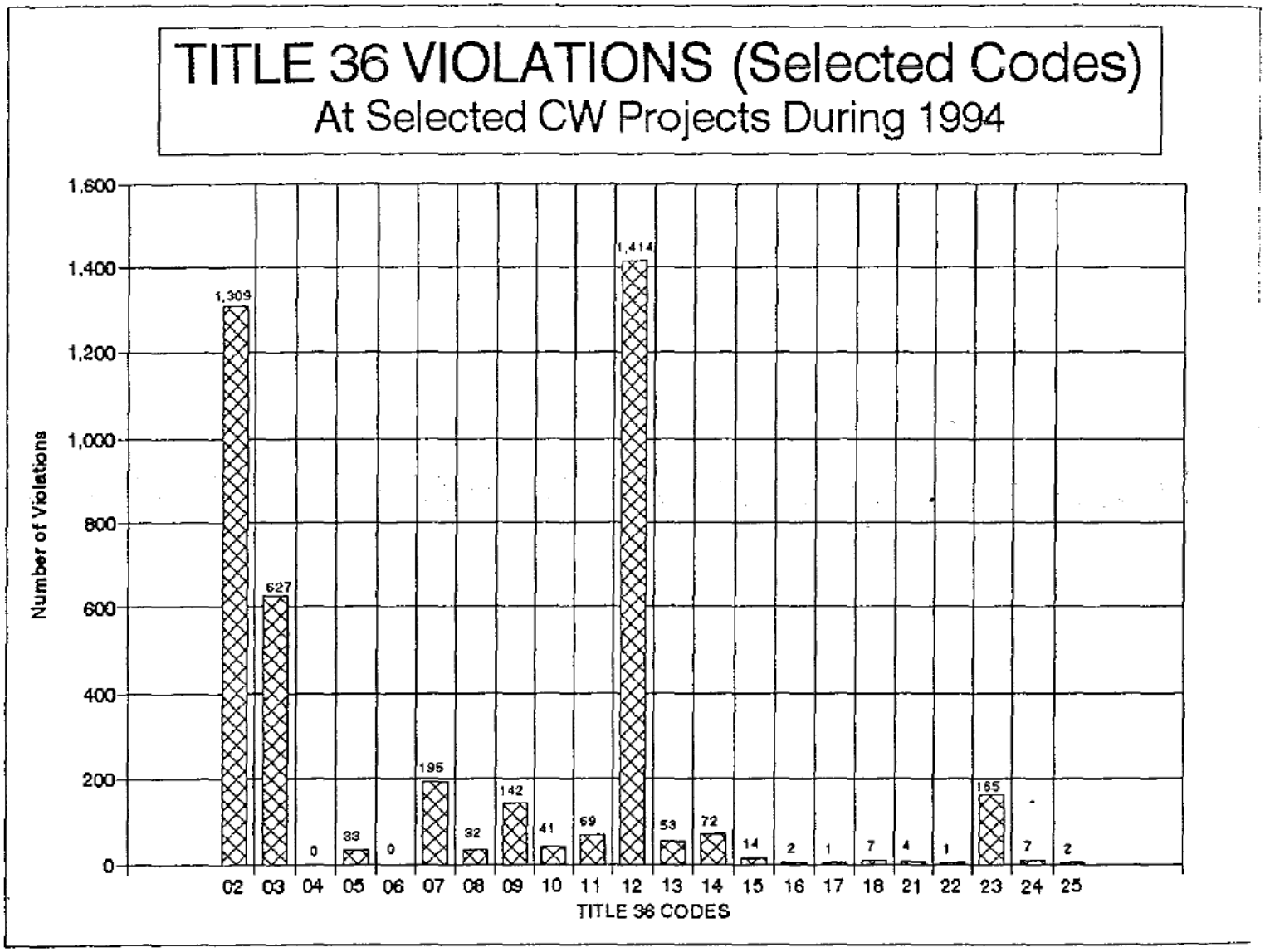
ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

GRAPH B



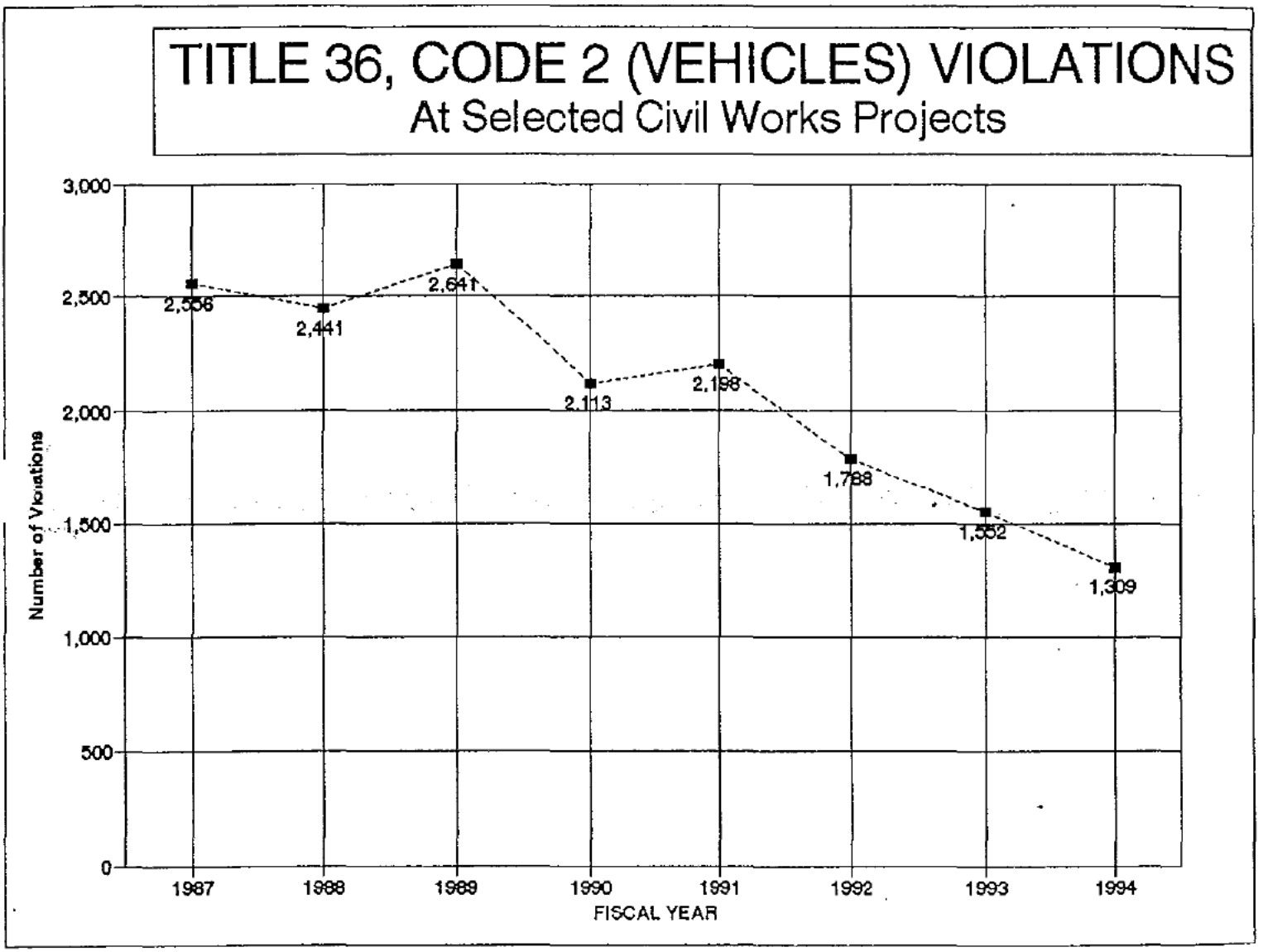
ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

GRAPH C



ANALYSIS OF SELECTED DATA CONTAINED IN THE NATURAL RESOURCE MANAGEMENT SYSTEM LAW ENFORCEMENT DATA BASE

GRAPH D



ANALYSIS OF INCIDENTS REPORTED DURING FY 94 UNDER A LAW ENFORCEMENT AGREEMENT

1. During the course of our review, we attempted to analyze information regarding incidents reported under law enforcement agreements. Our purpose was to look for long term trends and actions taken by management to mitigate adverse trends. We found that this data was usually not available for more than one year at either the project or district level. Normally park mangers furnish incident reports to the district through Natural Resource Management (NRM) channels. After their review, NRM officials forwarded this data to the district Security and Law Enforcement (S&LE) organization. The S&LE organizations do not maintain this data.

2. We obtained information regarding incidents reported under FY 94 law enforcement agreements for most, but not all, projects included in our review. There was no consistency from one project to another in the method of reporting this data. Further, most projects did not identify the type of incident using codes listed in Appendix C to ER 190-1-50. Therefore, we could not compare the types of crimes experienced at one project to those experienced at another. Such a comparison may be beneficial in highlighting unique problems (i.e., gang-related activities, controlled substance violations, assaults, destruction of property, etc.).

3. The project law enforcement agreements could be used to report incidents to include the type of incident (using codes listed in Appendix C to ER 190-1-50), time of occurrence, location (park), and action taken. Project park managers would maintain this data, in conjunction with Title 36 violation data, and use it as a management tool to develop crime indicators, trends, and crime prevention techniques.

4. The following four graphs illustrate the various types of analyses which could be performed using incident information reported under law enforcement agreements. We used actual data reported by one of the projects visited during our review. This project was the only one which identified the specific location, or park, where incidents occurred, however the data did not identify the time of occurrence. The XYZ Project has eight parks, with use as shown below:

PARK	CAMPING	DAY USE	BEACH	BOAT RAMP	GATE ATTENDANT
Alpha	Yes	Yes	Two	Yes	Yes
Bravo	No	Yes	One	Yes	No
Charlie	Yes	Yes	No	Yes	No
Delta	No	Yes	No	No	No
Echo	Yes	Yes	No	Yes	No
Foxtrot	Yes	Yes	No	No	No
Golf	No	Yes	No	No	No
Hotel	Yes	Yes	No	Yes	Yes

a. <u>GRAPH A - 1994 INCIDENTS REPORTED UNDER LAW ENFORCEMENT AGREEMENT, XYZ PROJECT</u> - This graph shows incidents reported under the 1994 law

ANALYSIS OF INCIDENTS REPORTED DURING FY 94 UNDER A LAW ENFORCEMENT AGREEMENT

enforcement agreement for the entire project. The following incident codes were excerpted from Appendix C to ER 190-1-50:

CODE	EXPLANATION OF INCIDENT CODE (From Appendix C, ER 190-1-50)
5C	CRIMES AGAINST PERSONS - Assault (Includes Aggravated and Simple Assaults)
5H	CRIMES AGAINST PERSONS - Homicide (Includes Murder, Other Deaths (discovered bodies resulting from unnatural causes, manslaughter, etc.), and Accidental Death (other than traffic or drowning))
5L	CRIMES AGAINST PERSONS - Controlled Substance Violations (Includes Opiates, Marijuana, Dangerous Drugs, Hallucinogens, Other)
5M	CRIMES AGAINST PERSONS - Perjury, False Swearing, and False Official Statement
5N	CRIMES AGAINST PERSONS - Robbery (Includes Armed and Unarmed Robbery)
5Q	CRIMES AGAINST PERSONS - Traffic (Includes Traffic Fatality, Drunk Driving, Fleeing Scene of an Accident, Traffic Accident Involving Personal Injury or Destruction of Property, Other)
5R	CRIMES AGAINST PERSONS - Weapons/Explosives Violation (Includes Unlawful Possession, Other)
5X	CRIMES AGAINST PERSONS - Other Offenses Against Persons (Includes Trespass, Disorderly Conduct, Others Not Listed)
6X	SEX CRIMES - Other Sex Offenses
7A	CRIMES AGAINST PROPERTY -Arson (Government, Contractor, or Private Property)
7C	CRIMES AGAINST PROPERTY - Burglary (Government, Contractor, or Private Property)
7F	CRIMES AGAINST PROPERTY - Larceny (Government, Contractor, or Private Property)
7K	CRIMES AGAINST PROPERTY - Wrongful Destruction (Vandalism) (Government, Contractor, or Private Property)

BOAT = Boating Accidents P-INJ = Personal Injury OTH = Other

A park manager and district management officials could use this information to assist in determining what actions could be taken to reduce these incidents.

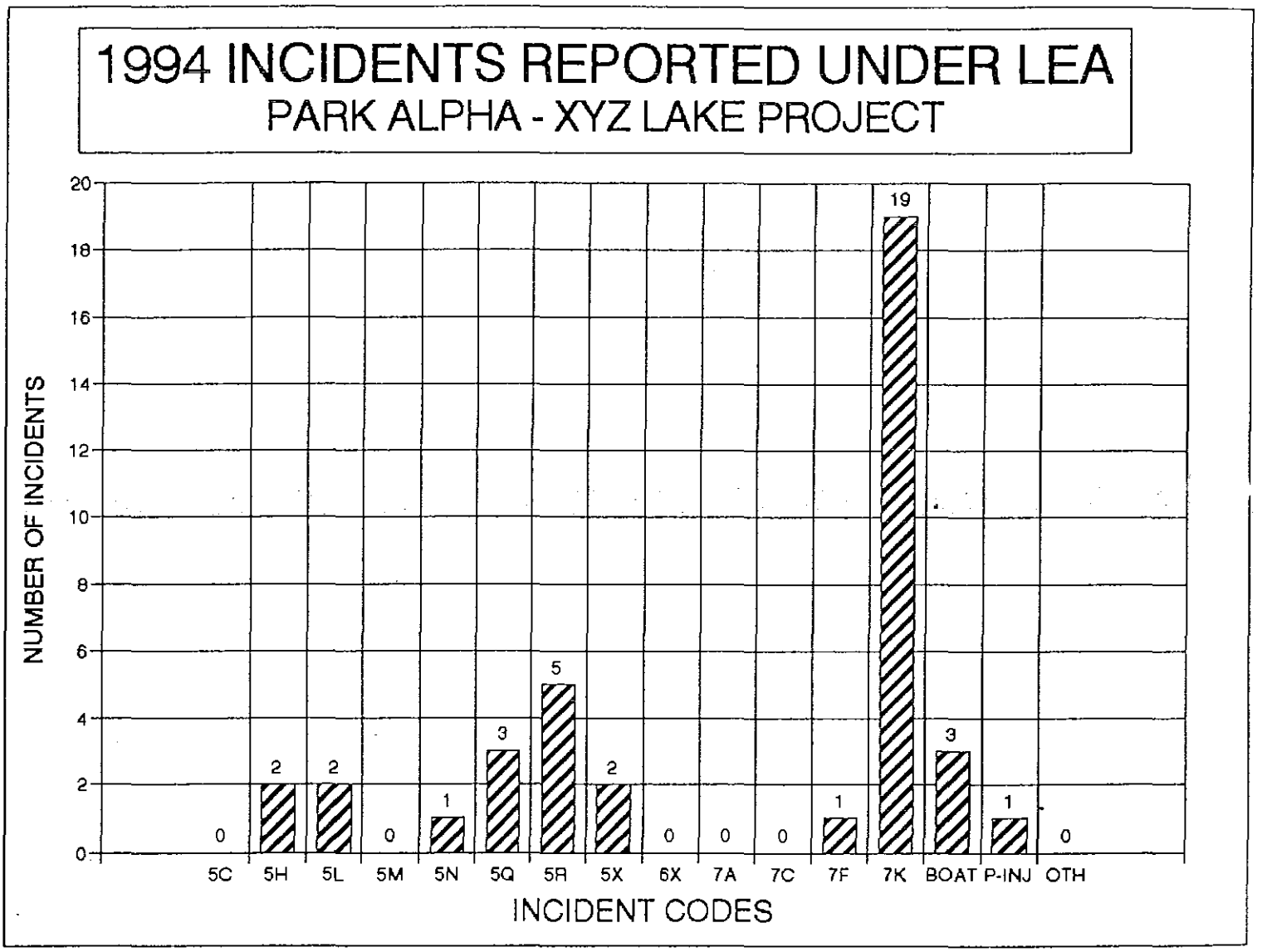
b. <u>GRAPHS B AND C - VANDALISM AND TRAFFIC INCIDENTS REPORTED IN 1994, BY PARK</u> - These two graphs show the occurrence of specific incidents, by park. The park manager could use this type analysis to track long-term trends and effectiveness of management actions to mitigate adverse trends.

c. <u>GRAPH D - 1994 INCIDENTS REPORTED UNDER LAW ENFORCEMENT AGREEMENT, AT PARK ALPHA, XYZ PROJECT</u> - This graph shows incidents reported under the 1994 law enforcement agreement at one particular park within the XYZ project. The park manager could use this type analysis to identify what types of problems occur at each park, and to track long term trends and determine if management actions are effective in reducing the number of incidents.

More detailed analyses could be performed using data regarding what time of day the incidents occurred, and whether they occurred during weekdays, or during weekends/holidays.

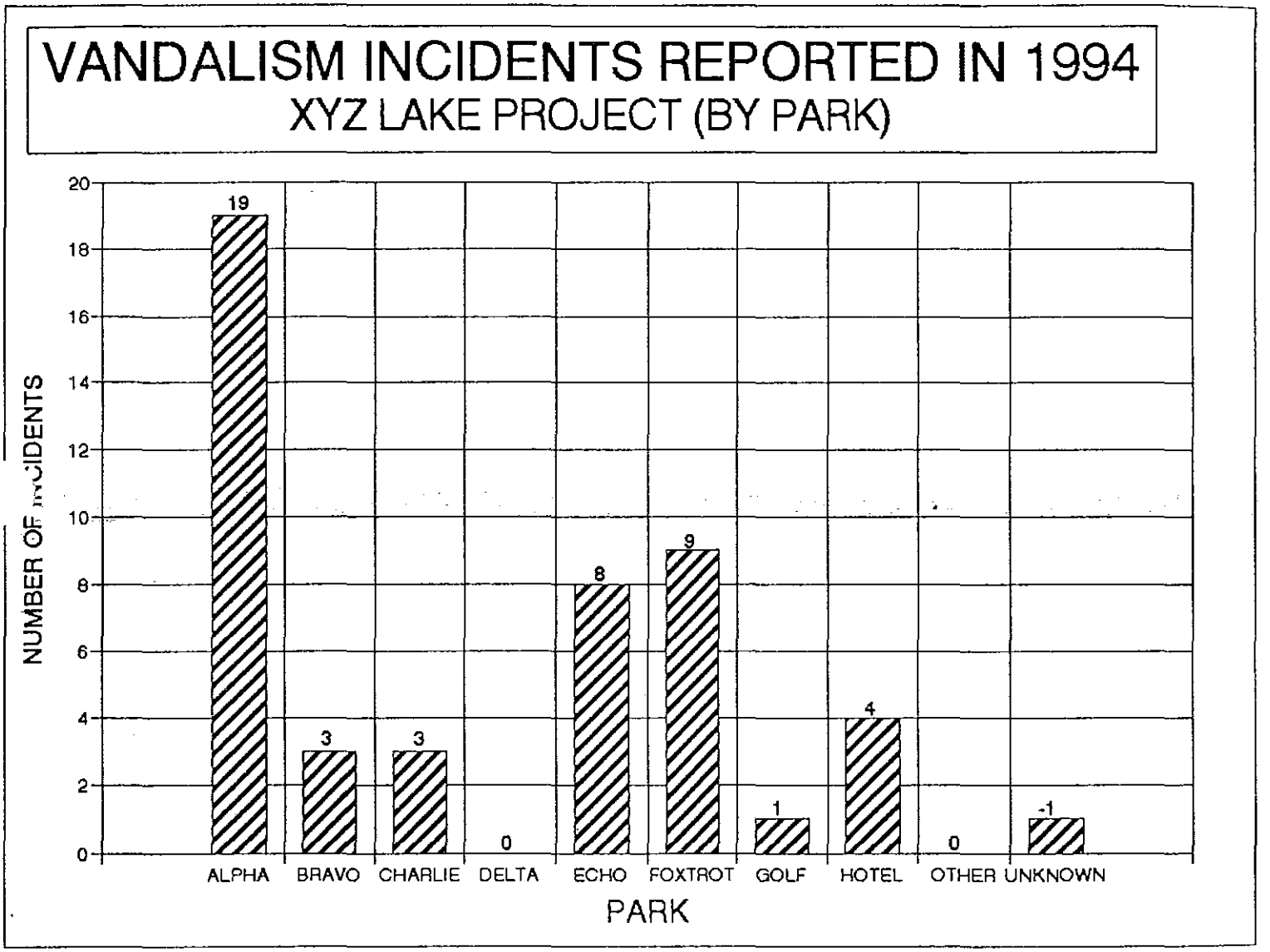
ANALYSIS OF INCIDENTS REPORTED DURING FY 94 UNDER A LAW ENFORCEMENT AGREEMENT

GRAPH A



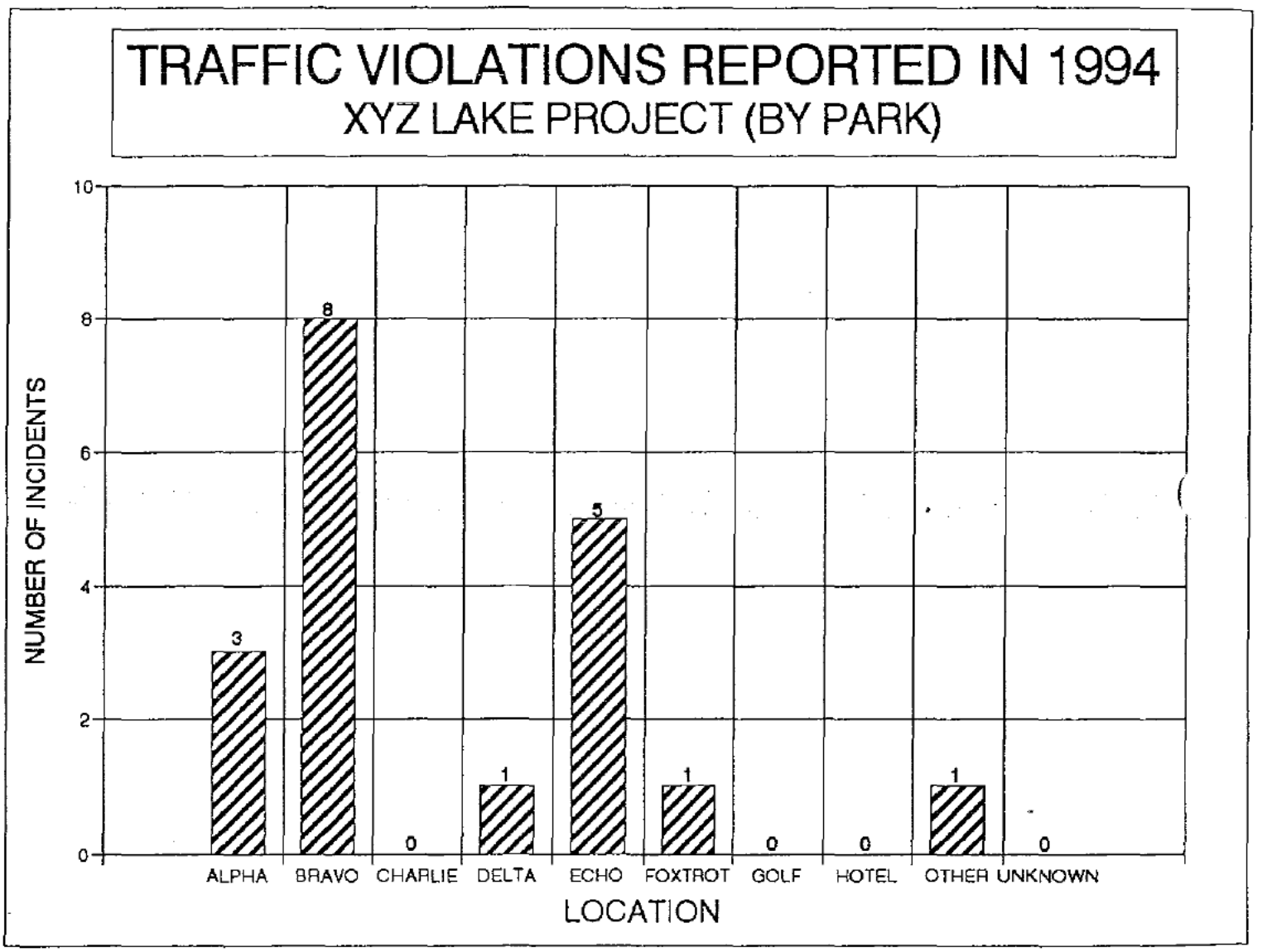
ANALYSIS OF INCIDENTS REPORTED DURING FY 94 UNDER A LAW ENFORCEMENT AGREEMENT

GRAPH B



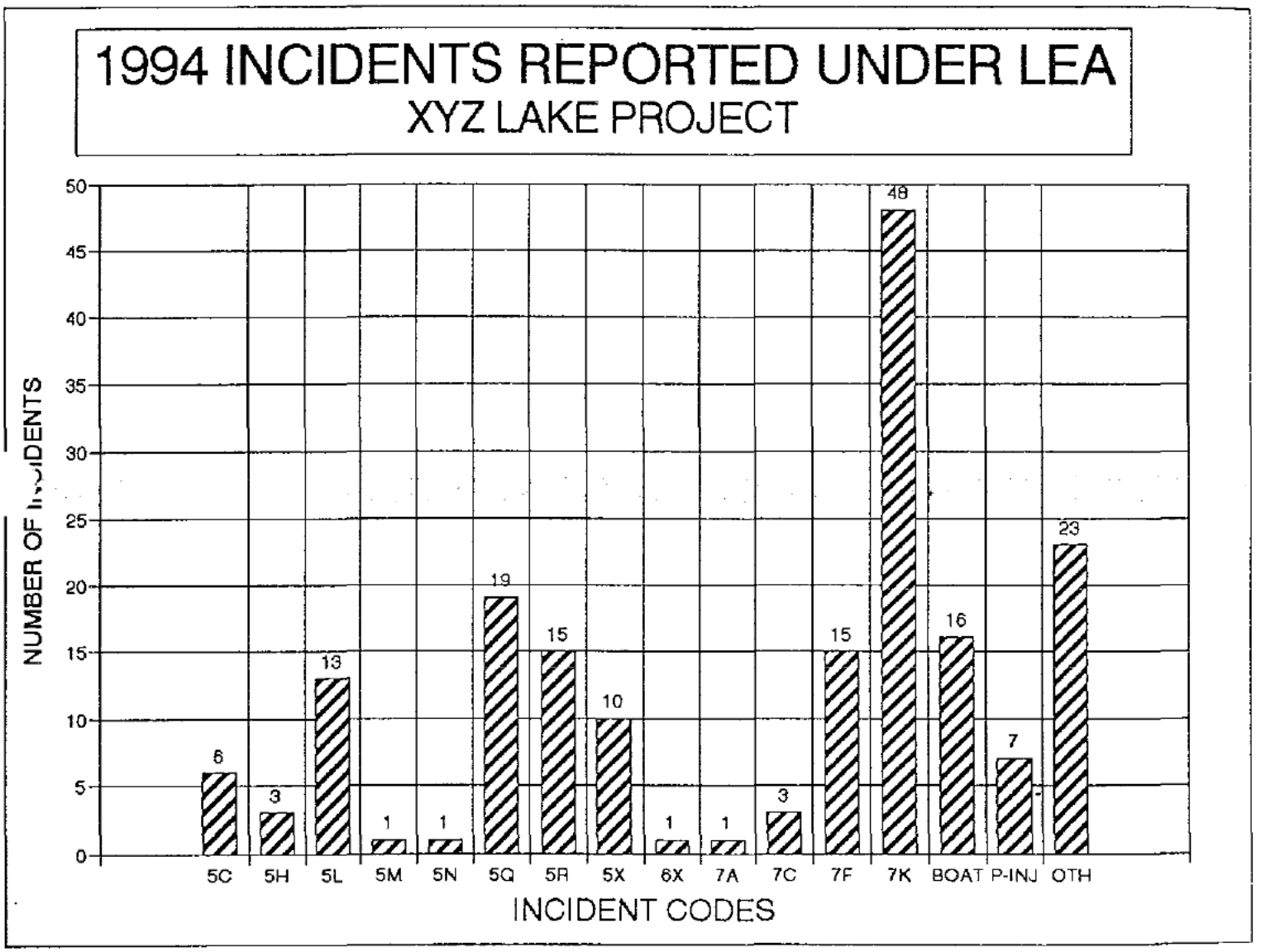
ANALYSIS OF INCIDENTS REPORTED DURING FY 94 UNDER A LAW ENFORCEMENT AGREEMENT

GRAPH C



ANALYSIS OF INCIDENTS REPORTED DURING FY 94 UNDER A LAW ENFORCEMENT AGREEMENT

GRAPH D



DEPARTMENT OF THE ARMY
U.S. Army Corps of Engineers
WASHINGTON, D.C. 20314-1000

REPLY TO
ATTENTION OF:

12 SEP 1994

CECW-ON

MEMORANDUM FOR THE ACTING ASSISTANT SECRETARY OF THE ARMY
(CIVIL WORKS)

SUBJECT: Visitor and Ranger Safety

1. This is in response to your memorandum, dated 20 June 1994, regarding ranger and visitor safety at U.S. Army Corps of Engineers reservoir projects. On 19 January 1994, I asked the Natural Resources Management (NRM) Branch to take a fresh look at our Visitor Assistance program. We're already pursuing a number of initiatives (and are proposing others) that directly address your concerns.

2. Our current review of the Visitor Assistance program consists of the following major actions:

a. Sponsoring a Corps-wide ranger conference to discuss issues in an open forum.

b. Surveying all NRM team members to obtain a comprehensive program assessment.

c. Implementing a customer feedback process to gather recommendations from project visitors.

d. Determining sufficient staffing levels and support resources.

e. Conducting a formal program review by the Corps Audit Office.

f. Chartering a Visitor Assistance Oversight Committee to assimilate the above information, to take additional actions as necessary and to recommend policy direction for the Visitor Assistance program.

g. Issue revised policy guidance based on findings.

3. The Corps Visitor Assistance program, which includes ranger and visitor safety, began in the 1970's with the objective of providing safe and healthful recreation opportunities while protecting and enhancing project resources. Our "enforcement" authority is limited to the issuance of citations under 36 CFR Chapter III, Part 327, Rules and Regulations Governing Public Use at Corps Water Resources Development Projects (Title 36) which describes the expected public behavior on Corps lands. The basis for this limitation stems from the type of jurisdictional ownership (proprietary jurisdiction) that we have on project

lands. Under this arrangement, States retain full jurisdictional authority to enact and enforce laws on Corps lands. This is different from the exclusive jurisdiction classification that the National Park Service has over its lands, where Congress has the authority to enact laws and where the agency can employ fully commissioned law enforcement park rangers. In contrast with National Park Service park rangers and police officers, Corps rangers are instructed not to confront alleged violators who appear to be dangerous or approach situations where the ranger's personal safety may be in jeopardy.

4. The Visitor Assistance program has been very successful in achieving our objectives, while minimizing hazards to our team members. During the last twenty years, we have made a number of significant program modifications to help keep pace with the changing conditions and requirements of the park ranger profession. A summary of our Visitor Assistance program is enclosed for your information (encl 1).

5. The following is a specific discussion of the five issues raised in your memorandum.

a. <u>The Need for an Accurate Statistical Data Base Upon Which to Make Management Decisions</u>.

Darrell Lewis, Chief, Natural Resources Management Branch, recently met with LTC Thomas Blain, Chief, Office of Security and Law Enforcement, on the subject of accurate, consistent and timely incident reports. Problem areas were identified and arrangements have been made to improve a Corps-wide database of NRM-related incidents to include all applicable incident and security reports.

Statistical information is currently maintained in several key areas relating to ranger and visitor safety. For example, a record of all Title 18 cases (assaults to rangers) as well as a detailed account of the number and type of Title 36 violations are maintained. This information is included in our PROSPECT training program and is made available for management considerations. Our Safety Office maintains a Corps-wide database on public fatalities. This information is used in conjunction with other data, studies and surveys in developing our annual USACE water safety campaign. Educational materials and guidebooks are developed each year to assist our projects in conducting public safety and training programs..

b. The Adequacy of Ranger Training Regarding Both Ranger and Visitor Safety.

Ranger training is a critical component of the Visitor Assistance program, as discussed in enclosure 1. Our Natural Resources Management Branch is proponent for two Visitor Assistance training courses (VA Basic and VA Update) which provide for a combined total of 56 hours of formal instruction. In addition, many divisions and districts sponsor 80+ hours of supplemental/advance instruction tailored to their specific needs.

The program review will provide considerable feedback regarding the effectiveness of our training program. The Visitor Assistance Oversight Committee will use this information in developing their recommendations to USACE. The committee is already revising the Visitor Assistance (Update) PROSPECT course. This course will be retitled Visitor Assistance Advanced and will serve as the basis for advanced visitor assistance training throughout the Corps. Items suggested by the field and through the Office of Security and Law Enforcement will be considered in the revised course.

Ranger training is an integral part of our comprehensive Natural Resources Management Career Development Program. Career ladders and specific training requirements for all NRM members (operation project managers, rangers, resource specialists, outdoor recreation planners, maintenance and administrative personnel) are identified in the new Career Development Guide for NRM Team Members.

c. The Effectiveness of Law Enforcement Agreements

In general, the Law Enforcement Agreement program has been very successful with a current $7 million annual investment with local law enforcement agencies who provide additional coverage during peak visitation periods and at known hazardous times and locations. Currently, we have 347 law enforcement agreements at 207 lakes. Each agreement is monitored locally to assure program compliance and visitor/ranger safety. Corps-wide concerns such as obtaining appropriate and timely Department of Labor Wage Rates and maintaining agreement status have been handled at USACE. Further information on the effectiveness of these agreements is needed and will be a major objective of the program review.

CECW-ON
SUBJECT: Visitor and Ranger Safety

d. Communications and Personal Protection Equipment Provided to Rangers.

The Visitor Assistance regulation requires appropriate communication equipment such as two-way radios and cellular telephones for direct linkage to project offices and local, State and Federal law enforcement agencies. Corps regulations allow for protective clothing and other general personal safety equipment, however, bullet-proof body armor or the carrying of weapons or items such as mace, stunguns, nightsticks, or other equipment normally associated with law enforcement are not allowed. Districts and projects are responsible for developing a list of equipment that must be carried in all ranger vehicles.

e. The Desirability of Using Programs and Training Resources Developed by Other Agencies

We have and will continue to utilize the resources of other agencies for training purposes. For example, the Department of Justice's Federal Law Enforcement Training Center in Georgia provides logistical support for our Boat Operator License Examiner Course. In addition, our districts have been utilizing the services of agencies and universities in providing supplemental/advance ranger training. We will continue to appraise resources from all sources (agencies, universities, private sector, etc.) in our current review of the program.

As part of our training program, the NRM Career Development Committee has developed an electronic bulletin board that advertises current training opportunities from many agencies, universities and private vendors. The committee is also investigating the concept of a ranger academy, where new employees would receive the majority of their initial training needs at a centralized location. Utilizing other agency resources is a major factor of consideration in this arrangement.

6. We considered the various program review options and determined that the best and most timely review would be accomplished through the Corps Audit Office. I have asked John Templeton, Chief, Corps Audit Office, to conduct a formal independent review of the Visitor Assistance program in order to evaluate program effectiveness and identify specific problems.

7. Your point regarding visitor safety is well taken. We first recognized an increase in crime at our recreation areas in the 1970's. Since then, we've undertaken numerous security actions such as redesigning parks, installing control stations, employing law enforcement agreements, improving the sign program and

CECW-ON
SUBJECT: Visitor and Ranger Safety

conducting public safety programs. Where necessary, areas have been closed and alcohol banned. As part of our review, we will be taking a new look at visitor safety to see what additional measures can and should be taken to safeguard our visitors.

8. We realize the value of informing our visitors regarding the proper and safe use of project resources. Title 36 brochures are distributed to the public and are posted on project bulletin boards. District-specific regulations and safety messages are included in project welcome letters and brochures. As discussed earlier, rangers conduct many public safety programs on boating, water and personal safety. Our park rangers have done an excellent job in presenting these programs to a variety of groups as part of our interpretive and outreach program. Often, formal arrangements have been made with teachers and youth leaders to incorporate these subjects into their curriculums and activity plans. This action has been instrumental in reducing the number of fatalities per year by over 50 percent since 1971.

9. We recognize that crime is growing in this country and that some of this activity is spilling over into Federal recreation areas. This memorandum illustrates many of the proactive measures that we've taken since the mid-1970's to address this alarming trend. Our current program review and subsequent recommendations from the Visitor Assistance Oversight Committee will serve as the basis for making policy changes to the Visitor Assistance program.

Signed

Encl

STANLEY G. GENEGA
Major General, USA
Director of Civil Works

PROGRAM SUMMARY
Visitor Assistance Program
Natural Resources Management Branch

The Corps Natural Resources Management (NM) program consists of 1900 park managers and rangers, who accomplish the difficult task of managing almost 12 million acres of land and water, while handling over 400 million project visitors annually. Our rangers maintain positive public relations while going about the job of managing our nations lands and waters.

Today's visitor assistance program has undergone several program studies and reviews over the years that have resulted in high level policy decisions, all implemented with the primary objectives of providing vital visitor protection services, while minimizing personal risk to our park rangers. These decisions include:

1974--Corps visitor assistance study which led to cooperative law enforcement authorization in 1977 (an extremely successful program with a current 7 million annual investment with many local law enforcement agencies) and ultimately passage of legislation providing Title 18 protection for park rangers in 1983.

1977--GAO report on crime in Federal recreation areas which recommended a central law enforcement agency for all land management agencies - the Corps and other land management agencies did not consider this to be a valid solution and decided to continue with the cooperative law enforcement program and to make management and training improvements.

Park ranger safety and training are top priorities of the Visitor Assistance Program, ER 1130-2-420. This regulation has been updated several times since 1979 to reflect the changing conditions of the occupation. The regulation specifies required equipment, procedures, and training in conflict resolution, personal protection and situation evaluation and other areas critical to the safety of our rangers. The regulation also identifies many alternative management techniques, such as recreation area design modifications and use of entrance stations in non-fee areas, which have proven to be effective in establishing safer environments for both our project visitors and rangers. Historic problem areas have been transformed into safe family areas through the implementation of one or more of these management techniques. For example, the West Dam Recreation Area at Strom Thurmond Lake in Georgia was experiencing weekly drunken brawls, chainsaw fights and drug busts until the Resource Manager, in cooperation with the local law enforcement authorities, made some substantive but passive changes. They reduced the number of entrances to the area from

(summary cont.)

three to one and installed a manned entrance station. Positive results were realized almost immediately, with families returning to the area to picnic and use the beach.

Rangers receive comprehensive training through the 40-hour Visitor Assistance for Natural Resources Management PROSPECT course. This training is a prerequisite for obtaining citation authority to enforce 36 CFR Part 327. The authority of resource managers and park rangers is limited to the enforcement of rules and regulations as designated in 36 CFR and does not extend to the enforcement of State and local laws. Rangers are instructed on the limits of their authority; that they are not "cops" and should not, for any reason, approach a dangerous situation, including domestic disturbances, but instead will call for assistance from local law enforcement authorities. Students receive basic personal protection training in this course and we encourage divisions to provide additional training where warranted. Several divisions have provided excellent supplemental training courses in personal protection. We will continue to review, approve and promote this training within the framework of our visitor assistance program.

Additional training is available from the Visitor Assistance (Update) PROSPECT course, which provides an update on authority, policy, procedures and changes in the program and is available to park rangers and other NM personnel who manage and direct the visitor assistance program. Divisions also provide visitor assistance refresher courses to all personnel with citation authority. Our visitor assistance instructors meet annually to review student evaluations and other aspects of both visitor assistance courses. Instruction emphasis and policy changes have occurred as a result of these meetings.

Since the inception of the visitor assistance program in 1970, one park ranger has been killed in the line of duty. According to records, two Little Rock District rangers were on routine patrol in 1979 and, while driving between recreation areas, approached a sheriff's vehicle parked off project lands. The rangers were unaware that the sheriff had been overpowered by two escaped felons. Upon approaching the vehicle, the sheriff and one of the rangers were thrown inside the trunk of the sheriff's vehicle. The felons shot through the trunk, killing the sheriff and wounding the park ranger. The felons quickly grabbed the other ranger as hostage and left the crime scene. The ranger was later shot and killed by the felons. Witnesses to this tragic incident agree that anyone approaching the crime scene that day would have been in jeopardy.

Our safety record is far superior to the other land management agencies that have employed full commissioned law

(summary cont.)

enforcement rangers. Since 1983, when Corps rangers received protection under Title 18, over 4 billion people have visited our projects. During this period, thirteen Title 18 cases have been prosecuted with bodily contact (pushing and shoving) being the primary violation in the majority of the cases. Actual physical attacks to our park rangers are rare.

The above discussion details numerous decisions and program modifications which have occurred over the last 20 years to help keep pace with the changing conditions of the park ranger job. None of these decisions, however, have altered the basic premise that our rangers serve in a visitor assistance (not law enforcement) capacity.

We continually look for ways to improve our training, equipment and operation requirements and also continue to emphasize the implementation of alternative management techniques to minimize hazards to our rangers and project visitors. Where appropriate, we will continue to make further modifications and incorporate them into ER 1130-2-420 in full coordination with the Security and Law Enforcement Office and the Safety Office to maintain a safe working environment with a properly trained and resourced workforce.

Resource managers and rangers are employed as natural resource, recreation, environmental and public relations specialists and are not law enforcement officers. Their authority is limited to the administrative enforcement of rules and regulations published in 36 CFR Part 327. From this fundamental policy, we have developed a solid and very successful visitor assistance program. While we do not intend to change this basic policy, we will continue to monitor the program and, where necessary, implement additional guidance.

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DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY
CIVIL WORKS
108 ARMY PENTAGON
WASHINGTON DC 20310-0108

REPLY TO
ATTENTION OF

4 NOV 1994

MEMORANDUM FOR THE DIRECTOR OF CIVIL WORKS

SUBJECT: Visitor and Ranger Safety

I appreciated receiving your comprehensive response of September 12, 1994, to my memorandum on the above subject.

It is clear that these are issues that have been, and will continue to be, given much thought by you and your staff. I agree with your proposed plan and would appreciate receiving a schedule for items mentioned, including the independent review by the Corps Audit Office.

John H. Zirschky
Acting Assistant Secretary of the Army
(Civil Works)

DEPARTMENT OF THE ARMY
U.S. Army Corps of Engineers
WASHINGTON, D.C. 20314-1000

REPLY TO
ATTENTION OF:

CECW-ON

11 JAN 1995

MEMORANDUM FOR THE ACTING ASSISTANT SECRETARY OF THE ARMY (CIVIL WORKS)

SUBJECT: Visitor and Ranger Safety Program Review

1. As requested in your memorandum, dated 4 November 1994, I've enclosed our schedule* for the Visitor and Ranger Safety Program Review. We have initiated this effort by developing the Visitor/Ranger Safety Program Review Committee's charter and by coordinating actions with the U.S. Army Corps of Engineers Audit Office. The Audit Office will begin their independent review of the program on 18 January 1995, and will issue their final report on 1 May 1995.

2. Thank you for your positive comments and your interest and support of our program.

(SIGNED)

Encl

STANLEY G. GENEGA
Major General, USA
Director of Civil Works

* See Committee Charter for schedule

 SA406 2001

DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY
CIVIL WORKS
108 ARMY PENTAGON
WASHINGTON DC 20310-0108

REPLY TO
ATTENTION OF

20 JUN 1994

MEMORANDUM FOR THE DIRECTOR OF CIVIL WORKS

SUBJECT: Visitor and Ranger Safety

I have recently been contacted regarding the safety of park rangers at our reservoir projects and the need to modify Corps policies in this area. I understand the Corps believes that rangers should be trained to recognize and avoid dangerous situations. I agree, however, such a policy raises questions regarding the safety of the visiting public which is not so trained. I would like you to review these issues and provide your recommendations by August 30, 1994. Your review should include, but not be limited to, the following:

- The need for an accurate statistical data base upon which to make management decisions.

- The adequacy of ranger training regarding both ranger and visitor safety.

- The effectiveness of law enforcement contracts. If these are not as effective as desired, develop modifications to the program to insure visitors and rangers are protected.

- Communications and personal protection equipment provided to rangers.

- The desirability of using programs and training resources developed by other agencies.

I realize that resources are limited because of the many empowerment and related exercises. However, I believe this is a serious issue which needs further attention. Consequently, I would like your thoughts as to the desirability of a review by the Army Audit Agency or the Engineer Inspector General to identify specific problem areas.

John H. Zirschky
Acting Assistant Secretary of the Army
(Civil Works)

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R-82-1

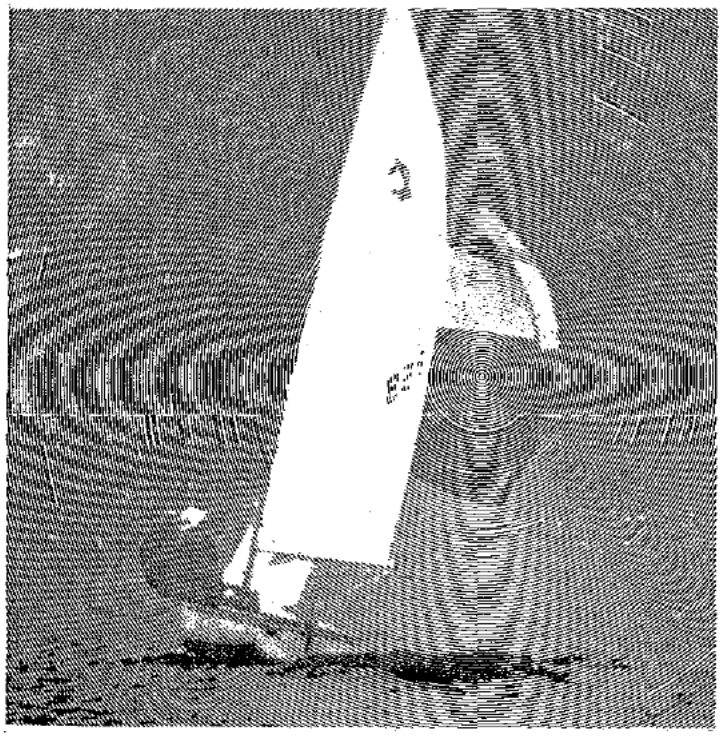
RECREATION RESEARCH PROGRAM

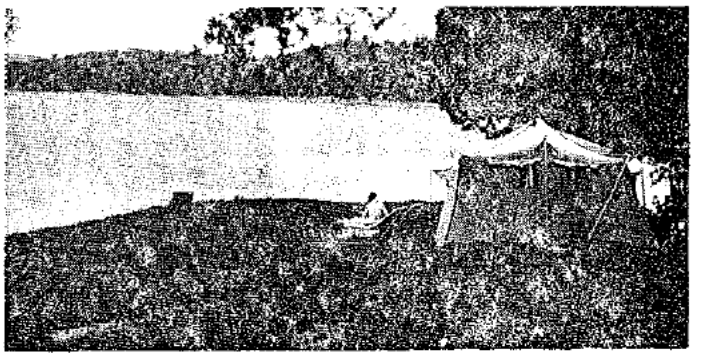
RRP

SUMMARY REPORT: VISITOR SAFETY AND SECURITY AT CORPS OF ENGINEERS PROJECTS

By R. Scott Jackson
Environmental Laboratory
U. S. Army Engineer Waterways Experiment Station
P. O. Box 631, Vicksburg, Miss. 39180

TECHNICAL REPORT R-82-1 OCTOBER 1982 FINAL REPORT





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This publication represents a summary of the "Visitor Safety and Security at Corps of Engineers Projects" Contractor's Report which was prepared by Gage-Babcock and Associates, Inc. Mr. R. Scott Jackson of WES was responsible for the preparation of this summary report. Report is available from National Technical Information Service, 5285 Port Royal Road, Springfield, Va. 22151.

19. KEY WORDS (Continue on reverse side if necessary and identify by block number)

Recreation	Safety
Recreational facilities	Security

20. ABSTRACT (Continue on reverse side if necessary and identify by block number)

Limitations on manpower and authority have required the Corps of Engineers to investigate alternative measures for providing a safe and secure environment for Corps project visitors. This report provides a summary of recommended planning, design, and management techniques that will provide increased visitor safety and security at Corps projects.

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PREFACE

This research effort was initiated during September 1979 under Contract No. DACW39-79-C-0080 between Gage-Babcock & Associates, Inc. (GBA), Vienna, Va., and the U. S. Army Engineer Waterways Experiment Station (WES), Vicksburg, Miss. The primary purpose of the study was to identify, evaluate, and develop alternative visitor security and safety techniques that did not rely on traditional law enforcement and physical security methods. Further, the techniques would not require exceptional levels of funding or additional personnel.

Four major products were generated from this research effort:

a. A Summary Report describing study procedures and major findings and recommendations.

b. A Handbook that provides detailed guidelines for planning, design, and management techniques.

c. A Slide-Tape Program that presents visitor security and safety issues and techniques.

d. A Report describing the effectiveness of selected visitor security techniques (to be produced at the completion of the demonstration phase of this project).

The study reported herein comprises the Summary Report (a above) and was written by Mr. R. Scott Jackson, Environmental Laboratory (EL), WES. This report was summarized from a report prepared by GBA. Primary authors of the GBA report were Messrs. John J. Strauchs and Stephen S. Brown. Other GBA personnel who participated in the study were Messrs. Bert M. Cohn and Frederick C. Bradley.

During conduct of this study, Mr. William J. Hansen was Chief, Resource Analysis Group, EL, WES. Dr. Adolph J. Anderson was Manager of the Recreation Research Program. The study was supervised by Dr. Conrad J. Kirby, Chief, Environmental Resources Division, EL, and Dr. John Harrison, Chief, EL.

Commanders and Directors of WES during this study were COL John L. Cannon, CE, COL Nelson P. Conover, CE, and COL Tilford C. Creel, CE. Technical Director was Mr. F. R. Brown.

This report should be cited as follows:

Jackson, R. S. 1982. "Summary Report: Visitor Safety and Security at Corps of Engineers Projects," Technical Report R-82-1, prepared by the U. S. Army Engineer Waterways Experiment Station, CE, Vicksburg, Miss., and Gage-Babcock & Associates, Inc., Vienna, Va.

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CONCLUSIONS AND RECOMMENDATIONS

The primary objective of the research effort reported herein was to evaluate, identify, and develop alternative visitor safety and security techniques which did not rely on traditional law enforcement and physical security methods. Further, the techniques should not require an exceptional allocation of funding or additional personnel. Conclusions and recommendations of the study are summarized below.

Corps-Wide Policies and Issues

Conclusions

- The Corps has never received a clear mandate for enforcing laws associated with the protection of visitors or visitors' property. Were the Corps to be given some form of broad statutory authority to enforce laws, it is unlikely that it could achieve the necessary levels of staffing and attendant funding, unless the funding were simultaneously authorized by Congress. At present, funding is unlikely.

- The prospect of the Corps divesting itself of much of its public recreation responsibilities is highly improbable; local government and other agencies are unlikely to accept the responsibility and the commensurate costs.

- The Corps presently lacks the funds, authority, and personnel to meet minimal visitor protection requirements. Many Corps recreational areas are deteriorating. Design and management changes alone are unlikely to meet visitor protection shortcomings; they would merely make other measures more efficient.

Recommendations

- The Corps should begin to formulate several alternatives for visitor protection and not rely on any single strategy.

- The Corps should try to reestablish its authority to meet new recreation area construction requirements. At the very minimum,

this authority must include provisions for improving visitor overflow areas.

- Without additional funding and authority, the Corps' only viable alternative is to close some recreation areas in order to meet minimal visitor protection requirements at popular recreation areas.

Crime Incident Reporting

Conclusions

- Evidence indicates that the Corps does not experience a significant rate of serious crime; however, the frequency of lesser crimes creates a major problem in the management and administration of resource areas on the basis of existing levels of staffing and funding.

- The majority of crimes that occur on Corps projects are either never reported or are not recorded in a retrievable manner. Incident reporting is incomplete, inaccurate, and random; the Corps, in general, receives a distorted view of the actual crime picture.

Recommendation

- An aggressive formal management program should be initiated to ensure crime incident data are collected, reported, and analyzed in a manner that supports and identifies present and future visitor protection requirements and shows how visitor protection resources may be most effectively utilized.

Management Recommendations

- Effective and reliable reporting, record keeping, and cost-accounting practices should be established.

- An effective public information program is needed.

- Corps rangers should be visible and accessible, especially during periods when incident rates are high, which includes weekends and late evening hours.

- A means for visitors to communicate with sources of assistance during emergencies should be provided.

- The anonymity, or sense of anonymity, of visitors should be limited.

Design and Planning Recommendations

- Layouts that create confrontations between conflicting recreational goals should be avoided.

- Access and movement should be controlled by minimizing entry points, limiting free circulation, and maximizing retreat distances for criminals.

- Intervisibility, the sense of a community, as well as a personal sense of territory (psychological demarcation) should be emphasized in all unit and park designs.

- Designs, materials, and dimensions should be standardized.

- Vandal- and breakage-resistant designs should be used.

Title 36 Recommendation

- As the primary intent of the Title 36 focuses on the protection of government property, the Corps should consider broadening the scope of its regulatory authority to include a wider range of visitor protection issues.

Visitor Perceptions Conclusions

- Seventeen percent of the respondents to a survey of visitors to Sumerville Lake, Texas, indicated they had personal knowledge of crime(s).

- More than one half of the incidents identified by visitors occurred in day-use, nonfee areas.

- Only 22 percent of visitors knew that Corps rangers do not have the same authority as police officers. Eighty-nine percent indicated that they felt more comfortable when there was an occasional appearance of a uniformed ranger. However, 51 percent stated that they had not seen a uniformed ranger during their stay, the average length of stay being 3.3 days.

Contract Law Enforcement Conclusions

- The Corps' contract law enforcement program is extremely fragile in terms of funding. Because of past ill will, it is likely that some local enforcement agencies will not accept a contract without substantive guarantees of stability. Corps-wide planning and standard costing formulas and contracting procedures should be developed as soon as possible.

- There was no indication that crime-related criteria dictated decisionmaking as to which projects entered into law enforcement contracts and which did not. No uniformity in selection criteria between Corps Districts was apparent. The lack of Corps-wide planning contributed to very uneven, and perhaps wasteful, costing for contract services.

- Significant variance was noted in costing and financing law enforcement contract services.

- Some contingency planning must be initiated in the event that funding is cut off in some future year.

Crime Prevention Techniques

- The following are the most useful and essential crime prevention techniques currently practiced:

Technique	Comment
Charge fees	Consistent with legal and policy constraints, charge the maximum fee at as many (ideally, all) parks as practical.
Have employee resident custodians/caretakers	Situate the residence/booth at locations where they can provide supervision and surveillance over as many use areas as possible.
Prohibit public display and consumption of alcoholic beverages	Get the cooperation of local government to prohibit the public display and consumption of alcoholic beverages.
Use contract law enforcement	Initiate law enforcement contracts whenever possible. Provide intensive initial orientation with provider agency to ensure familiarity with Corps procedures and regulations. Maintain rigorous reporting requirements on incidents and contractor activities.

SUMMARY REPORT: VISITOR SAFETY AND SECURITY AT CORPS OF ENGINEERS PROJECTS

PART I: STUDY TASKS

Problem Statement

1. For more than 30 years, the U. S. Army Corps of Engineers has participated in the nationwide development of public, water-based recreational facilities at Corps reservoirs. As its involvement in providing recreational facilities has grown, so too has the problem of crime at these areas. The growth of public visitation has been dramatic; currently, the Corps records one of the largest recreation programs of any Federal agency. In 1980, more than 450 million recreation days were recorded at Corps sites. Congestion at some recreation areas and lack of both funds and authority to open new sites have hampered efforts to manage these areas and to control the resulting increase in incidents.

2. Corps of Engineers rangers and managers have had to cope with many substantial obstacles in meeting visitor safety and security requirements. Research on crime problems still lags far behind the problem itself. Moreover, the Corps has been compelled to manage crime problems with the same, or fewer, resources than it had before these problems came to the attention of the nation and its legislators. Contract law enforcement has alleviated some of the problems related to authority, but budgetary and legislative constraints have also limited the effectiveness of this technique. There have been lapses in the continuity of the contract law enforcement program. For example, in 1980, Congress failed to pass legislation to authorize contract law enforcement; consequently, there was no contract law enforcement during the 1980 summer season.

3. Another significant problem that contributes to crime at recreational areas is that many of the facilities were built at a time when either crime was not significant or crime awareness was too limited for the problem to be recognized. It is evident that many crime problems,

especially vandalism, are aggravated at these older sites by poor layout and design.

4. The ideal of "maximum visitor freedom" has not diminished, but the Corps has recognized the need to develop alternative approaches to traditional law enforcement and security practices, techniques, and policies. This realization led directly to the authorization for this report.

5. In summary, the Corps was interested in seeking techniques for visitor safety and security that:

a. Did not require additional resources.

b. Did not require additional law enforcement authority for Corps personnel.

c. Did not require undue restrictions of individual freedoms of visitors.

d. Did not rely primarily on traditional law enforcement.

Study Objectives

6. The primary goal of this research effort was to identify and evaluate existing alternatives to traditional law enforcement by Corps personnel and physical security techniques. The intermediate objectives to be accomplished in attaining the primary goal are summarized below:

a. Identify the nature and scope of the visitor safety and security problems at Corps water resource development projects.

b. Identify and evaluate planning, design, and management techniques that may be applied in the resolution of visitor safety and security problems.

c. Develop implementation criteria and procedures for selected visitor safety and security techniques.

d. Determine the effects of other related factors on present and proposed visitor safety and security practices.

e. Based on study efforts, identify one Corps project suitable for the demonstration and monitoring of selected visitor safety and security techniques.

7. It was determined early in the study that a meaningful crime incident data base could not be established. Events were often not recorded in Corps records or by local law enforcement agencies. What was

available was collected and analyzed, and certain trends and general observations were made.

Research Methodology

Study site selection

8. The criteria used to select the six study sites, which would be surveyed for this research effort, included: past incident reports, citations issued, arrests and convictions, type of existing law enforcement programs, geographic distribution among Corps Divisions, physical size, demographic factors, and available facilities. Based on these criteria, the following sites were selected (see Figure 1):

1. West Point Lake, Georgia (Mobile District, South Atlantic Division)
2. Somerville Lake, Texas (Fort Worth District, Southwestern Division)
3. New Hogan Lake, California (Sacramento District, South Pacific Division)
4. Nolin Lake, Kentucky (Louisville District, Ohio River Division)
5. Milford Lake, Kansas (Kansas City District, Missouri River Division)
6. Saylorville Lake, Iowa (Rock Island District, North Central Division)

Interviews and record reviews

9. In an effort to obtain information on visitor safety, security incidents, and vandalism, the following records were reviewed at the six study sites: ranger duty logs, incident reports, maintenance records, and contract law enforcement activity reports.

10. Interviews were conducted with project resource management staff and local law enforcement officials to determine more detailed information on major incidents.

11. Based on this review, a descriptive profile was developed for each incident that identifies potential contributing factors, including the following: location, terrain characteristics, vegetation type,

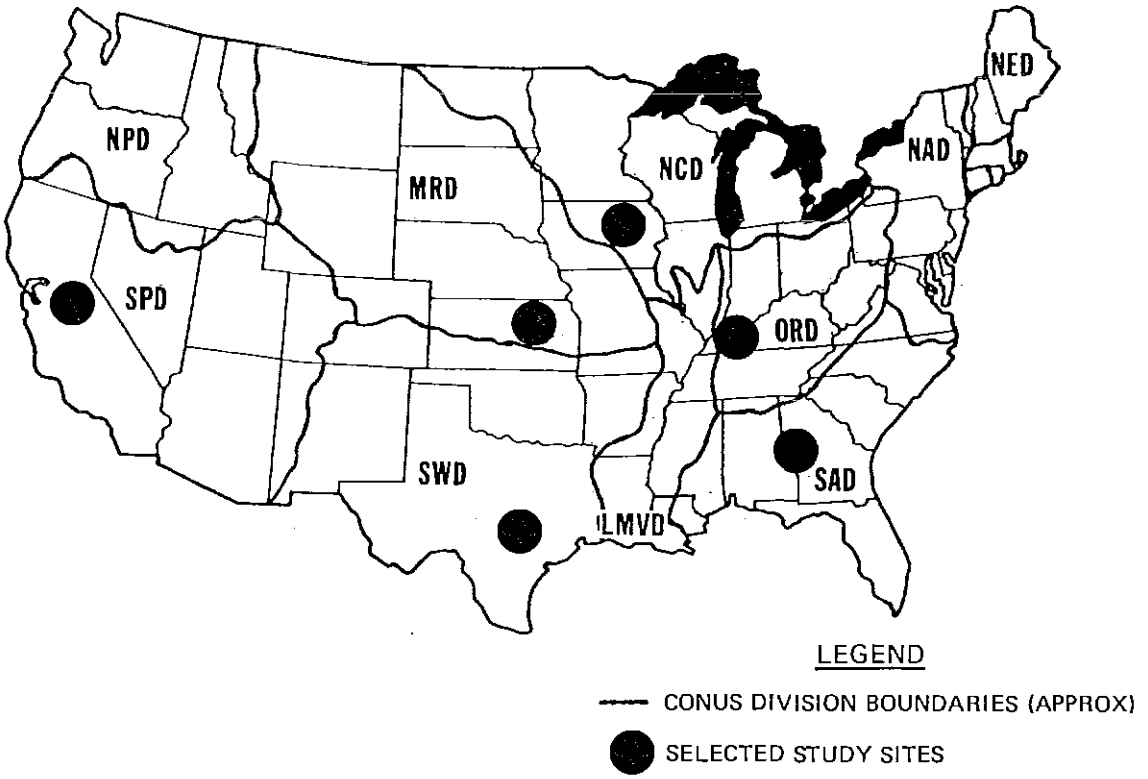

Figure 1. Location of study sites

condition of facilities, proximity to roads, type of activity area, and site layout.

Site investigation

12. Site investigations were conducted at selected locations on each study site to further identify physical factors that contribute to safety and security problems. Both areas with a history of low incident rates and "trouble spots" were inspected. Through these investigations, previously identified factors that contribute to incidents were verified.

13. Because of the critical need for this type of information, a very limited survey of visitors was conducted at Somerville Lake, Texas. Six hundred and twenty-nine interviews were conducted at the Lake from May through August 1980. The results of this survey are summarized in the next part of this report.

Crime and Incident Data Base Development

14. A persistent problem the Corps has been unable to cope with is the assessment of the level of crime at Corps water resource projects. To date, reliable crime and incident data bases are not available within the Corps of Engineers system. This conclusion was reported in the 1974 PRC report* and is still true today.

15. While data limitation ultimately precluded the development of a reliable data base for this study, certain measures were taken to attempt to develop a data base for one facility. It was hoped that a complete crime and incident record could be developed for Somerville Lake, Texas, the study's demonstration site. The resulting patterns and statistics could then be interpreted for an indication of potential levels of crime in other parts of the country. This expectation was not realized. A meaningful data base could not be developed at Somerville Lake--records were too incomplete.

16. Two field surveys were conducted at Somerville Lake. On each occasion, interviews were conducted with Corps personnel, local law enforcement officers, visitors, and State officials. Records maintained at the Corps project office were reviewed. When criminal events were identified, the location was plotted on maps and all details were recorded.

17. Although local sheriffs and police chiefs had indicated that they would try to set aside records on incidents at the Lake, shortages in personnel and informal record keeping systems prevented their full cooperation.

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* PRC Public Management Services, Inc. 1974. "A Study of the Law Enforcement Needs and Means of Providing Visitor Protection at Corps of Engineer Lakes," prepared for U. S. Army Corps of Engineers.

PART II: VISITOR PERCEPTION SURVEY

Objectives

18. From May through August 1980, 629 interviews were conducted with visitors at Somerville Lake. The purposes of the survey were to: (a) identify unreported incidents, (b) determine the effect of safety and security considerations on visitor use patterns, (c) identify visitor attitudes and perceptions relating to various visitor security issues, and (d) identify baseline conditions at several recreation areas on the project.

Procedure

19. Visitors were interviewed at all five Corps-managed recreation areas and two Texas State parks located on the project. A two-page questionnaire was administered to a randomly selected individual from each user group. Each recreation area was sampled during randomly selected time periods. An attempt was made to sample all user groups on the recreation area during that time period.

20. In addition, detailed information was collected and analyzed for each incident reported at Lake Somerville during the survey period.

Findings

21. The following paragraphs summarize the most important findings of the visitor survey.

Site selection factors

22. About 80 percent of the visitors indicated that access to the lake was their most important reason for selecting a site. Secondary reasons (some respondents cited more than one reason) were:

Reason	Percent of Respondents
Shade	56
Scenery or view	42
Privacy	29
Convenience to restrooms	28
Personal safety and security	27
Security of possessions	18

Perceptions of crime

23. About 78 percent of respondents, a significant majority, did not perceive crime to be a problem at Lake Somerville; only 22 percent thought that it was a problem. Of those who believed that crime was a problem, the specific crimes they identified were (several respondents identified more than one type of crime):

Problem	Percent of Respondents
Disturbing the peace	51
Theft	13
Vandalism	13
Sexual indecency	7
Sexual assault	3.5
Littering	3.5
"Hold-up"	1
Assault	1
Other	7

Experience as a crime victim

24. About 83 percent of persons interviewed indicated that they had never personally experienced crime at Lake Somerville. Of the 17 percent who indicated some experience (directly or indirectly), the responses were as follows:

Crime	Frequency	Percent
Disturbing the peace (misdemeanor)	79	68
Theft	12	10
Sexual indecency	11	9
Vandalism	8	7
Assault	3	2.5
Sexual assault	3	2.5
Hold-up	1	1
TOTAL	117	100

25. More than one half of the incidents reported occurred at day-use, nonfee recreational areas. The relative rankings are also of interest. It must be recognized that, because of the low numbers of incidents reported, misleading responses could bias the absolute percentages.

Perceptions of site security

26. The survey identified 15 different types of site locations, such as distance from lakeshore, nearness to roads, density of vegetation, degrees of being hidden, and location on road loops. Visitors were asked to rate each location as to their perception of the site being safe, ranking from very safe to very unsafe. A rank ordering (safest site first) of the four locations perceived to be the safest is given below:

a. A site near the lakeshore.

b. A site with other campsites partly or wholly visible from your site.

c. A site with only a few trees or bushes between your site and other sites.

d. A site on top of a hill.

27. The rank ordering of the sites perceived to be the least safe is as follows:

a. A site hidden away from other sites; a site with deep woods to the rear.

b. A site with a second road to the rear; a site near the road.

c. A site that has other campsites hidden from view.

28. In comparing pairs of variables, a very strong relationship was identified between the sex of the visitor and the perceptions of safety. A far greater percentage of female respondents felt that a site hidden from view was unsafe. Other conclusions that can be drawn include that secure sites are characterized by intervisibility in all instances. Unsafe sites tend to be perceived as those that are secluded or hidden, or very close to points of either overt or covert access.

Unreported crime

29. Of the 17 percent of the visitors who indicated they had personal experience with crime at Somerville Lake, only 33 percent indicated that they had reported the incident. To put this in its proper perspective, however, of the 67 percent of the crime incidents that were not reported, about 68 percent of the unreported incidents were "disturbing the peace."

Areas avoided by visitors

30. When asked whether there were any parks or recreation areas that they would avoid at Somerville Lake because of crime or rowdy behavior, only 12 percent of the visitors surveyed indicated that there were such areas. Of the 12 percent who indicated areas they would avoid, approximately 90 percent of the areas specifically identified were day-use, nonfee Corps-managed recreation areas.

Comparisons between Corps and State areas

31. About 28 percent of the respondents indicated that Texas State parks were either more safe or much more safe than Corps recreation areas. Sixty percent of the respondents had no opinion. Approximately 11 percent thought that State parks were either more unsafe or much more unsafe. When respondents that thought the State parks were more safe were asked for specific reasons, about 39 percent of the visitors indicated that they believed that State parks were better patrolled. Eleven percent stated that State parks were safer because there was more control.

Corps ranger authority

32. Visitors were surveyed as to whether they thought that Corps of Engineers rangers had the same authority as a police officer, namely whether a ranger could arrest people who break the law. About 42 percent of the respondents indicated that they believed that rangers did have the same authority; 36 percent were uncertain. Only 22 percent of the visitors thought that the ranger did not have the same authority. Thus, about 78 percent of all respondents either incorrectly thought that rangers had the same authority, or were not certain. It may be significant that at nonfee, day-use areas, where rates of incidents are very much higher than in overnight, fee areas, visitors were significantly more correct in their perceptions of a ranger's authority.

Visibility of rangers or police

33. About 67 percent of the visitors stayed more than 1 day at the recreational areas. On the basis of the survey, the mean length of stay was 3.3 days, the median stay was 2.1 days. Keeping these figures in mind, about 47 percent of the respondents indicated that they had seen either a uniformed ranger or a law enforcement officer during their stay. Approximately 2 percent were not certain. Fifty-one percent stated they had not seen a uniformed ranger or law enforcement officer during their stay.

Perceptions of security
resulting by presence of authority

34. Visitors were queried whether the occasional appearance of a uniformed ranger or law enforcement officer made them feel more safe and secure or less safe and secure in parks and recreational areas. About 89 percent of the respondents indicated that they felt either much more safe or more safe. Approximately 3 percent stated that they either felt more unsafe or much more unsafe. Eight percent had no opinion. It may be possible to interpret the 3 percent response as a "protest vote" against the presence of authority figures.

Effect of authority on
the recreational experience

35. The survey asked visitors if the occasional appearance of a

uniformed ranger or law enforcement officer made them feel uncomfortable or uneasy. Approximately 72 percent indicated that they felt either more comfortable or somewhat more comfortable. About 25 percent stated that they felt more uncomfortable or somewhat more uncomfortable. Only 4 percent had no opinion.*

Familiarity with rules

36. Eighty-one percent of the respondents indicated they were familiar with rules and regulations. About 13 percent were not familiar, and 6 percent were undecided.

Rule enforcement

37. When asked the general question of whether rules and regulations should be more or less strictly enforced at Corps of Engineers recreational areas, 30 percent indicated that rules should be more strictly enforced. About 62 percent thought that enforcement should remain unchanged. Only 2 percent believed that rules should be less strictly enforced, and 6 percent had no opinion.

38. Visitors were then asked about the enforcement of specific rules; the option of "remain the same" was not given. The following responses were given:

	Percent		
Rules	More	Less	No Opinion
Vehicles confined to designated roads only	61	15	24
Camping in designated areas only	54	20	27
No loose pets	52	22	26
Fires in barbeque grills only	42	34	24

39. The final question of the survey asked visitors who they would attempt to contact first in the event that they needed emergency assistance as a result of an accident or crime problem. The following responses were given:

* Due to rounding, some totals do not equal 100 percent.

First Contact	Percent of Respondents
Park ranger or manager	30
Gate attendant	30
Fellow camper	27
Sheriff or police	9
Other	4

Lake Somerville Incident Analysis

40. As previously described, existing incident records at the six study sites were inadequate to perform the required analysis. For this reason, a special effort was made to develop a detailed data base for incidents reported at Lake Somerville.

41. The incidents analyzed within the remainder of this section were collected from special incident reports that were prepared by the Lake Somerville ranger staff. The reports were collected from May 1980 through August 1980. In all, approximately 100 incidents were reported.

Types of reported incidents

42. The incident analysis revealed that not all reported incidents were criminal in nature. In fact, true criminal incidents represented only approximately one fourth (26 percent) of all reported incidents. A categorical description of reported incidents follows:

a. Traffic. This category consists of all incidents where motor vehicles are involved (except off-road areas), e.g., accidents, speeding, abandoned vehicles, parking, etc.

b. Criminal. The criminal category includes all traditional crime types with the exception of what might be termed as a "domestic disturbance" in an urban police setting. If a situation was reported as a loud or noisy party but confined within one campsite or related campsites of family or friends, the incident was categorized as a disturbance. If, however, any threatening action was reported, either verbal or physical, then the incident was recorded as a crime under assault or threat.

c. Disturbance. For purposes of this analysis, disturbance is classified as noncriminal per the definition in b above.

d. Safety/conservation. This category defines incidents related to the general health and welfare of park visitors or the environment. The category includes such incidents as water-related safety or boating incidents, failure to leash animals, and unauthorized use of off-road vehicles.

e. Other. The "other" category accounts for such incidents as lost or found property or general information reports.

Distribution of total incidents by type

43. Figure 2 provides a graphic representation of the distribution of the five categories described above.

44. As can be observed, traffic incidents are the highest in frequency of occurrence (31 percent), followed by criminal (26 percent), safety/conservation (25 percent), disturbance (14 percent), and other (4 percent). Figure 3 charts the time of day distribution for all categories of incidents. It is not surprising that 74 percent of all incidents occur between the hours of noon and midnight. Figure 4 charts the day of the week distribution of all categories of incidents. As with the time of day, the day of week pattern of occurrence is predictable. As shown, 70 percent of all incidents occur between Friday and Sunday.

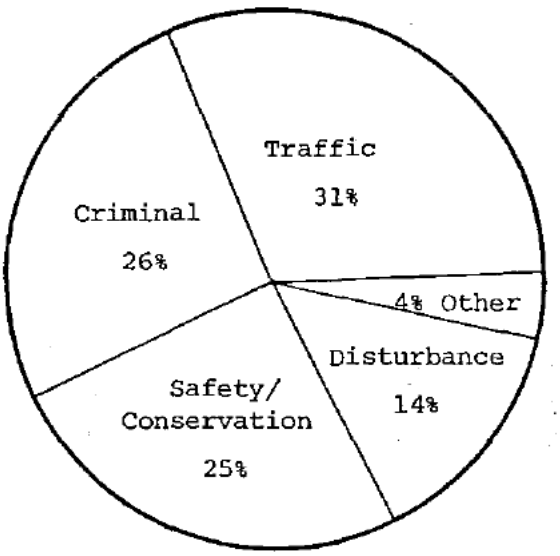

Figure 2. Distribution of total incidents by type

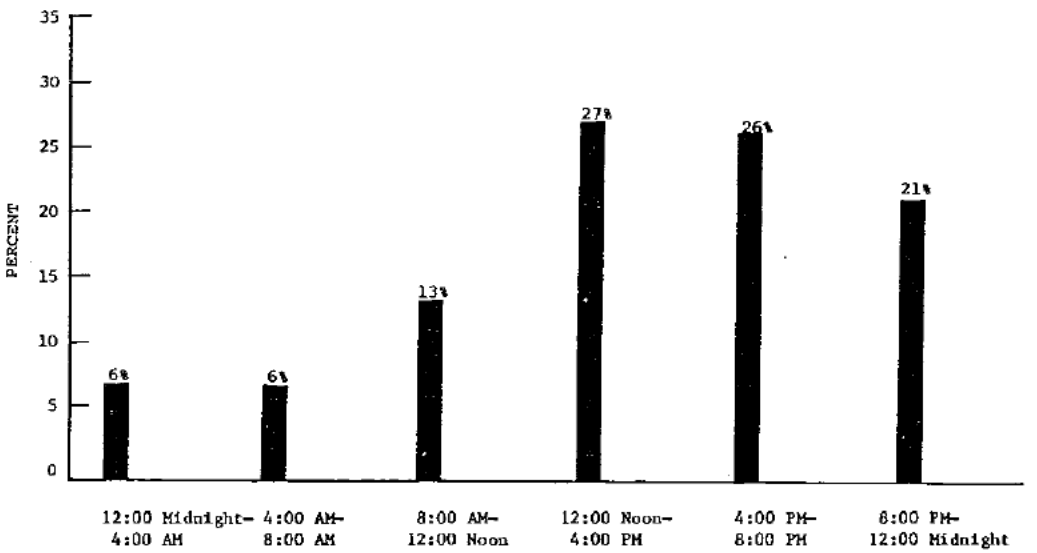

Figure 3. Time of day distribution of total incidents; N = 95

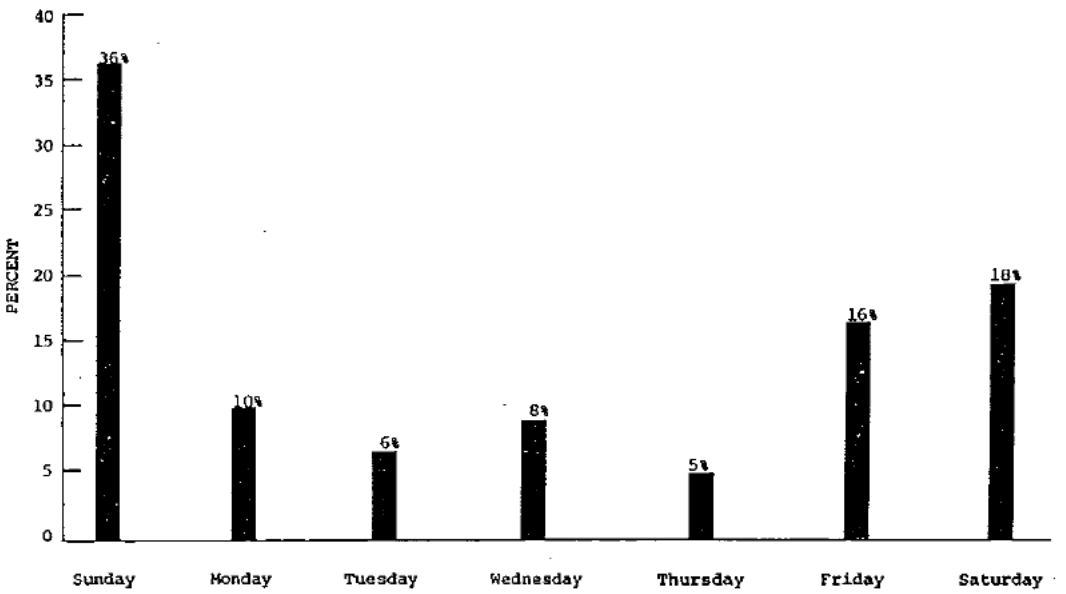

Figure 4. Day of week distribution of total incidents; N = 99

PART III: RECOMMENDATIONS/GUIDELINES

45. The purpose of this section is to review planning and management recommendations related to visitor security and safety. These guidelines and recommendations were developed from numerous site surveys, interviews, reviews of incident reports, and research conducted over a period of over 2 years. While some topics and recommendations are thoroughly reviewed in this section, some planning design and management techniques have only been listed. A more complete description of these techniques is provided in the "Visitor Safety Handbook."*

Incident Reporting System

46. The basic requirement for analysis is data or information. Currently, the Corps must rely upon the "Offense/Incident Report" (Engineer Form 4337) as the primary vehicle of information conveyance. Unfortunately, the present report format does not readily lend itself to the wide range of data elements that should be considered in the formulation of a comprehensive crime/incident data base. There is also little uniformity between the various projects and Districts as to the manner in which the report is completed.

47. The only value of any record or information system lies in its utility in the decisionmaking and planning process. The information developed from incident analysis supports the decisionmaking or planning process in two ways, tactically and strategically. Tactical decisions are action oriented and are made close to the lower levels of decisionmaking, i.e., the project or, sometimes, the District level. Strategic decisions are policy oriented and are made at the Division level or higher.

48. In order to enrich the quality of data, the Corps should

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* "Visitor Safety Handbook," Instruction Report R-82-1, prepared by Roy Mann Associates, Inc., and Gage-Babcock & Associates, Inc., for the U. S. Army Engineer Waterways Experiment Station, CE, Vicksburg, Miss.

consider the revision of the incident reporting format. While it is beyond the scope of the current effort to conduct a forms design review, there are certain basic and universal factors that should be included in the incident report form. These factors are outlined below. While considering the factors listed in the tabulation, it is recommended that they be used in conjunction with a "forced-choice" report format. A forced-choice report form is designed to provide for systematic recording of specific data elements according to a series of choices arranged in appropriate categories. Forced-choice incident reports are particularly useful for analysis because they allow for systematic categorization of essential elements. In addition, the form can be structured in such a manner that the person completing the report is guided through the report preparation--he is forced to deal with defined issues needed for analysis and, hence, the planning process. Additionally, the forced-choice report is an ideal instrument for computerization.

Factor	Data Elements
Incident or crime type	Vehicle accident/incident
	Water-related accident/incident
	Public safety incident, conservation
	Crime type: Robbery, larceny-theft, vandalism, rape, assault, murder, etc.
Geographical	Exact location where incident occurred: camping area, campsite number, highway number, direction, closest intersection, etc.
Chronological	Specific time of incident occurrence or, if not possible, blocked time frame, i.e., between the hours of such and such (day or night), day of week, week of year, month of year
Victim or target	Victim person = sex, age, race, etc. Victim knowledge of suspect
Suspect	Name, age, height, race, weight, clothing worn, unusual characteristics

(Continued)

Factor	Data Elements
Property loss	Type of property, make, brand, serial number, model, purpose of property, cost of lost or damaged property
Vehicles/boats	License number, make, model, year, color, type and extent of damage or value if lost

Contract Law Enforcement

49. While the perceptions of both groups involved in contract law enforcement--the Corps and local law enforcement--are generally favorable to the Corps' visitor safety and security program, examination by the project staff revealed a number of shortcomings. The following staff comments are based upon interviews with more than 100 Corps personnel, more than 60 law enforcement agency personnel, and detailed examination of Corps documentation dealing with contract law enforcement at all levels--from the Office, Chief of Engineers (OCE), down to the project.

a. The concept of contract law enforcement is highly desirable for the Corps as an integral part of a comprehensive visitor safety and security program.

b. Significant variance was noted in costing and financing law enforcement contract services. The lack of a standard formula for pricing is yet another example of inadequate planning by and training of Corps personnel involved in law enforcement contracting.

c. The rationale for site selection of the 435 law enforcement contracts entered into in 1978-79 is unclear. No uniformity in selection criteria between Corps Districts was apparent. In addition, there was no indication that crime-related criteria dictated decisionmaking as to which projects entered into law enforcement contracts and which did not. Corps-wide planning or feasibility studies were not conducted to select only those sites where contract law enforcement was projected to be most needed or where the crime problem was highest. Hence, the project staff felt that the contract experience of 1978-79 was significantly diluted in its crime control impact because of lack of application of sound criteria for selecting projects.

d. Further, this apparant lack of Corps-wide planning contributed to uneven, and perhaps wasteful, costing for contract services; to poor resource allocation of contract law enforcement officers; and to lack of evaluating alternatives to securing greater law enforcement coverage rather than contracting.

e. The restriction of contract periods to a maximum of 120 days was arbitrary, impractical, and often counterproductive. Peak visitation periods vary significantly among Corps projects and sometimes do not coincide with crime incident patterns. Further, law enforcement agencies have great difficulty in dedicating a trained and equipped officer and police vehicle to a 90- or 120-day contract.

Project staff recommend that:

a. The Corps immediately conduct a Corps-wide planning/feasibility study to determine (based upon the financial resources available to the Corps) which projects are most in need of contracting. To accomplish this, criteria should be established by which all 450-plus projects will be assessed; not only should the criteria include coverage of Corps recreation areas, but also Civil Works facilities such as powerhouses, navigation locks, project offices, warehouses, and maintenance buildings.

b. Flexibility in the duration of the contract period be added. As indicated above, the past 120-day limit is unrealistic. The contract period should be based upon the unique needs of projects.

c. Corps personnel who are to be involved in contract law enforcement programs obtain intensive training (perhaps 2 to 4 days) in law enforcement contracting. Trainees should include appropriate OCE staff as well as involved Corps personnel in each Division and District (including project personnel at sites where contracting has been determined to be feasible). Instructional staff should include law enforcement officials, police consultants and planners, and selected Corps staff (policy, legal, contracts, etc.).

d. At those projects needing to contract law enforcement, the provider government (usually a county) may consider enacting an ordinance closely paralleling the provisions of Title 36 so that their law enforcement personnel can cite violators under local ordinance in any park area of their jurisdiction. Hence, between the rangers' authority to enforce Title 36 and the contract law enforcement officer's authority to enforce similar provisions (vehicles, vessels, camping, fire and

animal control, etc.) under local law, more effective order, maintenance, and enforcement levels will be achieved.

Project Management

50. The following tabulation lists project management guidelines that promote visitor security and safety.

	Guideline
Administration	Make certain that reports and record keeping provide all vital information needed for analysis and decisionmaking.
	Anticipate problems before they occur or before they become serious and epidemic.
	Be innovative and encourage it in others.
	Maintain accurate cost-accounting practices.
Foresight	Manage visitors' perceptions and motivations.
	Foresee where friction is likely to develop between visitors.
	Acknowledge legitimate needs and accomodate them whenever possible and practical.
	Be predictable.
	Ensure that all visitors know that Corps rangers are not law enforcement officers.
Interface	Make Corps personnel and visitors mutually accessible.
	Provide that Corps rangers be constantly visible.
	Continuously plan and manage the allocation of safety and security resources.
	Provide communications, e.g., public telephones at recreation areas, radio communication at contact stations.
Control	Control undesirable persons.
	Prohibit the public consumption of alcohol.
	Limit the anonymity of visitors.
Liaison	Implement contract law enforcement.
	Establish a formal liaison program.

Planning and Design

51. The following tabulation lists planning and design guidelines that promote visitor security and safety.

	Guideline
Layout and planning	Avoid designs that foster anonymity.
	Minimize the potential for overcrowding.
	Avoid layouts that create confrontations between conflicting recreational goals.
	Encourage designs that promote a sense of community.
	Force a definition of purpose in designs and layouts.
	Include features that encourage attendance by nuclear families.
Access and movement control	Minimize entry/exit points.
	Control movement.
	Maximize retreat distances.
Park and unit design	Minimize the opportunities for stealth and concealment.
	Encourage convenience.
	Emphasize visibility.
	Enhance a sense of personal territory.
	Create a positive atmosphere.
	Use natural designs.
	Foster perceptions of security and the presence of authority.
	Design special protection features for night hours.
Facilities and furnishings	Standardize designs, materials, and dimensions.
	Minimize the "frustration factor" in designs.
	Avoid dual-purpose designs.
	Use vandal- and breakage-resistant designs.

(Continued)

	Guideline
Facilities and furnishings (continued)	Avoid designs that may motivate theft and vandalism. Consider ease of maintenance and repair in designs.

Research and Development

52. The first detailed study of the status of visitor protection at Corps water resource development project was authorized by Congress in 1974. Since that time, the Corps has actively pursued the development of basic visitor protection research data and has directed the formulation and implementation of a positive visitor safety and security program. While the Corps' efforts in this area represent a quantum step forward in terms of problem recognition, most of the study efforts conducted to date continue to suffer from a lack of empirical data to support major conclusions. As an example, serious crime is not thought to be a serious problem at water resource projects; however, from a Corps-wide standpoint, it is difficult to substantiate this contention. Similarly, while there is a tendency to downplay less serious incidents, the aggregate effects of petty crime appear to be significant. Again, however, there are insufficient data from which to quantify the problem and formulate an effective response.

53. If future planning efforts are to be based on realistic, practical, and attainable goals, it is necessary that the existing Corps-wide crime/incident data base be expanded in scope. This will entail the development of structured collection and analysis techniques that are compatible with existing recreation and resource management practices. Presented below are specific recommendations intended to delineate the level of involvement the Corps should seek in developing a comprehensive data collection and analysis program:

a. Redesign incident report forms and data-collection instruments to require a minimum amount of onsite completion time and administrative processing. A multicarboned checklist-styled format similar to those used by State highway patrol and police agencies would appear suitable for this application.

b. Establish a schedule (by priority) of data-collection requirements. Too frequently, project personnel are inclined to collect information that is most readily available.

c. Require all projects to periodically (not less than once a month) initiate contact with the records department of local law enforcement agencies to ascertain the type and number of incidents reported outside of Corps channels.

d. Concurrently, require Districts to conduct periodic courtesy visits on local law enforcement agencies that service Corps facilities to ensure projects have established and are maintaining adequate levels of coordination.

e. Establish a central repository of recreation area crime/incident data at OCE that can be used to conduct statistical analyses on a Corps-wide basis. Much of the present reporting appears to "deaded" at District and Division level with little or no analyses being performed.

Demonstration Test Sites

54. As many of the visitor/resource protection techniques and concepts which have emerged from this study are relatively new (or at least new in terms of their application in the park and recreation environment), the Corps should initiate a program by which techniques can be applied, monitored, and evaluated. In the original scope of work, a demonstration site was anticipated as a part of this research effort. In the process of identifying a site suitable for evaluation, it became evident that there is no single Corps project representative of all others. While most Corps projects can be profiled by size, facilities, and use, there are invariably unique factors (either internal to the project or external to the region) that tend to individualize a project.

55. In evaluating specific visitor protection techniques, it is important to consider all the factors that influence utility and effectiveness. It is, therefore, a conclusion of this study that the use of a single demonstration site presents a wide variety of biases that in the absence of "evaluation controls" will adversely influence test results. It is for this reason that the Corps is encouraged to extend its demonstration site program to include a minimum of three projects

geographically distributed across the country. The program should further include control sites with similar site characteristics and recreational composition from which to conduct comparative analyses.

56. Selected demonstration site projects should be provided with adequate resources (exclusive of operation and maintenance considerations) in order to ensure the integrity of the evaluation effort. As evidenced at the present demonstration site (Somerville Lake, Texas), the evaluation process can substantially increase monetary and staffing resource requirements beyond that which is typically available at project level. Ideally, the demonstration site aspects of a selected project should be separated from routine resource management functions and an executive oversight committee (preferably at OCE level) should be established to guide implementation and evaluation activities.

Whittington
Keshlear
Davis
Magley
Reitman

SAD Study

33.43.a

Davis/rmr/6807

S: 15 July 1994 #41

CESAD-CO-R (1130-2-420b) 10 June 1994

MEMORANDUM FOR

COMMANDER, JACKSONVILLE DISTRICT, ATTN: CESAJ-CO
COMMANDER, MOBILE DISTRICT, ATTN: CESAM-OP
COMMANDER, SAVANNAH DISTRICT, ATTN: CESAS-OP
COMMANDER, WILMINGTON DISTRICT, ATTN: CESAW-CO

SUBJECT: Park Ranger Safety and Security

1. In January 1994, the South Atlantic Division (SAD) Natural Resources Management Branch Chiefs met to address several issues. One issue dealt with the perceived park ranger safety and security concerns originating from Southwestern Division (SWD) and Lower Mississippi Valley Division (LMVD). The general feeling was that SAD does not have the perceived problems with ranger safety identified in SWD and LMVD. However, all felt that some additional training may be needed on issues such as cultural differences, communications, and conflict mediation. The Branch Chiefs agreed that each district would ask their rangers if our existing training meets the needs of today's park ranger and that a SAD park ranger advisory group should evaluate the findings and make recommendations for improvements, if needed.

2. The advisory group met on two occasions and submitted the enclosed report. Districts were outbriefed on the findings and recommendations. Please note that much of the discussion within the report is based on "perceptions". Through follow-on discussions with your Natural Resources Management staff, we believe these actions should be taken to address the report.

a. Provide division-wide supplemental park ranger training to address issues such as conflict mediation, situational analysis, cultural differences, self-defense, etc.

b. Conduct an inventory of communications equipment issued to and/or available for use by SAD park rangers and distribute the results SAD-wide.

SOUTH ATLANTIC DIVISION
PARK RANGER ADVISORY GROUP

REPORT ON PARK RANGER SAFETY AND SECURITY

18-20 MAY 1994

Finding A

There is no single comprehensive statistical database relating to crime on Corps of Engineers projects. Also, there is little sharing of statistical data or information exchange with other agencies regarding law enforcement activities they may be conducting on Corps land.

Discussion A

Currently, management decisions are not being made with the full knowledge of criminal activity occurring within a designated recreation area or project. This could contribute to the ranger and the general public being exposed to unsafe situations. Some projects report all known criminal activities including criminal incidents involving the public. Other projects report very little and/or report only criminal activity relating to Corps facilities or personnel. A tendency toward non-reporting appears to be fostered by a management indicator related to security incidents. Information that is being reported is apparently not being funneled back down to the project level where it is needed. Increased cooperation between Security and Operations elements is needed in this regard.

"Near misses" or potential life threatening situations encountered by rangers are often under-reported since there is currently no requirement or means to capture this information. Accounts of these "near misses" may never go beyond a verbal report to the first line supervisor thus leaving resource managers uninformed regarding potential dangers.

Recommendation A

The reporting system used to document criminal activity should be revised. A consistent simplified reporting system should be developed to cover all facets of criminal activity by including those activities being investigated by other agencies and capturing any threatening and unsafe situations that rangers encounter. It is imperative that this information be compiled regularly and sent back to district and field projects where it is most needed. These statistics should not be used as management indicators. — yes

Recommend establishing a permanent SAD Ranger Advisory Group that would meet as needed but no less frequently than once a year. This group would serve to convey important ranger issues from the field to the districts, SAD, and HQUSACE.

Finding C

Law enforcement contracts are currently working well at most SAD projects, however, there are exceptions. Problems cited by some projects range from total unavailability of contracts to inefficient and ineffective existing contracts.

Exposure to potentially threatening situations, an ever increasing focus on crime statistics, media coverage of violent crime, and the lack of personal protective equipment are largely responsible for an increased concern by rangers for their safety.

The effect of the citation program as a management tool is compromised on projects where bench warrants fail to be issued and served.

Discussion C

Some Corps projects, especially those near urban centers, are sensing an increase in violent crime on project lands. Each week rangers are saturated with news coverage focusing on crime. Real or perceived, rangers across many Corps Divisions are expressing genuine fear and concern for their safety. This fear appears justified because rangers sometimes find themselves in potentially unsafe and dangerous situations which they are ill-equipped and insufficiently trained to handle. Typically, such unsafe situations include those involving alcohol and drug use on project lands, use of weapons by the visiting public, domestic violence, and patrols in remote areas with little or no back-up from other law enforcement agencies. These dangers are further intensified by the fact that rangers have very limited means of personal protection.

Many park rangers feel that they are no longer able to provide quality visitor assistance services to the public. Without the availability of defensive equipment, rangers are hesitant to approach suspicious visitors or even patrol some areas of their projects. At some SAD projects, rangers are being instructed not to patrol portions of their projects due to the unsafe nature of activities occurring in these areas. Most projects in SAD no longer provide late night patrols despite the fact that access to park areas are open and gate attendant contractors are on duty. Some projects release rangers 30 minutes after park closings.

Finding D

A perception among some park rangers is that they are inadequately equipped to ensure their personal and visitor safety.

Discussion D

Park rangers feel their safety could be improved by issuing personal protective equipment.

Park rangers sometimes find themselves in potentially hazardous situations that require them to take action. As the "uniformed person on the scene", rangers are confronted with difficult situations such as domestic conflicts, dealing with individuals under the influence of alcohol or drugs and being in remote areas (many times after dark). The public perceives the park ranger as an authority figure and expects the ranger to resolve the problems and ensure their (the public's) safety. Often, situations escalate beyond the control of the ranger. Present policy requires the ranger to retreat from the situation immediately. This policy does little to ensure public safety and compromises our ability to provide quality visitor assistance services.

Recommendation D

We recommend that HQUSACE consider a revision to ER 1130-2-420 authorizing the optional use of personal defensive devices, such as pepper spray and body armor, by park rangers. The intent of these types of devices is to provide the ranger with a defensive means of protecting himself and the public from threatening people and/or problem animals.

Currently at some projects, radio dispatchers are not available while rangers are on patrol. The safety of rangers on patrol would be improved by having a radio dispatcher on duty. This individual can assist rangers in the field by calling local law enforcement officers, other rangers, obtaining NCIC information, and providing general visitor assistance activities (such as medical assistance). The dispatcher would also keep track of rangers, their locations, and actions.

Recommendation E

An inventory of all communications equipment issued and/or available to SAD rangers should be conducted and the information shared among projects.

Cellular/mobile telephones should be made available for ranger use in vehicles, boats, and for foot patrol. These should be provided in addition to existing radios.

A single radio frequency should be dedicated to each project. Another separate radio frequency should be dedicated for communication between projects.

Obtain access to a NCIC-type database. Availability of this type of information may prevent rangers from entering potentially dangerous situations.

It is recommended that personnel should be available to serve as a radio dispatcher during park ranger duty hours. Recognizing FTE constraints, this could be accomplished through a contract or as an additional duty for a campground park attendant.

Finding G

Only one comprehensive survey of federal land management agencies has ever been conducted to assess park ranger and park visitor safety and security issues. This survey was conducted by the General Accounting Office (GAO) in 1977. Results of the survey were presented in a report entitled "Crime in Federal Recreation Areas - A Serious Problem Needing Congressional and Agency Action."

Discussion G

This report cited numerous crimes that were occuring in recreation areas. Incidents of vandalism, illicit possession of weapons, drug and alcohol abuse, destruction of natural and historic resources, larceny, burglary, and assault were frequent problems. However, the information contained in this report is now almost 18 years old. A Corpswide independent survey of this nature would provide updated information presenting the total crime picture at Corps recreation areas. Trends in crime would be more easily recognized and appropriately dealt with. Park rangers and managers would be more cognizant of safety and security issues and thus able to make informed management decisions and schedule appropriate training. Further, such information could be useful in helping determine actual from perceived threats to ranger and visitor safety.

Critical to this survey effort is the ability to capture the "near misses" and accounts of potential life threatening situations pertinent to ranger and visitor safety. Having this type of information makes the crime picture more accurate and complete.

Recommendation G

A comprehensive, independently conducted, Corpswide survey of park rangers regarding issues of personal and visitor safety should be conducted as soon as possible.

In the absence of a Corpswide survey, Divisions should administer this survey within their region of the country.

TRINIDAD STATE JUNIOR COLLEGE
Course Information

DATE: April 1994 SEMESTER:

COURSE TITLE: Advance Ranger Training - Corps of Engineer COURSE NO.: ALC 20

CREDIT HOURS: 2 CLOCK HOURS: 40 CLASS: LAB:

PREREQUISITES:

CATALOG DESCRIPTION

This course of instruction will cover topics that are unique to the duties of Rangers employed by the U.S. Army Corps of Engineers. These topics will include Weaponless Defense Tactics, Ranger Safety, Conflict/dispute Management, Marine Boating Safety/approaches, Pedestrian and Vehicle Approaches, Drug Identification and interaction.

OBJECTIVES

The student will explain mental, physical and emotional reactions and preparaions required to safely and effectively respond, react to, and recover from critical incidents.
The student will demonstrate tactical safety measures as the pertain to boat, vehicle, and pedestrian approaches.
The student will demonstrate how to defuse critical incidents, conflict management techniques, drug identification and methods of interaction with special populations.

EVALUATION AND TESTING

Oral and/or written

METHODS OF CONDUCTING CLASS

Lecture

Demonstration

Practical Application

Substance Abuse and Drug Intervention

General Learning Goal: The Ranger will discuss awareness of the potential for parks use as distribution areas

Learning Objectives:

1 The Ranger will explain the dynamics of substance abusers.
2 The Ranger will explain the potential for danger when encountering dealers, users and growers.
3 The Ranger will discuss types of drugs and how to recognize their misuse.

Ranger Safety

General Learning Goal: The Ranger will describe and discuss the mental, physical and tactical resources available to survive and attack.

Learning Objectives.

1 The Ranger will describe and explain mental, physical and emotional reactions inherent in critical incidents.
2 The Ranger will discuss effective response, reaction and recovery from critical incidents.
3 The Ranger will review and discuss the need for and practice of tactical safety measures.

26 OCT 1994

CESWD-CO-RP

MEMORANDUM FOR CDR, USACE, ATTN: CECW-ZA, WASH DC 20314-1000

SUBJECT: Ranger Safety and Security

1. Reference memorandum, CESWD-CO-R, dated 11 October 1994, SAB.

2. In accordance with referenced memorandum, enclosed is the final report of the SWD Ranger Safety and Security Task Force. The report provides discussion points and makes recommendations regarding areas of concern to the Task Force.

3. Paragraph 10 of the report (HQUSACE ACTIONS) recommends that HQUSACE approve specific actions due to their Corps-wide implications. The recommendation for protective vests (subparagraph 10b(4) is made within the context of personal safety equipment, not law enforcement. Use would be optional and only unobtrusive, undergarment protective vests would be purchased and authorized. I have forwarded a separate approval request to USACE on this issue.

4. Request that USACE approve the listed Task Force Report recommendations (paragraph 10).

5. While efforts of the Task Force are final, we will continue to monitor Ranger safety throughout SWD. We stand ready to assist USACE, as required, in any future initiatives to further increase Ranger and visitor safety.

SIGNED

Encl

JAMES P. KING
Colonel, EN
Commanding

4-ranger

SWD RANGER SAFETY AND SECURITY TASK FORCE
Final Report, 13 October 1994

The Rangers' work has become increasingly dangerous, particularly in recent years. There is an increased awareness and concern within the work force regarding their ability to deal with elements of an increasingly violent/aggressive society. Those concerns are heightened by the escalating use of drugs and alcohol by project visitors and the increasing presence of gangs and juvenile crimes. There continues to be an increase in crime (break-ins, rapes, assaults, homicides, use of weapons, and substance abuse) on our projects. As a result of the SWD Ranger survey and task force deliberations, the following concerns and recommendations are submitted:

1. TRAINING

A. Discussion: While the present visitor assistance training is invaluable, additional training in such areas as situation evaluation/assessment, self defense, substance and abuse identification, conflict management and crowd/group control are now necessary. Such additional training will better equip our Rangers to handle those adverse circumstances in which they may find themselves.

B. Recommendation: Training needs, categorized as follows, should be adopted as a minimum for all permanent Rangers:

(1.) Basic Orientation - for 1st week of employment.
(2.) Division Citation Authority Training.
(3.) Visitor Assistance.
(4.) Advanced Visitor Assistance.
(5.) Advanced Ranger Safety.
  (a.) Situation evaluation/assessment.
  (b.) Personal protection/self defense.
  (c.) Substance and abuse identification.
  (d.) Vehicle/vessel approaches.
  (e.) Interview techniques.
  (f.) Conflict management.
  (g.) Crowds and groups/gangs.
  (h.) Juvenile subjects.
  (i.) Cultural awareness.
  (j.) Hostile situations.
  (k.) Crime scene/traffic accident scene
  (l.) Incident/Accident Report writing.
(6.) First Responder/EMT/First Aid.
(7.) Motor boat operation.
(8.) Training from other agencies - state/local/ Federal.
(9.) Swimming/drown proofing.
(10.) Refresher training as required annually/biannually.

2. EQUIPMENT

A. Discussion: The Corps should examine Ranger equipment with particular attention to individual defense mechanisms, enhanced communications devices and improved means for positive identification of the Ranger as a Federal official. Issuance of protective vests, deterrent devices, and installation of safety-security lighting on Ranger vehicles/vessels is necessary to enable Rangers to perform their duties safely. We need more emphasis on what equipment will give the Rangers the best reasonable amount of protection and less on whether it is perceived as offensive or defensive in nature.

B. Recommendation: The following equipment is required for Rangers to accomplish their jobs in a professional and safe manner:

EQUIPMENT LIST- MANDATORY

Item	Personal	Vehicle/Vessel
(1.) PA/Siren		x
(2.) Throw Bag		x
(3.) Spot Light		x
(4.) Flares		x
(5.) Warning Lights (grill/rear)		x
(6.) Bar Strobes (vessels only)		x
(7.) Road reflectors		x
(8.) Binoculars	x	
(9.) Flashlight	x	
(10.) Communications Device*		x
(11.) Personal Radio (Handie Talkie, while on duty)	x	
(12.) Protective Vest (At Rangers' Request)	x	

* Positive means of communication with an individual capable of providing assistance day or night (i.e. radio, cellular phone)

EQUIPMENT LIST - REQUIRED BY EM 385-1-1 (MANDATORY)

Item	Personal	Vehicle/Vessel
(1.) Hearing Protection	x	
(2.) Fire Extinguisher		x
(3.) Hard Hat	x	
(4.) Snake Leggings	x	
(5.) Sunglasses	x	

Item	Personal	Vehicle/Vessel
(6.) Reflective Safety Vest	x	
(7.) Safety Boots	x	
(8.) Work Gloves	x	
(9.) PFD	x	
(10). Back Support	x	
(11). Ring Buoy		x
(12). First Aid Kit (Minimum Kit meet or exceed GSA Catalog NSN 6545-00-656-1093)		x

EQUIPMENT LIST-OPTIONAL

Item	Personal	Vehicle/Vessel	Project
(1.) Rope		x	
(2.) Alarm/Strobe	x		
(3.) Pressurized Water		x	
(4.) Night Goggles			x
(5.) Mini-cassette Recorder	x		
(6.) Whistle	x		
(7.) Water Jug	x		
(8.) Rubber Boots	x		
(9.) Compass	x		
(10.) Fire Rake			x
(11.) Back Fire Torch			x
(12.) Animal Snares			x
(13.) Polaroid Camera	x		
(14.) 35MM Camera			x
(15.) Disposable Camera	x		
(16.) Scanners		x	
(17.) Caution Tape		x	
(18.) Utility (Kit) Bag	x		
(19.) Chemical Gloves	x		
(20.) Mountain Bike			x

3. REPORTING PROCEDURES

A. Discussion: Streamlining of reporting procedures (using standardized forms and automation wherever possible) would simplify reporting and thereby encourage more reports to be submitted.

B. Recommendation: One standard incident reporting form to satisfy Operations, Safety, and Security and Law Enforcement should be developed and automated.

4. ROLE CLARIFICATION

A. Discussion: Rangers vulnerability can be reduced only when the Corps recognizes that a legitimate and necessary component of the Ranger's job is "project law enforcement" and that inherent in enforcement of Title 36 are risks similar to those of law enforcement officers.

B. Recommendation: The Corps should recognize and support the project law enforcement responsibilities of the Rangers in enforcing the provisions of Title 36.

5. FEES

A. Discussion: There are safety and security concerns with the handling of fees. These concerns include:

(1.) Rangers collecting and transporting large sums of money.

(2.) Rangers, whose duties include fee collection, experiencing public hostility to the new fee structure.

(3.) In some locations gate attendants are having difficulty in handling additional collections in a timely manner causing long lines. Consequently Rangers must augment the gate attendants to help collect fees and help with traffic control.

B. Recommendation: Establish HQ task force (including field personnel) to improve internal controls, security measures and procedures.

6. AUTOMATED INFORMATION

A. Discussion: Ranger safety is being seriously compromised during Title 36 enforcement contacts due to our inability to access law enforcement information.

B. Recommendation: For Ranger safety during an individual contact, access to automated information systems (ORI, NCIC) is an absolute necessity. Request HQUSACE do every thing possible to obtain ORI numbers for all projects. This may include recognition of law enforcement responsibilities.

7. ALCOHOL

A. Discussion: Use of alcohol is recognized as the primary contributing factor of disturbances, violence, accidents, destruction, and inappropriate behavior at our projects. Alcohol has been banned successfully in some areas with a noticeable reduction of problems.

B. Recommendation: For Ranger and visitor safety in areas with high incidents of alcohol related problems, managers at all levels are encouraged to consider selective alcohol restrictions as a management tool.

8. DESIGN AND MAINTENANCE

A. Discussion: Inadequate design and maintenance of some parks have created potential hazards to Ranger and visitor security. Many parks have insufficient traffic flow designs to accommodate the increased traffic hazards created by the implementation of day-use fees. In certain park areas the potential for crime can be reduced by removing overgrown vegetation around facilities, closing vehicular traffic to problem areas, etc.

B. Recommendation: To more accurately identify potential design and maintenance problems, Rangers should participate in the campground design and maintenance objectives alongside managers and Outdoor Recreational Planners. Separation of day use and camping should receive prime consideration for reducing conflicting use.

9. DIVISION WIDE RANGER CONFERENCE

A. Discussion: A need exists for all Rangers within the division to meet periodically to exchange ideas and information.

B. Recommendation: A division-wide ranger conference should be held every 3-5 years. No district conference will be held in the same year as the division conference.

10. HQUSACE ACTIONS

A. Discussion: The concerns that have been raised by the division task force have Corps-wide implications. It is understood that HQUSACE is proposing to take a fresh look at Ranger and visitor safety.

B. Recommendation: HQUSACE is requested to:

(1.) Take a look at Ranger and visitor safety-security Corps-wide.
(2.) Endorse the use of pepper spray as a defensive tool only for protection against animals and violent/ aggressive individuals.
(3.) Reinstate the use of light bars on Ranger vehicles to identify and protect Rangers while on duty.
(4.) Endorse Corps-wide the purchase and use of protective vests while on duty; to be worn at the Ranger's discretion.
(5.) Acknowledge and support of the law enforcement responsibilities of the Rangers in enforcing Title 36 on project lands and waters.
(6.) The Corps should consider providing protection of the resources, people and employees with it's own law enforcement arm such as the Park Service, BLM, Forest Service, and State Park Agencies are doing.
(7.) Streamline the incident reporting procedures.
(8.) Obtain ORI numbers
(9.) Evaluate fee collection system
(10.) Standardize vehicle insignias Corps-wide

March 1995

A Quality Management View of Visitor and Ranger Safety

Michael O'Keefe

Four Steps to Quality

1. Use the data generated by the process to create performance measures.
2. Use statistical analysis to identify projects showing special variation.
3. Identify the causes of the special variations and use the people closest to the process to find ways of removing them.
4. Go back to step 1 to measure improvement and start the cycle again.

Step 1 - Use the data generated by the process to create performance measures.

It is an essential truth of quality management that every process generates the data needed to improve it. The process of ranger and visitor safety already records a variety of data that can be used to create useful measures to improve this process. Some of these measures include:

- Citations issued per 100 thousand visitor hours
- Dollar value of thefts and vandalism in recreation areas per thousand visitor hours
- Ranger accidents per 100 FTE
- Contract law enforcement contacts per 100 contract patrol hours
- Law enforcement contract cost per enforcement action
- Warning to citation ratio
- Visitor accidents per 100 thousand visitor hours
- Percent of signs in compliance with sign manual
- Ranger FTE per million visitor hours

Each of these measures provides a certain view of the quality of visitor and ranger safety. Several could be selected for use as the pieces of a "set" of measures to give a representative view of the program as a whole.

The measures selected must focus on those parts of the process that are most important to the customers of the process. The customers for visitor and ranger safety are visitors and rangers -- so the performance measures must focus on the parts of the process most important to them. Managers new to qualilty mangement typically select performance measures that are most important to managers. This is wrong! And many quality management efforts have failed because no one understood that *only the customer can define quality.*

The techniques being used in the State of Oregon's Performance Measurement System to develop performance measures for Operations Division are a practical way of selecting good performance measures for visitor and ranger safety. The Corps has employees in every District and Division trained as facilitators of this technique.

Step 2 -Use statistical analysis to identify projects showing special variation.

Regardless of what performance measures are selected for use they will show that every project if different. Variation is a characteristic of every process. Some variation is caused by normal differences, but some variation is the result of problems that are unique to certain projects. Quality management theory says that such special causes of problems must be identified and eliminated as the first step in the effort to improve process performance and quality.

Projects that suffer from special causes of variation can be separated from projects that only demonstrate normal variation by using a control chart. An example of a control chart for one of the performance measures mentioned above follows on the next page:

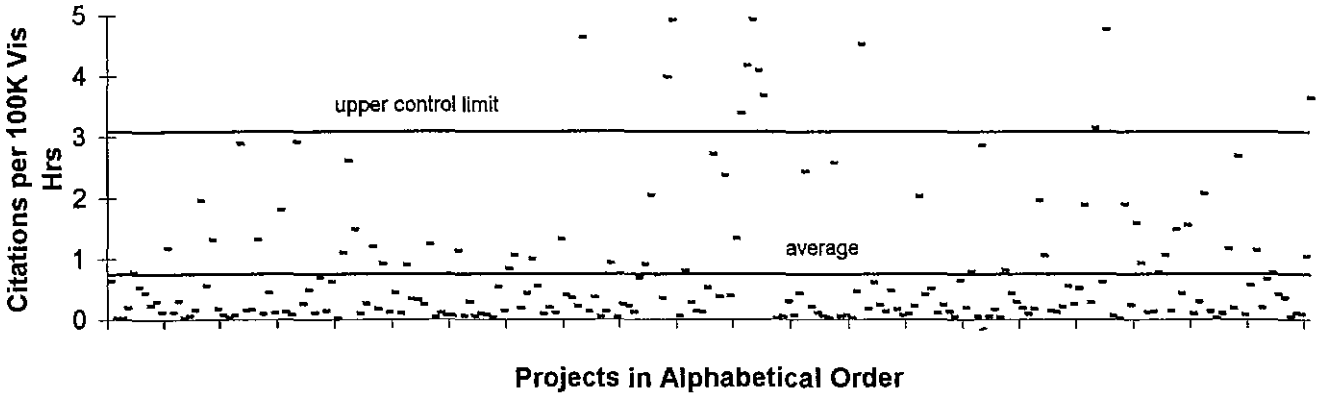

Figure 1. Control Chart for Rate that Citatioms were Issued at Each Corps Project in FY 93.

The upper control limit identified on the example chart above shows the amount of variation expected to be caused by normal or "common" differences between projects. This line is calculated from the pattern and scale of differences demonstrated between projects on the graph. Any project below the line is most likely demonstrating only normal variation and any project above the line is most likely suffering from some special problem*.

Step 3 - Identify the causes of the special variations and use the people closest to the process to find ways of removing them.

It is important to understand that the projects above the upper control limit are not doing anything wrong. They simply have a problem that is unique or very severe. It is the job of management to help identify what this problem is and to help remove it. Solving these problems is the best way of improving the quality of the visitor and ranger safety program.

The people in the best position to be able to identify what the special cause of variation may be and how it may be removed are the rangers who do visitor assistance work. Management must find ways to give them a major role in this step of the process. The current review of visitor and ranger safety is doing a great deal to do exactly this. Ranger comments and suggestions will undoubtedly identify and help remove many special causes of variation (even if no one is aware they are doing this).

It is important to find the actual *root* cause of the special variations. Often the root cause of variation can only be found after persistent examination of more superficial causes. I have some knowledge of at least one of the projects above the control line in the example chart. I can imagine that for this project the search for the special cause might go like this:

- Why does this project issue so many citations?
- Because so many visitors park off the road and tear up the grass.
- Why do visitors do this?
- Because the parking lots fill up on the busy weekends.
- Why does the project allow its facilities to be used beyond capacity?
- Because there are no entrance stations that can control use at these areas.
- Why are there no entrance stations?
- Because there didn't seem to be any need for them -- until now!

This project's special problem is overuse of certain facilities**. One way of removing the problem is to put up an entrance station to redirect use to other areas. Staff the station with the ranger that used to issue citations or use a volunteer and put the ranger to work on other duties. Another solution might be to build more parking lots. Solve the special problem and the number of citations that the project issues will drop to "normal" levels -- more

importantly the quality of visitor and ranger safety will improve because of all the enforcement confrontations avoided[†]. A successful solution at this project might set an example for other projects with lesser versions of the same problem. And all this would happen while still protecting the grass (the original problem).

It is possible to imagine many problems that might cause special variations; excessive gang activity, confusion over interpretation of rules, bad park design, but only a few thing actually will. Using a control chart to identify the real problems that have a demonstrated affect on quality of visitor and ranger safety will allow mangement to concentrate it effort where it can do the most good.

Step 4 - Go back to Step 1 to measure improvement and start the cycle again.

Quality management theory says that the effort to improve does not end. Once a set of special causes have been identified and eliminated data needs to be collected again to see if the solutions have actually worked. Some first attempts to remove special causes may fail and new solutions may be need. Eventually all special causes of variation will be eliminated (at least all that can be solved economically) then management looks at improving the process as a whole by making changes that will reduce the normal variation in the process. As variation is reduced quality and efficiency improves (this is another essential truth of quality management theory).

Conclusion

Much good work has already been done by the people working on the current special examination of visitor and ranger safety. It is not the intent of my comments to criticize any of this effort. I do suggest that the process of examining and improving the safety of visitors and rangers should not end with the conclusion of the committee currently studying it. Rather the committee should consider developing and implementing quality management mechanisms like those discussed above that can be used to *monitor and improve the process for years to come*.

---

[*] It is quite likely that data errors are the reason for some of these projects showing up above the control limit. Some may also be projects that are for various reasons are not really considered part of the Corps visitor assistance program (ex. projects managed mostly by the state). Any such data errors need to be corrected , the unusual projects need to be dropped from the chart, and the control limits recalculated before any real interpretation of this chart is possible

[**] I do not know that a real review of the citation program at this project would reach the same conclusion that I have. I offer my thoughts only as an example of how the process of finding special causes works.

[†] I have assumed that reducing the number of citations issued would be considered by the customers of the process (visitors and rangers) as an improvement. In real applications this kind of assumption should not be made. Customers need to be given the opportunity of describing for themselves what is important to them. The ongoing review of visitor and ranger safety is providing rangers the opportunity to do exactly that.

APPENDIX I

Recommended Changes to Title 36
Visitor and Ranger Review Committee

Paragraph 327.1(g) - Add statement, "Furthermore, individuals responsible for separate and distinguishable acts prohibited in this regulation may be cited for each act, regardless of its time frame to another like or similar prohibited act.

Paragraph 327.1 - Add section (i) to read, Corps personnel authorized by the District Engineer may stop and/or temporarily detain individuals for the purpose of identifying them, determining their compliance with regulations in this Part 327, and for issuing appropriate warnings, citations, and lawful orders.

Paragraph 327.2(b) - Include words, "skateboards", "roller skates", "roller blades", to the list of items covered under this section.

Paragraph 327.2 - Add section (h) to read, The operation of a vehicle on project lands without the proper and valid Federal, or state licensing is prohibited except as designated by the District Engineers."

Paragraph 327.2(b) and (e) - Remove the word "project" from the sentence and replace with "any/all property", as shown in Vessels Section 327.3(d)

Paragraph 327.3(a) - Add "Authorized Corps enforcement personnel may at any time stop or board vessels, and to inspect such vessels to determine compliance with regulations pertaining to safety equipment and operation".

Paragraph 327.3(a) - Add the word, "personal water craft" after jet skis in sentence.

Paragraph 327.3(e) - Add the sentence, "Vessels found not operating in compliance with this section may be required to remove the vessel immediately from project waters.

Paragraph 327.7(c) - Delete reference to overnight occupancy. Change to read, "The unauthorized placement of camping equipment or other personal items on a campsite and/or personal intermittent appearances at a campsite for the purpose of reserving a designated site is prohibited".

Paragraph 327.9 - Add the following paragraph to simplify enforcement. "For the purpose of this part 327, the owner of any garbage, trash, rubbish, debris, dead animals or litter of any kind shall be presumed to be responsible for proper disposal. Such presumption will be sufficient to issue a citation for violation of applicable regulations."

Paragraph 327.11 (c) Insert the words "wild animals" after the word "allow" in the sentence. This is needed to deter individuals from bringing caged or leashed wild animals into recreation areas.

Paragraph 327.13 - Delete the term "loaded" from "loaded firearms" and "loaded projectile firing devices". This change should make the issue of firearms a bit more clear and will not place the ranger in a situations requiring them to interact with a potentially dangerous individual carrying a gun.

Paragraph 327.13 - Generally this section should be separated into parts to allow for proper forfeiture collateral application based on the severity of the act as follows:

Section (a) - The possession of.....
Section (b) - The discharging of....
Section (c) - The possession of/use of fireworks and explosives...

Paragraph 327.13 - Add exception to include allowances for concealed weapons in accordance with state laws and permitting processes.

Paragraph 327.14 - Add the terms "paleontological remains" and "wildlife resources" to the list of public property items described.

Paragraph 327.14 - Change wording to "Public and Private Property". Include the following as 327.14(d), "Vandalism, defacement, destruction, or removal without the owners permission of private property within a recreation area is prohibited.

Paragraph 327.15 - Add the wording "Any personal property involved with unauthorized activities as defined in this regulation shall be subject to summary removal and/or impoundment. Personal property involved in unauthorized activities may be impounded for the purpose of guaranteeing public safety, resource protection, and/or providing evidence for prosecuting a citation. Personal property may be returned to owners upon leaving project lands or upon disposition of any citation by the courts".

Paragraph 327.24 - Add the term "date of birth, and "phone number" to the list of items required to be provided by violator.

Paragraph 327.24 - Add Section (c) as follows: It shall be unlawful to interfere with, oppose, or impede the activities or operations of a contractor carrying out official contract responsibilities for the U. S. Army Corps of Engineers.

Establish Section 327.27, "Alcohol Beverages" to include the following:

Section (a) - The possession or use of an alcoholic beverage

is permitted except at any area/project, or portions there of, so designated by the District Engineer. Operators of vehicles and vessels having alcoholic beverages located within them and being operated or parked within a alcohol free area will be presumed to be the owner of the beverage for the purpose of issuing a citation.

Section (b) - The possession or use of an alcoholic beverage by a minor, as established by state law, is prohibited. The sale or gift of an alcoholic beverage to a minor is prohibited on project lands. Adults accompanying minors who are in possession of alcoholic beverages are considered to be responsible for supplying the minor for the purpose of issuing a citation under this section".

Appendix J

Legal Basis and Justification for Access to NCIC

This first example of a legal basis for Corps park ranger access to NCIC can be found in a letter dated October 31, 1977, to Senator Knox Nelson, Vice Chairman - Supervisory Board, Criminal Justice & Highway Safety, State of Arkansas, by the then Attorney General, Mr. Bill Clinton. This letter served as the basis for Corps ranger activities in the State of Arkansas to gain access to the NCIC. The argument put forth by Mr. Clinton originated in Part 20 of Chapter 1 of Title 28 of the Code of Federal Regulations, Section 20.3(c). Mr. Clinton stated that the Corps Rangers duties fell within the definition of a "criminal justice agency". Some of the cogent comments are as follows:

> "The park ranger works by himself and is not allowed to carry a firearm of any kind. Alone and unarmed, the availability of quick, reliable information about the ownership of a vehicle or the existence of a criminal record by someone being questioned becomes very critical. Being forewarned about possible volatile situation might be just the advantage that a park ranger needs to avoid harm to himself or others.
>
> In addition, being able to learn the identity of a car owner quickly could aid other law enforcement agencies in an eventual apprehension. At present, without access to the Center's files, the park rangers sometimes cannot learn the identity of a fleeing violator until many hours have passed, thereby making apprehension much more difficult.
>
> Since the administration of criminal justice is obviously a principal and vital function of the park rangers' job, I consider them to be a "criminal justice agency" even though 50% of their budget is not allocated to the administration of criminal justice.
>
> Therefore, in my opinion, under Arkansas statutes park rangers employed by the Corps of Engineers can have access to information contained in the CJ/HSIC files if needed in the performance of their law enforcement duties."

The second example of a legal basis for ranger access to NCIC is from the 1974 "Report of the Secretary of the Army to the Congress", specifically pages 178 to 182. The following discussion explains the origin of Corps rangers' law enforcement duties. This discussion is important because a frequent reason for denied access to NCIC is that Corps rangers do not perform law enforcement duties.

"It is an ordinary practice for Congress to give administrative officers powers to promulgate regulations which have the force and effect of law. This enables administrators familiar with the specific needs of particular programs to design regulations to meet those needs without going through the cumbersome process of seeking further Congressional action.

It is very important to understand that these administrative regulations become part of the criminal law applicable to a given area. The process employed to enforce them is criminal process; the sanctions employed are criminal sanctions. The wording of the statutes with which we are primarily concerned illustrates the point:

> The water areas of all such projects shall be open to the public use generally for boating, swimming, bathing, fishing, and other recreational purposes... all under such rules and regulations as the Secretary of the Army may deem necessary including but not limited to prohibitions of dumping and unauthorized disposal in any manner of refuse, garbage, rubbish, trash, debris or litter of any kind... Any violation of such rules and regulations shall be punished by a fine of not more than $500 or imprisonment for not more than six months, or both. Any persons charged with the violation of such rules and regulations may be tried and sentenced in accordance with the provisions of section 3401 of Title 18. (S4, Act of Dec. 22, 1944, 58 Stat. 889, as amended by 234, Act of Dec. 31, 1970, PL. 91-611, 84 Stat. 1833, 16 U.S.C. 460d.)

The constitutionality of having an administrative officer establish what are in effect criminal laws, ordinarily a legislative prerogative, was upheld in United States vs. Grimaud, 220 U.S. 506 (1911).

Under the general provisions of Title 18 of the United States Code, the violations mentioned in the foregoing passage are petty offenses, a form of misdemeanor. The code provides the following general definitions (18 U.S.C. 1):

> Notwithstanding any Act of Congress to the contrary:
>
> (1) Any offense punishable by death or imprisonment for a term exceeding one year is a felony.
> (2) Any other offense is a misdemeanor.

(3) Any misdemeanor, the penalty for which does not exceed imprisonment for a period of six months or a fine of not more than $500, or both, is a petty offense.

One further point should be made about the Secretary of the Army's power to define petty offenses. Because the regulations are creating criminal offenses, they will be given strict construction, as will the statute authorizing their issuance. Thus regulations proscribing conduct unrelated to the operation of a project (e.g., a rule prohibiting the counterfeiting of state lottery tickets) would be vulnerable to legal challenge, as would vaguely drawn regulations e.g., a rule against "vagrancy"; cf. Papachristou v. City of Jacksonville, 405 U.S. 156 (1972)).

But regulations carefully drawn to proscribe conduct interfering with a project's lawful purposes--"boating, swimming, bathing, fishing, and other recreational purposes"--would be valid. Because of the pitfalls of legislative drafting, it would be prudent to base the specific wording of the regulations on well-recognized models such as the American Law Institute's Model Penal Code (Proposed Official Draft, 1962). Article 250 of the Model Penal Code "Riot, Disorderly Conduct, and Related Offenses," would be particularly helpful.

Degrees of Enforcement Power: Different public officials have been given different degrees of responsibility and authority for enforcing criminal statutes. Within constitutional limitations, the degree of authority to be given any given official depends upon his statutory authority. The amount of his power he delegates to subordinates is a matter for administrative decision.

But whatever formal power a particular officer may have been officially given, he, like everyone else, has certain common law rights. A government official vested with no formal authority still has the right to make a citizen's arrest under appropriate circumstances. He does not lose that right by receiving some formal authority to issue citations or make arrests under other circumstances.

...public officers can be given several different levels of authority and responsibility in enforcing criminal laws. The lowest level is the authority to issue citations, which are formal notifications to the person served to appear before a magistrate at a certain time or to suffer certain designated consequences. The citation is a step to initiate the criminal process. It is used in lieu of arrest in many circumstances, the most familiar being in traffic enforcement. But the purpose

is the same, to subject the person to the judicial process.

The next degree of authority is the authority to make arrests. As already noted, an arrest is taking a person into custody for the purpose of initiating the criminal process against him. Because of the obvious disruption of the arrested person's activities, arrest is plainly a serious matter.

The next levels of enforcement responsibility pertain more to the extent of the arresting party's involvement in the criminal process than they do to his basic authority. His power to arrest is a drastic power. But his other responsibilities may include investigation of suspected offenses; collection, preservation, and presentation of evidence; crime prevention; procurement and execution of warrants; and collaboration with the prosecuting attorney. When we speak of "full enforcement" powers, we are usually referring to this broader range of responsibilities...

Agencies with Enforcement Power: Consistent with the principle that the United States is a sovereign with limited and enumerated powers, there are few federal agencies with anything resembling universal enforcement powers. Most have very specifically defined jurisdictions. The Drug Enforcement Agency concentrates on narcotics and dangerous drugs. The Secret Service focuses on counterfeiting. The Internal Revenue Service and its divisions are concerned with tax collection. The statutes within the scope of the Federal Bureau of Investigation's responsibility are so miscellaneous in quality that it seems that the Bureau has comprehensive federal enforcement authority, but in fact it does not.

Only the United States Marshals have a general, non-specific arrest authority, but a careful examination of that authority and of the Marshals' actual practices will show them to work primarily in support of the courts. They have a responsibility to serve and execute warrants, but the purpose of that activity is to protect the integrity of the judicial system. The Marshals do not undertake general law enforcement responsibilities.

The enforcement power of the Corps of Engineers with which we are here concerned was provided by the Flood Control Act of 1970, the relevant passage of which reads as follows:

> All persons designated by the Chief of Engineers for that purpose shall have the authority to issue a citation for violation of the regulations adopted by the Secretary of the Army, requiring the appearance of any person charged with violation to appear before

> the United States Magistrate, within whose jurisdiction the water resource development project is located, for trial; and upon sworn information of any competent person any United States magistrate in the proper jurisdiction shall issue process for the arrest of any person charged with the violation of said regulations; but nothing herein contained shall be construed as preventing the arrest by another officer of the United States, without process, or any person taken in the act of violating said regulations. (16 U.S.C. 460d.)

It is clear that responsibility for enforcement of Corps administrative regulations rests with the Corps. But the statutory authority is limited to issuance of citations. It does not extend to arrest. For broader enforcement functions, the Corps must turn to other agencies. For specific offenses within the scope of some other agency's jurisdiction, such as moonshining, the Corps can turn to that agency. But what of more general criminal offenses? And what of arrests?

In lands in which the United States holds only a proprietary interest, state and local officials can enforce state and local laws. But if the offense in question is a federal rather than a state offense, state courts have the power to issue warrants to state officers to bring the offender before the federal courts (18 U.S.C. 3041). This provision goes back to the Judiciary Act of 1789, when the federal government had no enforcement capacity of its own and was totally dependent upon state officials.

Citations & Warnings

NRMS National Data

VIOLATION	1994	% of 1994	1993	1992	1991
.2 Vehicles	13809	29.7	16451	15716	16763
.3 Vessles	3204	6.9	2861	2669	2698
.4 Aircraft	8	0.01	3	8	5
.5 Swim	240	0.5	309	303	270
.6 Picnic	41	0.08	58	36	33
.7 Camp	1323	2.8	1263	1334	1288
.8 Hunt	206	0.4	212	225	247
.9 Sanitation	1044	2.2	1245	1106	1194
.10 Fires	283	0.6	230	281	201
.11 Animals	365	0.8	362	333	463
.12 Restrictions	5254	11.3	5667	5652	6133
.13 Explosives	294	0.6	293	313	292
.14 Public Prop	404	0.9	473	481	459
.15 Pers Prop	193	0.4	166	186	206
.16 Lost&Fnd	2	0.004	0	0	1
.17 Advertising	34	0.07	17	22	12
.18 Com Act	18	0.04	33	26	30
.19 Permits	233	0.5	195	534	383
.20 Structures	353	0.7	280	434	348
.21 Spec Events	5	0.01	8	13	3
.22 Occupation	13	0.02	9	13	10
.23 Use Fees	19094	41.1	347	421	347
.24a Interf	23	0.05	29	30	56
.24b Interf	36	0.07	51	43	30
.30 Lakeshore	11	0.02	9	15	28

Nationwide Citation and Warning Data

Year	Warnings	Citations	Totals	Mandatory Appearance
1980	21,996	8,617	30,613	261
1981	20,911	8,655	29,566	378
1982	25,047	9,964	36,011	498
1983	21,619	9,331	30,950	535
1984	18,424	8,905	26,329	319
1985	18,515	9,536	28,051	282
1986	20,158	9,577	29,735	332
1987	26,015	9,849	35,864	286
1988	28,083	9,714	37,797	256
1989	24,788	9,542	34,330	196
1990	23,267	9,743	33,010	344
1991	23,204	8,930	32,134	335
1992	22,340	7,940	30,280	395
1993	22,589	8,541	31,130	405
1994	42,385	7,677	50,062	326

1994 District Citation Data

District	Law Enf Agreements	warnings	citations	total	# people Cit Auth
Fort Worth	25	4446	1094	5540	127
Galveston	0	7	9	16	3
Pittsburgh	6	2027	212	2239	62
Little Rock	52	2646	519	3165	140
St. Louis	11	583	263	846	102
Albuquerque	8	93	17	110	20
Nashville	24	1034	184	1218	59
Seattle	1	155	19	174	19
Norfolk	0	0	0	0	1
Baltimore	1	1995	125	2120	21
Mobile	23	3531	762	4293	184
Huntington	21	537	141	678	48
Sacramento	12	3783	1362	5145	76
Wilmington	5	645	95	740	52
Portland	6	537	18	555	31
Kansas	16	790	108	898	60
Louisville	0	13	0	13	3
Savannah	8	526	163	689	53
St. Paul	1	4	3	7	29

1994 District Citation Data Continued

District	Law Enf Agreements	warnings	citations	total	# people Cit Auth
Los Angeles	0	0	0	0	0
Omaha	19	229	40	269	73
Jackson	0	147	2	149	10
Philadelphia	3	586	156	743	7
Rock Island	12	959	225	1184	74
Alaska	1	12	31	43	2
New England	20	351	39	390	67
Tulsa	33	9823	1272	11095	154
Walla Walla	16	1019	28	1047	33
Vicksburg	14	5643	581	6224	145
Totals	338	42076	7468	49681	1655

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BUSINESS APPROACH FOR THE U.S. ARMY CORPS OF ENGINEERS RECREATION PROGRAM

by

Business Approach Task Force
U.S. Army Corps of Engineers Recreation Program

Report Compiled by:

Timothy D. Feather
Donald W. Hayes

of

Planning and Management Consultants, Ltd.
Rt 9 Box 15 (Hwy 51 S)
P.O. Box 1316
Carbondale, IL 62903

Report Submitted to:

U.S. Army Corps of Engineers
Institute for Water Resources
Fort Belvoir, VA 22060

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EXECUTIVE SUMMARY

The recreation program of the U.S. Army Corps of Engineers is examining methods for improving its operational efficiency to meet the increasing demands of maintaining an aging infrastructure, while at the same time budgets are being tightened. Federal agencies, under the direction of Vice President Gore's *National Performance Review*, are facing similar challenges and are looking towards improving efficiency and accountability in their operations. The Corps is addressing this challenge in their recreation program by developing a "business approach". The Corps business approach to recreation management consists of the development of measurable objectives for operations, clear definitions of service levels, and particular attention to customer service.

Development of the business approach was directed by the Assistant Secretary of the Army for Civil Works (ASA(CW)) in the 19 March 1993 policy memorandum addressing the implementation of the Corps *Recreation Policy Review*. Actual design of the business approach was carried out by a Corps Field Work Group (FWG). The FWG consisted of representatives from the Project, District, Division and Headquarters levels, with each member having 15 or more years of experience in the Corps recreation program.

The first step in the creation of the business approach was the adoption of a draft mission statement, which provides overall guidance to the recreation mission. In support of the mission statement, five areas of interest were identified by the FWG. These areas were: (1) safety, (2) facility condition, (3) cost efficiency, (4) visitor assistance/security, and (5) customer satisfaction. For each of these, goals were established and measurable objectives were generated

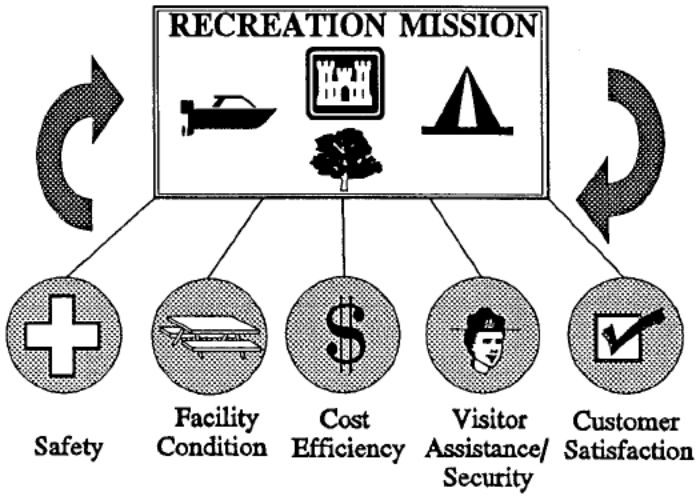

FIGURE 1
BUSINESS APPROACH INTERESTS WITHIN THE RECREATION PROGRAM

that depict attainment of the goals. The measurable objectives were further described by an index of quality and quality standard. The FWG developed one measurable objective for safety, four measurable objectives for facility condition, seven measurable objectives for cost efficiency, four measurable objectives for visitor assistance/security, and four measurable objectives for customer satisfaction. These goals, measurable objectives, indices of quality, and quality standards indicate the level of service that is expected at Corps recreation projects. They serve as operational benchmarks for projects managers, and will be used in conjunction with operational management plans (OMPs) in developing project budgets.

Full implementation of the business approach is expected by October 1997 and formal guidance will be available in May 1995. The FWG developed a three-year implementation schedule, with the business approach being implemented through the budget process and OMPs. The business approach is designed to be automated through the Corps of Engineers Financial Management System (CEFMS). Thus, the business approach implementation schedule is tied to the successful deployment of CEFMS for each Corps Division and District.

In developing the business approach, the FWG drew on guidance from the most prominent and successful recreation providers, including the U.S. Department of Agriculture Forest Service, the National Park Service, and other government and non-government recreation providers. In addition, the business approach design was submitted for review and comment by all Corps recreation managers on two separate occasions during development. This provided "reality checks" for the measurable objectives, indices of quality, and quality standards.

The current "working version" of the business approach is intended to act as the starting point of a process to align the collective management of the Corps operation recreation areas. As the business approach is implemented, it will likely undergo extensive revision, though use, to clarify what management practices are most significant in providing quality, cost-effective recreation experiences and to measure performance in the execution of the Corps recreation mission.

I. INTRODUCTION

A prevalent theme in the U.S. Army Corps of Engineers Operations Division is to do more with less — the aging infrastructure requires enhanced maintenance attention, while budgets are being tightened. The logical direction for the Corps to take is to allow its field personnel to respond through efficiency moves, since they are the experts and are uniquely qualified to accommodate strategic operational shifts. The Corps, though, is a very large organization and is a member of much larger organizations (U.S. Army, Department of Defense, etc.) and is faced with setting standards for the operation of its many field offices. Thus, we are seeing a move toward development of measurable objectives that send a clear message to the field about what is important and what level of service is expected. This message, which is explicitly addressed in Vice President Gore's report from the National Performance Review entitled *Creating a Government That Works Better and Costs Less*, is being considered by many federal agencies and has been discussed in the Senate:

> If government is to become customer oriented, then managers closest to the citizens must be empowered to act quickly. Why must every decision be signed-off on by so many people? If program managers were instead held accountable for the results they achieve, they could be given more authority to be innovative and responsive. (Senator William V. Roth, Jr., *Congressional Record*, July 30, 1993)

To establish this sought-after accountability, the Vice President recommends that all federal agencies begin developing and using measurable objectives and reporting systems for their respective operations. These urgings were actually made law on January 5, 1993 with the passage of the Government Performance and Results Act of 1993. The Act directs the following:

> To provide for the establishment of strategic planning and performance measurement in the Federal Government, and for other purposes. (Public Law 103-62)

The Corps recreation program began addressing this challenge, even before the Gore initiative, through the development of a business approach to recreation management:

> To use business-like practices for internal operation of Corps-managed recreation areas and programs. This includes cost recovery, cost control, customer satisfaction, defined and consistent levels of quality, and public awareness.

Note that profit, probably the most common "business" objective, is not specified because the Corps, as a government agency, does not operate under profit motives. The Corps version of a business approach to recreation management consists of the development of measurable objectives for operations, clear definitions of service levels, and particular attention to customer service.

A business approach to recreation management and its related concepts have been introduced into Corps recreation policy and research in recent years. The prospect of developing Corps-wide standards has been a topic of professional debate. During a Corps-wide series of interviews with operations managers (Langowski and Feather 1991), half of the interviewees indicated consistency was impossible because of the unique operational characteristics endemic of the individual facilities. The other half thought it could and should be done, but for the most part they could not provide a way to create a comprehensive set of standards. The challenge posed by managers, in light of a move toward standardization, was to develope a strategy that allowed an appropriate level of autonomy for the field.

The *U.S. Army Corps of Engineers Recreation Study* (1990), which examined approaches to reducing federal spending while maintaining the recognized quality in the Corps recreation program, suggested that

> The foundation of the Corps overall strategy should be a more business-like approach to the management of its recreation program.

In 1991, the Corps initiated a comprehensive assessment of the Corps Operation and Maintenance (O&M) program, focusing on justified spending on given levels of service. This major effort is summarized in *National Operation and Maintenance Plan of Improvement* (1993). One of the four program improvement goals involves evaluation of performance measurements and data management. The results and studies involve development of performance objectives for each functional area within the Corps. This is very closely aligned with the present effort. In fact, the business approach to recreation management may serve as a model for the Corps' other functional areas.

The Assistant Secretary of the Army for Civil Works (ASA(CW)) established a working team to review the management and objectives of the Corps recreation program in May 1992. The purpose of the review was to suggest appropriate mechanisms for providing more cost-effective regulation, to promote increased partnerships with other governmental entities and the private sector, and to develop a business-like approach at Corps-operated recreation areas to assure cost-effective operations. The review resulted in *Report on the Recreation Policy Review*, which was finalized in February 1993.

BUSINESS APPROACH TASK FORCE AND ROLES

As a result of the *Recreation Policy Review* the ASA(CW) commissioned the formation of a task force to develop the business approach to recreation management of Corps-operated recreation facilities. The headquarters office of the Corps Natural Resources Management Branch (CECW-ON) defined the scope of activities for the task force with assistance from the Corps' Institute for Water Resources (IWR). Planning and Management Consultants, Ltd. (PMCL) was retained through IWR to facilitate the task force meetings and document the findings. PMCL was also asked to conduct interviews of major non-Corps recreation providers to benchmark the best management practices in the industry for the Corps business approach design.

Corps field members of the task force were hand-picked by CECW-ON to get an appropriate combination of experience, hierarchical perspective, and progressive input. The task force had representation from the Project, District, Division and Headquarters levels, with each member having 15 or more years experience in the Corps recreation program. Along with their general expertise in recreation management, the field members were asked to anticipate the general field response to the business approach and to consider this in the design.

CONTENTS OF THIS REPORT

The ultimate product of the business approach effort will be a mission-driven management framework for the Corps recreation program. This will be accompanied by written guidance and training, and reporting and review systems. The present report documents the scope, philosophy, and structure as developed by the business approach task force. This report provides a logical preface to formal guidance on how to use the business approach at all levels throughout the Corps.

Following this introductory and background overview, Chapter II describes the elements of the business approach, outlining its contents and implementation considerations. The overall fundamentals of the business approach were reviewed and enhanced, and then specific measurable objectives were developed. Chapter III summarizes the business approach concepts by answering the question, What does this mean to me? Appendix A provides a summary of the non-Corps recreation interviews. The activities and results of the task force meetings are summarized in Appendix B.

II. BUSINESS APPROACH DESIGN

The business approach developed by the task force (referred to hereafter as the field work group, or FWG) explicitly addresses the recent moves toward accountability and measurable objectives that are being seen, or will soon be seen, throughout the federal government. Recognizing this trend and the fact that the Corps recreation community should not be burdened with reporting requirements that greatly deviate from their operational critical paths, the FWG designed this business approach so that it would be a useful tool for the field. This is one of many possible approaches to a very challenging management problem, but the FWG was dedicated to creating a useful tool while at the same time meeting the demands for accountability and measurability in designing a business approach for the recreation program.

The general model that guided the FWG in creating the business approach began with the basic mission as shown in Figure II-1. Basic goals that serve the mission are created for general operational direction. These goals are supported by specific measurable objectives which are designed to describe the important elements of meeting the respective goal. The final tier in the general model is the index of quality and quality standard. The index of quality is the means of measuring the objective and the quality standards indicate the expected magnitude on the respective index to accommodate the designed level of service. Thus, the quality standard provides an explicit reading of what is generally expected for the important elements of the operation. This chapter describes the details of the FWG's application of this general model in developing a business approach to recreation management.

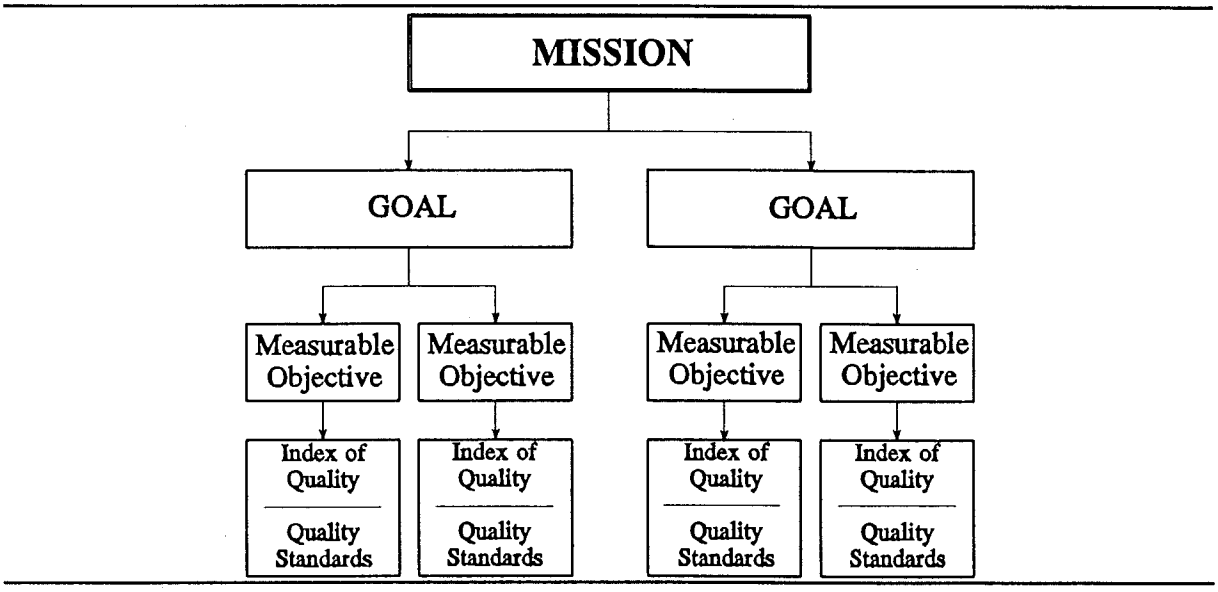

FIGURE II-1
GENERAL MODEL FRAMEWORK

MISSION STATEMENT AND GOALS

The Army and the Corps have a long tradition of clear and decisive victories in war and peacetime endeavors. The success of the Army can be attributed to mission-driven operations. Other major recreation programs, both public and private, have mission statements that are highly visible to the organization's employees as well as to its customers. (This was discovered, along with other information pertinent to the business approach, through interviews with major recreation providers. This is discussed in more detail below). Recognizing that a mission statement is a necessary element of a business approach, the FWG adopted the following **draft statement**:

> **The Army Corps of Engineers manages water and related land resources to provide, consistent with authorized purposes, public recreation opportunities at completed, federally operated water resources projects. Toward that end, the Corps may operate and maintain recreation areas to provide these public recreational opportunities at Corps projects. The Corps partners with nonfederal governmental and private entities to provide for enhancement of recreational opportunities through outgrants to others, with O&M being a nonfederal responsibility.**

The five primary areas of interest for Corps recreation managers are safety, facility condition, cost-efficiency, visitor assistance/security, and customer satisfaction. Each area illustrated in Figure II-2 can be characterized by goals supporting the mission statement of the recreation program. Accomplishing those goals will meet the Corps recreation mission:

Safety - to provide safe recreation opportunities

Facility condition - to provide clean, functional recreation facilities on a long-term basis

Cost-efficiency - to make the most effective use of available resources

Visitor assistance and security - to provide visitors with a secure environment for a quality outdoor experience

Customer satisfaction - to provide services that meet customer needs

The nature of the recreation industry is dynamic. As the direction of the Corps is altered due to changes in public demands for recreation (or changes in administration), the Corps' recreation mission and supporting goals will have to be flexible. This will require deliberate periodic review of the recreation mission and the goals that support the mission, which is represented by the arrows in Figure II-2.

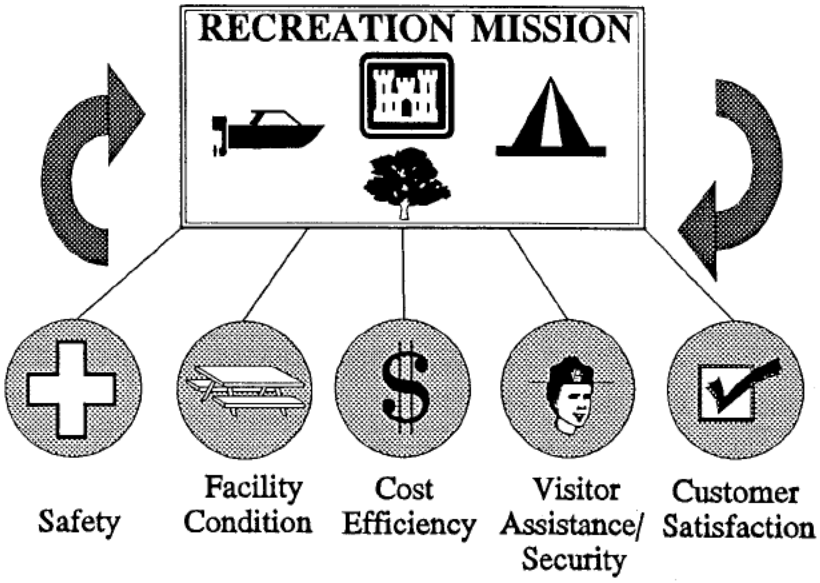

FIGURE II-2
BUSINESS APPROACH INTERESTS WITHIN THE RECREATION PROGRAM

DESIGN OF THE BUSINESS APPROACH MEASURABLE OBJECTIVES

Each management goal described above has associated measurable objectives that depict attainment of the goals. Development of these measurable objectives that meaningfully describe the goals, while not imposing burdensome data collection requirements, involved the majority of the FWG's time. Prior to actually designing the measurable objectives, the FWG discussed favorable and unfavorable attributes of the what they were about to create. Thus, the criteria considered when creating the measurable objectives are shown in Table II-1. These attributes were used to informally guide the FWG in determining the inclusion or exclusion of measurable objectives being considered, and were posted in the meeting room as a reminder throughout the design process. In some cases, strict adherence to the criteria was lifted if the measurable objective was particularly suitable to the business approach goals.

Each measurable objective was further described by an index of quality and quality standard. Nearly as important as creating meaningful measurable objectives was identification of appropriate indices of quality. These were subject to the same criteria as measurable objectives. Special emphasis was placed on the last criteria in Table II-1, "measure what's important, not necessarily easy." This statement was emulated by the quality management experts at Tennessee Valley Authority (via the interviews of major recreation providers) which has made a concerted effort in the total quality management arena. If the wrong questions are asked (i.e., if measurements are requested that do not properly accommodate the program's real goals and objectives), the field receives the wrong signals about what is important, and the business approach fails. Consequently, the FWG paid careful attention to identifying appropriate indices of quality.

TABLE II-1

ATTRIBUTES OF MEASURABLE OBJECTIVES, INDICES OF QUALITY, AND QUALITY STANDARDS FOR THE BUSINESS APPROACH

✓	Consistent
✓	Realistic
✓	Helpful, meaningful, and useful to the field
✓	Acceptable and attainable
✓	Existing data / don't create a new reporting system
✓	Must be measurable
✓	Keep it simple
✓	Must be related to stated agency policy
✓	Customer oriented
✓	Shouldn't drive the field to an unacceptable response
✓	Visible
✓	Measure what's important, not necessarily easy

The final component of each measurable objective is the quality standard. The quality standard provides the expected level of service for each measurable objective, given the defined index of quality goals and mission. The relationship among measurable objective, index of quality, and quality standard can be illustrated by using a thermostat that controls room temperature as an analogy. The measurable objective is to maintain the room at a comfortable temperature. The index of quality is degrees Fahrenheit. The quality standard in terms of the index of quality is 65° to 75°F.

The FWG meetings were facilitated to ensure maximum use of the time invested by individual members of the FWG and to objectively collect and present information to support FWG decision-making. Four, one-week sessions were held from August to December 1993 to develop the business approach measurable objectives, indices of quality, and quality standards. The entire Corps recreation community was invited to review products at important junctures of development. Nearly every Corps District supplied input, which totaled more than 200 pages of written comments. The activities of the FWG meetings are summarized in Appendix B.

The FWG also had available for its design consideration the results of interviews with other recreation providers. The interviews were specifically conducted for the design of the Corps business approach. The opportunity to seek expert operational advice from non-Corps recreation providers is something unique to the Corps recreation program in that most of the other O&M functional areas, e.g., navigation and flood control, have very little experience to draw on outside the Corps because there are very few counterparts in the private sector that provide similar products or services. The geographic cross section of government and private recreation providers that were interviewed may be seen in Figure II-3. The results of the survey process are provided in *Business Approach for the U.S. Army Corps of Engineers Recreation*

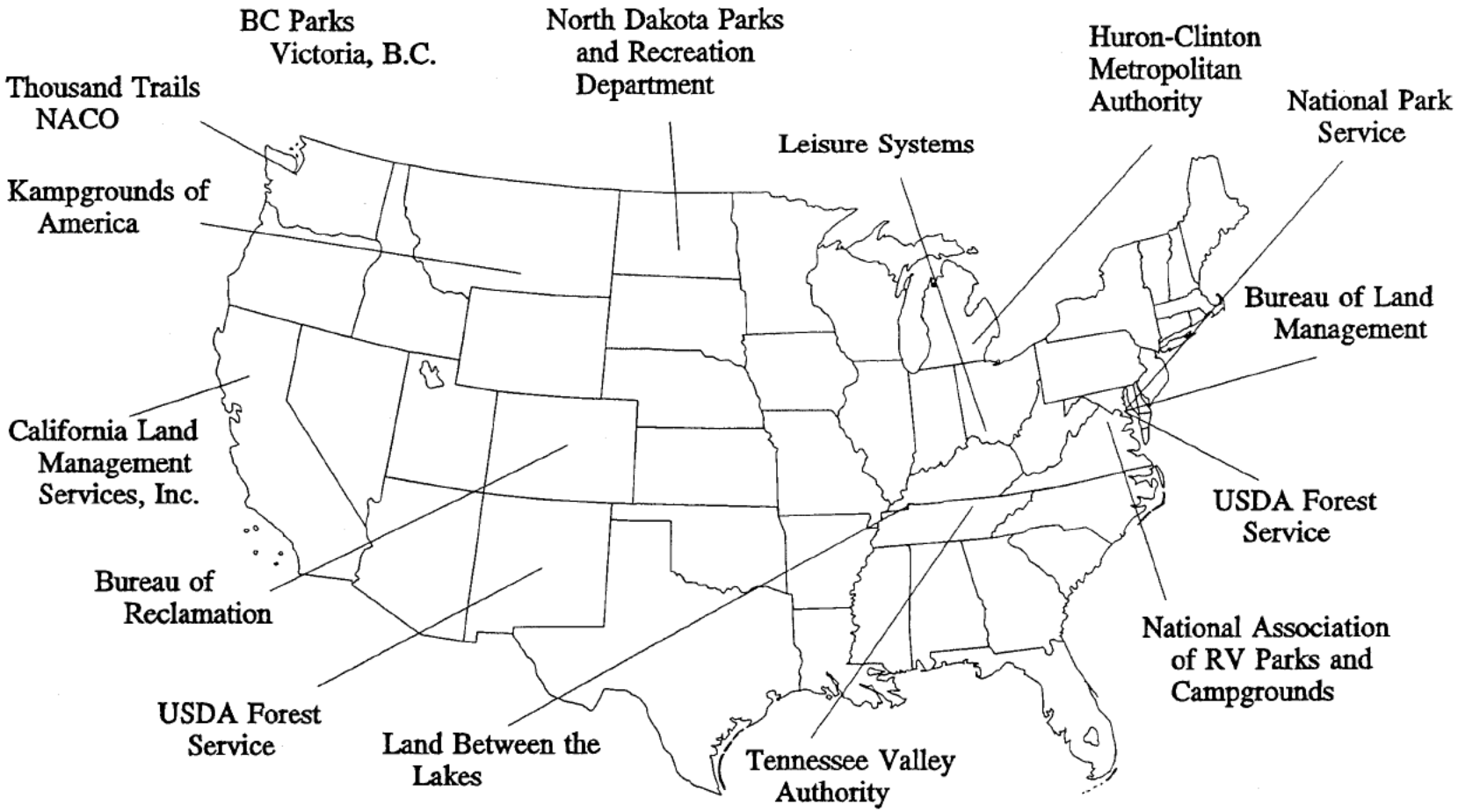

FIGURE II-3
RECREATION PROVIDERS INTERVIEWED FOR DEVELOPMENT OF THE BUSINESS APPROACH

TABLE II-2

CONCLUSIONS AND RECOMMENDATIONS FROM INTERVIEWS

- Firm mission statement/policy is required
- Keep focus on the customer a high priority
- Bottom-up emphasis is needed (rely on park manager decisions)
- Manage based on what is important, not just measured
- Continue interaction with other recreation providers
- Corps business approach is a step in the right direction

Program: Report on Governmental and Industry Interviews (Appendix A). The highlighted points from the interview conclusions and recommendations, which are listed in Table II-2, are incorporated in the final business approach design.

RECOMMENDED SET OF MEASURABLE OBJECTIVES

Given the solicited field input to gauge acceptability and provide "reality checks," along with Headquarters representation on the FWG to ensure the business approach was aligned with the intended purpose, the FWG was comfortable in offering a set of measurable objectives, indices of quality, and quality standards that could effectively be used in the Corps recreation program. In addition, as discussed above, the FWG was backed by technical support based on its interviews with non-Corps recreation providers, and administration guidance, with the government's call for management accountability tools which are expected to play an important part in managing federal agencies.

The measurable objectives, indices of quality, and quality standards are shown in Table II-3. Each measurable objective was designed to describe a goal category shown in Figure II-2. The measurable objective is listed in the first column, which is further described by the index of quality and quality standards in the second and third columns, respectively. Under the goal of cost-efficiency, a measurable objective is *cost-tracking system is utilized to control costs.* Recalling that the goal of cost-efficiency is to make most effective use of available resources, then certainly a cost-tracking system will support (if not be a prerequisite for) that goal. The index of quality for the measurable objective is that *costs and receipts are routinely monitored for each park area.* This is the means by which the measurable objective can be measured, synonymous to degrees Fahrenheit in the temperature illustration above. The acceptable range of quality for this measurable objective is not a range, rather, it is a *yes*. Many of the indices of quality and quality standards called for categorical responses, which deviates slightly from the temperature illustration example. The measurable objective, *O&M contract administration and inspection costs are reasonable*, is more aligned with the temperature example, where the quality standard is that 5-15 percent of total cost are administration and inspection costs.

TABLE II-3

BUSINESS APPROACH GOALS AND ASSOCIATED MEASURABLE OBJECTIVES, INDICES OF QUALITY, AND QUALITY STANDARDS

COST EFFICIENCY: *To make most effective use of available resources*

Measurable Objective	Index of Quality	Quality Standard
1. Cost tracking system is utilized to control costs	1a. Costs and receipts are routinely monitored for each park area (Y or N)	1a. Yes
2. Engineering and design costs are minimized for O&M projects	2a. E & D cost ÷ total construction cost = % E&D	2a. <30% when total project cost is < $100K <20% when total project cost is >$100K
3. O&M contract administration and inspection costs are reasonable	3a. A&I costs ÷ total cost = % A&I	3a. 5-15% = acceptable
4. Portion of O&M cost is recovered from fees	4a. Revenue exceeds collection cost (Y or N) 4b. Revenue from campground area ÷ O&M cost for campground = % recovered	4a. Yes 4b. <20% undesirable 20-60% acceptable >60% exceptional
5. Public is informed of recreation opportunities	5a. Marketing plan developed and implemented (Y or N) 5b. Participating member of local organizations that could support project visibility (i.e., chamber of commerce or lake association) (Y or N) 5c. Participants in state or regional tourism conferences (Y or N)	5a. Yes 5b. Yes 5c. Yes
6. Economic impacts are optimized	6a. Dollars of economic impacts ÷ dollars of O&M funding = economic impact per O&M $ 6b. Dollars of O&M funding ÷ number of private sector jobs = $ per job	6a. ≥$30 per O&M $ 6b. <$400 per job
7. Campground use is optimized	7a. Recreation season weekend occupancy rates in campgrounds	7a. 80%

TABLE II-3 (Continued)

BUSINESS APPROACH GOALS AND ASSOCIATED MEASURABLE OBJECTIVES, INDICES OF QUALITY, AND QUALITY STANDARDS

CUSTOMER SATISFACTION: *To provide services that meet customer needs*

Measurable Objective		Index of Quality	Quality Standard
1. Visitor feedback is solicited and used for program improvement	1a.	Surveys are in place that are developed and interpreted by trained personnel (Y or N)	1a. Yes
	1b.	Survey results are considered in annual Operational Management Plan update (Y or N)	1b. Yes
	1c.	System in place to consider customer comments in management decisions (Y or N)	1c.
2. Practices proactive customer communication	2a.	Information exchange meetings held at least annually (Y or N)	2a. Yes
	2b.	Interpretive program in place (Y or N)	2b. Yes
3. Acceptance of the fee program is monitored	3a.	Dollars collected by area ($ per area)	3a. Increasing 3-year moving average
4. Visitation trends are being considered in project	4a.	Project uses the Visitor Estimation Reporting System (Y or N)	4a. Yes
	4b.	Automated User Permit System data are captured and considered (Y or N)	

TABLE II-3 (Continued)

BUSINESS APPROACH GOALS AND ASSOCIATED MEASURABLE OBJECTIVES, INDICES OF QUALITY, AND QUALITY STANDARDS

FACILITY CONDITION: *To provide clean, functional recreation facilities on a long-term basis*

Measurable Objective		Index of Quality	Quality Standard
1. Preventative maintenance program in place	1a.	Major facility and system preventative maintenance plans are current (Y or N)	1a. Yes
	1b.	Compliance with the preventative maintenance plan is up-to-date (Y or N)	1b. Yes
	1c.	Clear lines of assignment are evident to indicate person(s) responsible for plan supervision and implementation (Y or N)	1c. Yes
	1d.	Maintenance backlog (or other appropriate term) is documented and identified in annual budget requests as applicable (Y or N)	1d. Yes
2. Facilities function as intended	2a.	Inspection program to detect facility breakdown or nonfunction is in place	2a. Yes
	2b.	Quality assurance/control plan is in place to ensure repairs are made correctly and on schedule	2b. Yes
3. Facilities meet codes and requirements	3a.	Inspection of all facilities is made to determine compliance with codes and requirements (Y or N)	3a. Yes
	3b.	Facilities requiring extensive modification will be listed along with estimated costs for inclusion in future budget and/or reporting to higher authority (Y or N)	3b. Yes
4. Facilities are accessible to persons with disabilities	4a.	Facilities have been inventoried to determine status of compliance (Y or N)	4a. Yes
	4b.	Shortfalls included in the budget request (Y or N)	4b. Yes

TABLE II-3 (Continued)

BUSINESS APPROACH GOALS AND ASSOCIATED MEASURABLE OBJECTIVES, INDICES OF QUALITY, AND QUALITY STANDARDS

SAFETY: ***To provide safe recreation opportunities***

Measurable Objective		Index of Quality	Quality Standard
1. An effective project safety program is functioning with Command support	1a.	Project safety plan developed and implemented (Y or N)	1a. Yes
	1b.	Annual Safety Management Evaluations (Y or N)	1b. Yes
	1c.	Coordinated interagency procedures for response to emergencies established at developed recreation areas (% parks)	1c. Yes

TABLE II-3 (Continued)

BUSINESS APPROACH GOALS AND ASSOCIATED MEASURABLE OBJECTIVES, INDICES OF QUALITY, AND QUALITY STANDARDS

VISITOR ASSISTANCE/SECURITY: *To provide visitors with a secure environment for a quality outdoor experience*

Measurable Objective		Index of Quality	Quality Standard
1. Quality assurance plan for law enforcement cooperative agreements in place	1a.	Cooperative agreement specification define the level of service (Y or N)	1a. Yes
	1b.	Cooperating agency logs or reports reviewed with periodic feedback provided (Y or N)	1b. Yes
2. Corps presence and visibility are ensured	2a.	Rangers provide interpretive and safety programs to surrounding communities (Y or N)	2a. Yes
	2b.	Uniformed rangers make regular visits to recreation areas (Y or N)	2b. Yes
	2c.	Contract gate attendants are clearly identified as Corps representatives (Y or N)	2c. Yes
3. System or visitor management in place	3a.	Visitor hours posted and enforced (Y or N)	3a. Yes
	3b.	Title 36 is enforced in accordance with the visitor assistance regulation (Y or N)	3b. Yes
	3c.	Signage complies with Corps Sign Standards Manual (Y or N)	3c. Yes
	3d.	Day use and camping areas are separate (Y or N)	3d. Yes
	3e.	Citations and warnings are tracked to identify trends and address recurring problems (Y or N)	3e. Yes
	3f.	Contingency plans for visitor overflow are established (Y or N)	3f. Yes
4. Ranger training is accomplished	4a.	Training program consistent with recreation program needs developed, implemented, and periodically evaluated (Y or N)	4a. Yes
	4b.	Formal visitor assistance training provided to rangers for citation authority (Y or N)	4b. Yes

The entries in Table II-3 are generally self-explanatory and are considered the initial state of the business approach. Formal detailed definitions of the measurable objectives, indices of quality, and quality standards will be needed for effective and consistent implementation. These details will be explicated in the forthcoming business approach guidance. Generally, the measurable objectives are considered solid, and it is anticipated that they will remain virtually unchanged as the business approach is implemented. Alternatively, indices of quality and quality standards will likely be altered as new, possibly more convenient ways of measuring and defining quality standards emerge during the initial implementation phase.

FOCUS ON CUSTOMER ORIENTATION

Customer orientation is deserving of a special note. It is a very visible direction of the *National Performance Review*, calling for federal agencies to

> ... put the customer first—listen to them, restructure basic operations to meet their needs, and use market dynamics such as competition and customer choice to create incentives for success.

Customer focus was also an important theme that emerged from the interviews of major government and industry recreation providers. Recreation is a service industry, and successful contestants in the recreation industry pay close attention to the needs of their customer base.

The business approach goals individually relate to customers in varying degrees. The sole purpose of the customer satisfaction goal is to gain customer focus. The safety and visitor assistance/security goals were directed at providing safe and secure recreation experiences for customers. Should certain safety or security situations arise, the manager following the philosophy of the business approach will respond accordingly in a prudent and timely fashion, recognizing that a safe and secure environment is what the recreating public seeks. Similarly, if special interpretive needs come about, a responsive visitor assistance program will accommodate them appropriately.

The facility condition goal shares preventative maintenance elements with more customer-related elements of cleanliness and proper operating condition. For example, clean restrooms are a very high demand of the recreating public, and it accordingly receives a great deal of attention in recreation management. The goal of cost efficiency is somewhat removed from the customer, though the taxpaying public certainly realizes the benefits of an efficiently-run federal agency. In addition, a cost-effective facility benefits the customer by providing the public with the most enjoyable recreation experience, given their fiscal constraints.

Understanding the needs of the customer requires a means of communication. One communication mode is displayed through attendance at the facility. If a management scheme is causing facility condition decay, and subsequent attendance figures decrease, this offers a clear message that should be recognized and acted upon. Another gauge of customer preference is through surveys and comment cards. Use of comment cards is common throughout the recreation industry. Surveys, though, are presently not an important element in Corps recreation management due to federal laws that highly regulate survey execution. Survey results are a

critical part of the recreation industry. Nearly all participants of the major recreation provider interviews indicated that survey results were central to their operation and business posture. Survey results allow the recreation manager to keep abreast of and anticipate the changing needs of their customers. Not only are problem areas identified, but usage patterns are defined which allows for more effective strategic planning. The inability to conduct surveys puts the Corps at a tremendous disadvantage in trying to stay focussed on and responsive to customer demands.

IMPLEMENTATION CONSIDERATIONS

The immediate implementation issue is to develop guidance for the field and to provide training so that the business approach can fully be appreciated and successfully executed as designed. The FWG concluded that full implementation of the business approach could reasonably be expected by October 1997. Introduction by way of briefings and conference presentations will be conducted during 1994 and 1995, and distribution of formal guidance will be available during the calendar year 1995.

The three-year implementation schedule developed by the FWG is shown in Figure II-4. The lower half of the figure represents the budget cycles for FY96, FY97, and part of FY98. The business approach will be implemented through the budget process and Operation Management Plans (OMPs). The OMP is a site-specific, five year strategic work plan designed by the resource manager. Operational elements of recreation projects not meeting business approach quality standards should be accommodated in the OMP. The intent being that areas needing attention will receive the needed budgetary consideration. The Corps is presently developing a central data management system called the Corps of Engineers Financial Management System (CEFMS). When CEFMS comes on line, the business approach will reside in the system as a module. Thus, detailed coordination with the CEFMS design team will be needed in the near term.

The items in the top half of Figure II-4 are the specific implementation activities of the business approach. A majority of these activities are scheduled to take place before May 1995. The formal guidance will be distributed to the field in May 1995. Many of the briefings and communications will be headed up by the CECW-ON. As the FWG considered the implementation schedule, concern was voiced that the OMPs would not be complete Corps-wide in time to put the business approach fully on line by FY97. This issue received a considerable amount of attention from the FWG. They concluded that the maintenance priority list development slated for December 1995 could be developed by all projects. This would be a reasonable placeholder for projects not utilizing OMPs. Thus, the implementation of the business approach could remain on schedule.

COMPARISON TO FOREST SERVICE'S MEANINGFUL MEASURES

Recognizing that this business approach initiative is breaking new ground, it was useful to observe the progress and products of other federal agencies in this area. The Corps has taken the initial steps to develop performance measures for its dredging operation and plans to develop

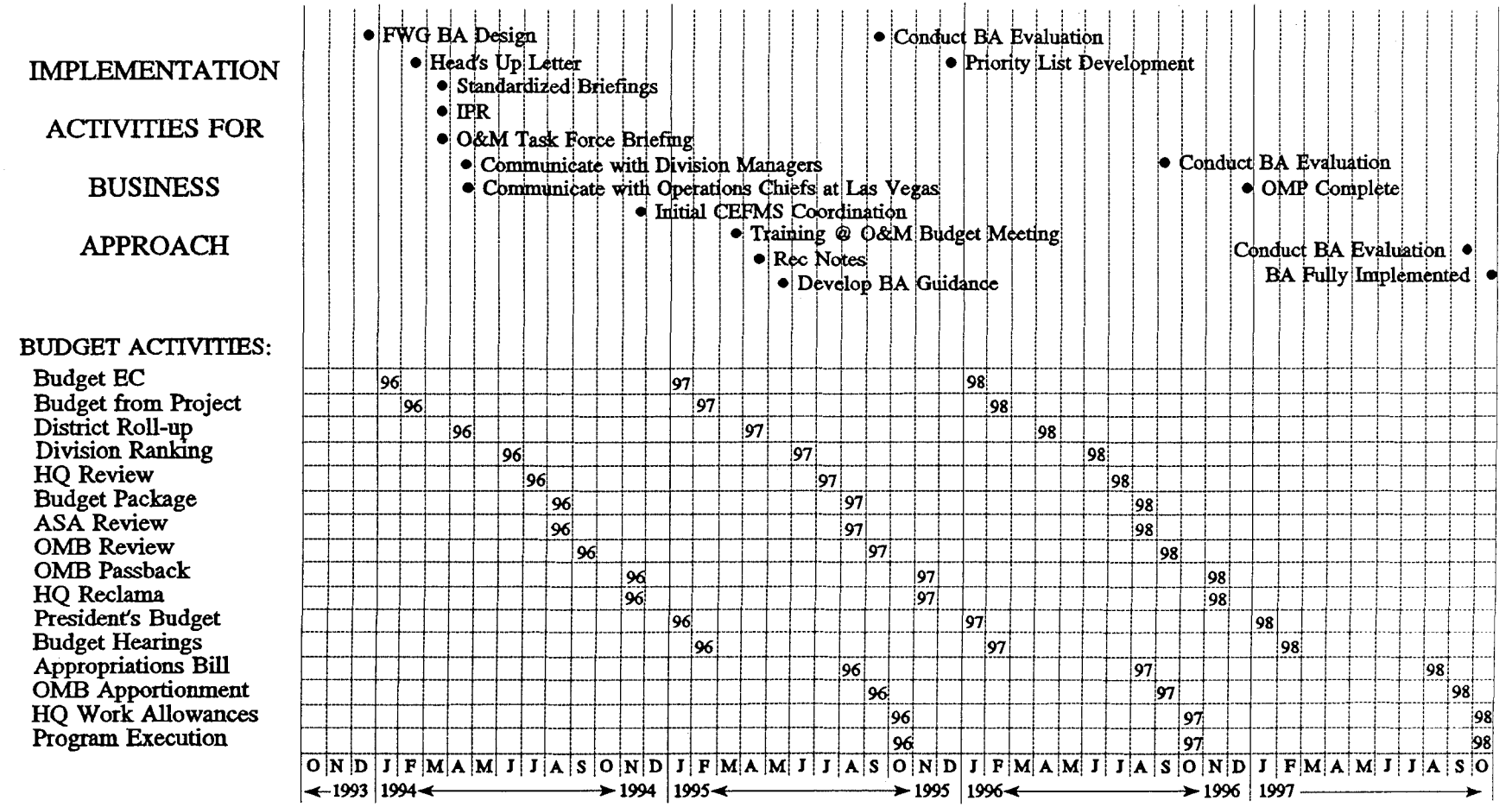

FIGURE II-4
BUSINESS APPROACH IMPLEMENTATION SCHEDULE

programs for all its operational areas. As measurable objective and performance measurement programs become more commonplace, certain design and implementation generalities will emerge which can be used in subsequent program development. At this stage only rudimentary comparisons can be done. Probably the most appropriate comparison for the business approach to date is the program developed by the USDA Forest Service.

The USDA Forest Service has a recreation program that is similar in scope to the Corps program. It is both reassuring and gratifying to see that the Forest Service has undertaken a venture similar to the business approach, the Meaningful Measures program. This program was developed, in part, as a response to the General Accounting Office's request for consistent, nationwide data on the condition of Forest Service recreation sites. The full concept of Meaningful Measures was to (Stephan 1993):

- Define the recreation program of work in terms that are measurable, attainable, realistic, and concrete while clearly showing trade-offs, accomplishments, and shortfalls.
- Make customer preference and quality service an integral part of the management attainment target.
- Provide consistency among forests in measuring and defining recreation services.
- Provide a rational, consistent basis for distribution of funds by providing on-site data that serve as a credible basis for competing for O&M dollars.
- Provide a concrete basis for negotiating performance standards and evaluating and rewarding achievement in the day-to-day management of the recreation program of work.
- Provide a communication tool between organizational levels, Congress, publics, partners, and other agencies.

These concepts can readily be found in the motivation and design of the Corps business approach.

A Forest Service representative presented the tenets of the Meaningful Measures program to the FWG. This presentation provided a valuable source of lessons-learned on the topic. Though no effort was made to follow the Meaningful Measure design explicitly, the final set of measurable objectives in the business approach turned out very similar in terms of scope and content. An example of the Meaningful Measures quality standards is shown in Table II-4. It compares favorably with the measurable objectives and indices of quality of the business approach shown in Table II-3.

The Meaningful Measures program is being used by 10 percent of Forest Service parks, and the reviews thus far have been favorable. The program is expected to be implemented throughout the Forest Service by FY94. Individual working groups are further developing standards, computer systems, and monitoring, marketing, and training programs to ensure