

SAM AR000001-SAM AR000004

From: Chytka, Jon J COL SAM
Sent: Monday, June 09, 2014 11:39 AM
To: Nelson, Thomas F LTC SAM; Fuller, William W SAM; Taylor, Peter F SAM;
Taylor, Ann E SAM; Mullins, Kristina K SAM; Givhan, Joseph P Jr SAM;
Robbins, Ervin P SAM; Scott, Matthew R SAM
Subject: FW: [EXTERNAL] Firearms at Lake Allatoona Corp Properties
(UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE

FYSA

JON J. CHYTKA
COL, EN
Commander, Mobile District
US Army Corps of Engineers

Office: (251) 690-2512

e-mail: jon.j.chytka@usace.army.mil

-----Original Message-----

From: Chytka, Jon J COL SAM
Sent: Monday, June 09, 2014 11:37 AM
To: DAVID JAMES
Cc: Walker, Donald COL SAD; Holland, Robert G SAD
Subject: RE: [EXTERNAL] Firearms at Lake Allatoona Corp Properties
(UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE

Mr. James,

As COL Walker mentioned we very much appreciate your patronage at our federal recreation areas and further thank you for your May 21, 2014 inquiry regarding carrying loaded firearms at Lake Allatoona (a US Army Corps of Engineers reservoir project). I have personally reviewed your request and have had several discussions with my staff in regards to this important issue. I have also requested and received input from my higher headquarters. As you can imagine there are many points to consider here.

Our regulations governing the use of Corps reservoir projects are found at 36 C.F.R. part 327. Our rule specific to the possession of firearms is found at 36 C.F.R. § 327.13. Section 327.13 provides:

"(a) The possession of loaded firearms, ammunition, loaded projectile firing devices, bows and arrows, crossbows, or other weapons is prohibited unless:

- (1) In the possession of a Federal, state or local law enforcement officer;
- (2) Being used for hunting or fishing as permitted under § 327.8, with devices

SAM AR000001

being unloaded when transported to, from or between hunting and fishing sites;

(3) Being used at authorized shooting ranges; or

(4) Written permission has been received from the District Commander.

(b) Possession of explosives or explosive devices of any kind, including fireworks or other pyrotechnics, is prohibited unless written permission has been received from the District Commander."

The policy of the Corps, as stated at 36 C.F.R. § 327.1, is to manage the natural, cultural and developed resources of each project in the public interest, providing the public with safe and healthful recreational opportunities while protecting and enhancing these resources. In consideration of this policy as well as weighing all the pros and cons, I have discerned not to exercise my discretion under 36 C.F.R. § 327.13(a)(4) to grant you permission to possess a loaded firearm while visiting Lake Allatoona. However if you provide additional information demonstrating your immediate need to carry a loaded firearm I will be certain to review it.

Very Respectfully,

JON J. CHYTKA
COL, EN
Commander, Mobile District
US Army Corps of Engineers

Office: (251) 690-2512

e-mail: jon.j.chytka@usace.army.mil

-----Original Message-----

From: Walker, Donald COL SAD
Sent: Friday, May 23, 2014 7:57 AM
To: DAVID JAMES
Cc: Holland, Robert G SAD
Subject: RE: [EXTERNAL] Firearms at Lake Allatoona Corp Properties (UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE

Mr. James,

Thank you for your 21 May 2014 inquiry regarding carrying firearms at US Army Corps of Engineers (USACE) reservoir projects. USACE is the land management agency charged with operating and maintaining multi-purpose reservoirs and other civil works projects throughout the country. Lake

SAM AR000002

Allatoona is one such multi-purpose facility that USACE operates in Georgia. Lake Allatoona is under the jurisdiction of the Mobile District Commander. As he is the official charged with the management of Lake Allatoona, I have referred your request to him for consideration under Code of Federal Regulations, Title 36, part 327. You should be hearing from the Mobile District Commander in the near term.

We appreciate your continued patronage at Lake Allatoona.

Sincerely,

COL W

-----Original Message-----

From: DAVID JAMES [mailto:davidljames@me.com]
Sent: Wednesday, May 21, 2014 4:59 PM
To: Walker, Donald COL SAD
Subject: [EXTERNAL] Firearms at Lake Allatoona Corp Properties

Dear Col. Walker,

I'm writing to inquire if I have permission to carry my personal firearm into Lake Allatoona camping and/or boat ramp properties for the purpose of self-defense. I bring my family to these properties several times a year, and would like to be able to exercise my 2nd amendment right to bear arms for the purpose of self-defense.

You may be aware that a federal court in Idaho, that looked at this situation, ruled that the Corps cannot forbid firearms on its property. The case can be found at this link.<http://ia800902.us.archive.org/4/items/gov.uscourts.idd.32180/gov.uscourts.idd.32180.42.0.pdf>

I look forward to your prompt response to this inquiry.

Regards,
David James

404 754 5274

Classification: UNCLASSIFIED
Caveats: NONE

Classification: UNCLASSIFIED
Caveats: NONE

Classification: UNCLASSIFIED
Caveats: NONE

SAM AR000003

SAM AR000004

SAM AR000005-SAM AR000005

From: [Robbins, Ervin P SAM](#)
To: [Givhan, Joseph P Jr SAM](#)
Subject: FW: Idaho injunction (UNCLASSIFIED)
Date: Tuesday, May 20, 2014 12:59:23 PM

Classification: UNCLASSIFIED
Caveats: NONE

This is the case the reporter was referring to. While I know it's in a different part of the country, would expect them to try in GA.

E. Patrick Robbins
Chief, Legislative and Public Affairs
Mobile District, USACE
251-690-2511

-----Original Message-----

From: Davis, Diana (CMG-Atlanta) [<mailto:diana.davis@wsbtv.com>]
Sent: Tuesday, May 20, 2014 10:30 AM
To: Robbins, Ervin P SAM
Subject: [EXTERNAL] Idaho injunction

<http://ia800902.us.archive.org/4/items/gov.uscourts.idd.32180/gov.uscourts.idd.32180.42.0.pdf>

Sent from my iPhone
Diana Davis
WSB TV
(404) 862-5176 cell phone
Follow me on twitter@diانادaviswsb

Classification: UNCLASSIFIED
Caveats: NONE

SAM AR000006-SAM AR000009

GEORGIA

Offenses Known to Law Enforcement

by Metropolitan and Nonmetropolitan Counties, 2013

[The data shown in this table do not reflect county totals but are the number of offenses reported by the sheriff's office or county police department.]

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and nonnegligent manslaughter	Rape (revised definition) ¹	Rape (legacy definition) ²	Robbery	Aggravated assault	Property crime	Burglary	Larceny- theft	Motor vehicle theft	Arson ³
Metropolitan Counties	Augusta-Richmond	776	18		74	456	228	10,708	2,692	7,023	993	62
	Barrow	250	2		10	7	231	1,104	312	726	66	10
	Bibb	211	1		21	64	125	2,597	496	1,881	220	12
	Brantley	23	0		1	7	15	438	188	241	9	0
	Brooks	12	1		0	1	10	218	54	139	25	0
	Burke	109	2		0	0	107	483	144	310	29	0
	Butts	32	0		3	4	25	383	109	237	37	0
	Carroll	107	2		21	6	78	1,589	567	895	127	4
	Catoosa	84	0		6	7	71	1,002	196	685	121	
	Chattahoochee	0	0		0	0	0	27	23	3	1	0
	Cherokee	100	3		12	17	68	1,758	487	1,156	115	5
	Clarke	0	0		0	0	0	0	0	0	0	0
	Clayton	16	0		0	1	15	6	0	2	4	0
	Clayton County Police Department	1,147	29		82	464	572	8,453	3,175	4,077	1,201	29
	Cobb	0	0		0	0	0	0	0	0	0	0
	Cobb County Police Department	991	20		78	419	474	10,772	2,625	7,301	846	35
	Columbia	58	1		11	17	29	2,054	287	1,695	72	6
	Coweta	99	0		9	24	66	1,603	450	1,057	96	5
	Crawford	28	1		2	2	23	348	98	228	22	0
	Dade	59	0		0	2	57	121	50	71	0	
	Dawson	18	0		0	1	17	458	77	353	28	3
	DeKalb County Police Department	3,298	60		130	1,846	1,262	29,757	9,227	16,524	4,006	173
	Dougherty	7	0		6	0	1	103	3	97	3	0
	Douglas	222	2		16	50	154	1,704	428	1,124	152	4
	Echols	4	0		1	0	3	7	0	7	0	0
	Effingham	32	2		7	7	16	254	173	51	30	
	Fayette	35	2		4	9	20	617	242	346	29	3
	Floyd	35	2		1	1	31	110	18	88	4	
	Forsyth	107	0		12	10	85	1,542	370	1,124	48	2
	Fulton	1	0		0	1	0	14	0	14	0	
	Fulton County Police Department	874	18		38	453	365	5,713	1,641	3,306	766	7
	Glynn County Police Department ⁴		4		12	58		2,412	574	1,746	92	2
	Gwinnett County Police Department	1,473	23		153	652	645	14,681	3,653	9,851	1,177	49
	Hall	162	6		23	26	107	2,272	643	1,420	209	6
	Haralson	146	0		1	2	143	382	140	212	30	
	Harris	16	0		2	5	9	261	64	183	14	0
	Heard	11	0		1	1	9	163	43	97	23	0
	Henry	13	0		0	1	12	208	0	207	1	0
	Henry County Police Department	284	5		19	119	141	4,347	1,192	2,787	368	10

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and nonnegligent manslaughter	Rape (revised definition) ¹	Rape (legacy definition) ²	Robbery	Aggravated assault	Property crime	Burglary	Larceny-theft	Motor vehicle theft	Arson ³
	Jasper	23	0		0	0	23	118	37	78	3	0
	Jones	12	0		1	2	9	412	87	300	25	1
	Lamar	9	0		1	0	8	241	60	173	8	3
	Lanier	34	0		0	1	33	172	47	123	2	0
	Lee	92	0		2	11	79	884	159	707	18	1
	Liberty	77	2		4	5	66	333	101	211	21	
	Lincoln	22	2		0	0	20	173	42	124	7	0
	Madison	38	0		4	3	31	673	198	428	47	9
	Marion	1	0		0	0	1	17	9	6	2	0
	McDuffie	17	1		0	6	10	280	106	145	29	0
	McIntosh	23	0		2	8	13	288	86	189	13	2
	Meriwether	52	2		4	5	41	413	116	275	22	0
	Monroe	35	2		1	3	29	386	105	255	26	1
	Morgan	8	0		0	1	7	168	47	114	7	
	Murray	70	0		6	2	62	779	125	592	62	
	Muscogee	1	1		0	0	0	0	0	0	0	0
	Newton	347	1		11	37	298	1,838	825	835	178	
	Oconee	32	0		2	0	30	465	71	379	15	
	Oglethorpe	44	0		1	0	43	354	87	260	7	4
	Paulding	172	1		23	24	124	2,296	545	1,489	262	14
	Peach	16	0		1	0	15	315	84	212	19	
	Pickens	45	0		1	0	44	468	110	338	20	
	Pike	9	0		2	1	6	243	50	188	5	0
	Pulaski	44	0		1	6	37	204	75	127	2	
	Rockdale	208	2		7	40	159	2,259	609	1,485	165	
	Spalding	113	0		9	29	75	1,548	460	916	172	0
	Terrell	19	0		0	1	18	82	29	48	5	
	Twiggs	8	1		0	1	6	126	43	75	8	2
	Walton	57	0		8	3	46	810	234	503	73	0
	Whitfield	189	2		19	15	153	1,582	504	978	100	
	Worth	31	0		1	0	30	232	68	145	19	
Nonmetropolitan Counties	Baldwin	222	1		4	8	209	675	203	450	22	
	Banks	15	0		0	3	12	507	103	384	20	
	Berrien	9	0		3	1	5	147	43	98	6	0
	Bleckley	25	0		0	2	23	150	57	90	3	1
	Bulloch	20	1		3	3	13	463	126	309	28	2
	Camden	51	1		1	3	46	309	81	224	4	1
	Charlton	2	0		1	0	1	86	19	56	11	0
	Clay	0	0		0	0	0	0	0	0	0	
	Clinch	6	0		0	1	5	58	25	27	6	
	Coffee	61	1		7	12	41	784	184	551	49	6
	Cook	9	1		1	0	7	99	49	42	8	
	Crisp	8	0		0	0	8	356	66	282	8	0
	Decatur	41	0		1	2	38	262	101	158	3	2
	Dodge	26	2		1	5	18	411	151	247	13	0

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and	Rape	Rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny- theft	Motor	Arson ³
			nonnegligent manslaughter	(revised definition) ¹	(legacy definition) ²						vehicle theft	
	Dooly	5	0		0	3	2	93	23	66	4	0
	Early	23	0		0	1	22	90	36	48	6	0
	Elbert	21	0		4	1	16	425	130	261	34	0
	Emanuel	5	1		1	0	3	316	124	166	26	0
	Fannin	39	1		5	4	29	300	94	187	19	8
	Franklin	7	0		0	3	4	321	134	171	16	1
	Gilmer	47	0		1	0	46	333	100	213	20	0
	Gordon	128	0		10	3	115	798	218	540	40	0
	Grady	40	0		0	2	38	221	79	128	14	
	Greene	10	0		0	0	10	180	42	137	1	0
	Habersham	39	0		4	2	33	470	183	253	34	0
	Hancock	0	0		0	0	0	58	16	39	3	0
	Hart	71	0		0	1	70	562	194	343	25	
	Irwin	10	0		0	1	9	128	37	81	10	0
	Jackson	41	0		2	4	35	784	135	597	52	
	Jeff Davis	64	0		0	2	62	209	46	141	22	0
	Jefferson	26	2		1	2	21	101	55	38	8	0
	Laurens	22	4		3	3	12	597	193	389	15	0
	Macon	0	0		0	0	0	84	40	41	3	0
	Mitchell	28	2		0	2	24	223	60	156	7	0
	Pierce	19	0		1	0	18	98	63	24	11	0
	Polk	0	0		0	0	0	0	0	0	0	0
	Polk County Police Department	38	0		2	7	29	672	225	383	64	4
	Putnam	72	0		6	0	66	350	87	252	11	3
	Rabun	9	0		1	1	7	271	57	206	8	0
	Randolph	42	0		1	0	41	67	30	37	0	
	Schley	4	0		0	1	3	28	9	18	1	0
	Screven	55	0		1	12	42	269	102	147	20	
	Seminole	17	4		1	1	11	57	24	31	2	
	Stephens	29	0		3	5	21	444	126	297	21	0
	Sumter	14	1		2	0	11	305	119	174	12	0
	Talbot	1	0		0	1	0	57	21	32	4	0
	Tattnall	9	0		0	3	6	206	75	112	19	
	Taylor	17	1		2	2	12	95	38	48	9	6
	Thomas	47	0		7	13	27	611	207	350	54	8
	Tift	98	2		3	26	67	743	198	495	50	2
	Toombs	22	0		4	4	14	177	73	84	20	
	Treutlen	4	0		0	1	3	58	21	34	3	
	Turner	11	1		0	2	8	91	23	63	5	
	Union	46	4		3	1	38	259	74	173	12	0
	Upton	24	0		4	7	13	404	118	268	18	
	Ware	64	1		4	4	55	596	171	408	17	0
	Warren	13	0		2	1	10	59	17	38	4	
	Webster	1	0		0	1	0	18	8	7	3	0
	Wheeler	0	0		0	0	0	56	19	27	10	0

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and nonnegligent manslaughter	Rape (revised definition) ¹	Rape (legacy definition) ²	Robbery	Aggravated assault	Property crime	Burglary	Larceny-theft	Motor vehicle theft	Arson ³
	White	22	0		0	3	19	228	106	109	13	
	Wilcox	19	0		4	0	15	107	49	51	7	1
	Wilkes	0	0		0	0	0	20	6	11	3	2
	Wilkinson	4	0		0	0	4	81	43	36	2	

¹ The figures shown in this column for the offense of rape were reported using the revised Uniform Crime Reporting (UCR) definition of rape. See Data Declaration for further explanation.

² The figures shown in this column for the offense of rape were reported using the legacy UCR definition of rape. See Data Declaration for further explanation.

³ The FBI does not publish arson data unless it receives data from either the agency or the state for all 12 months of the calendar year.

⁴ The FBI determined that the agency's data were overreported. Consequently, those data are not included in this table.

SAM AR000010-SAM AR000010



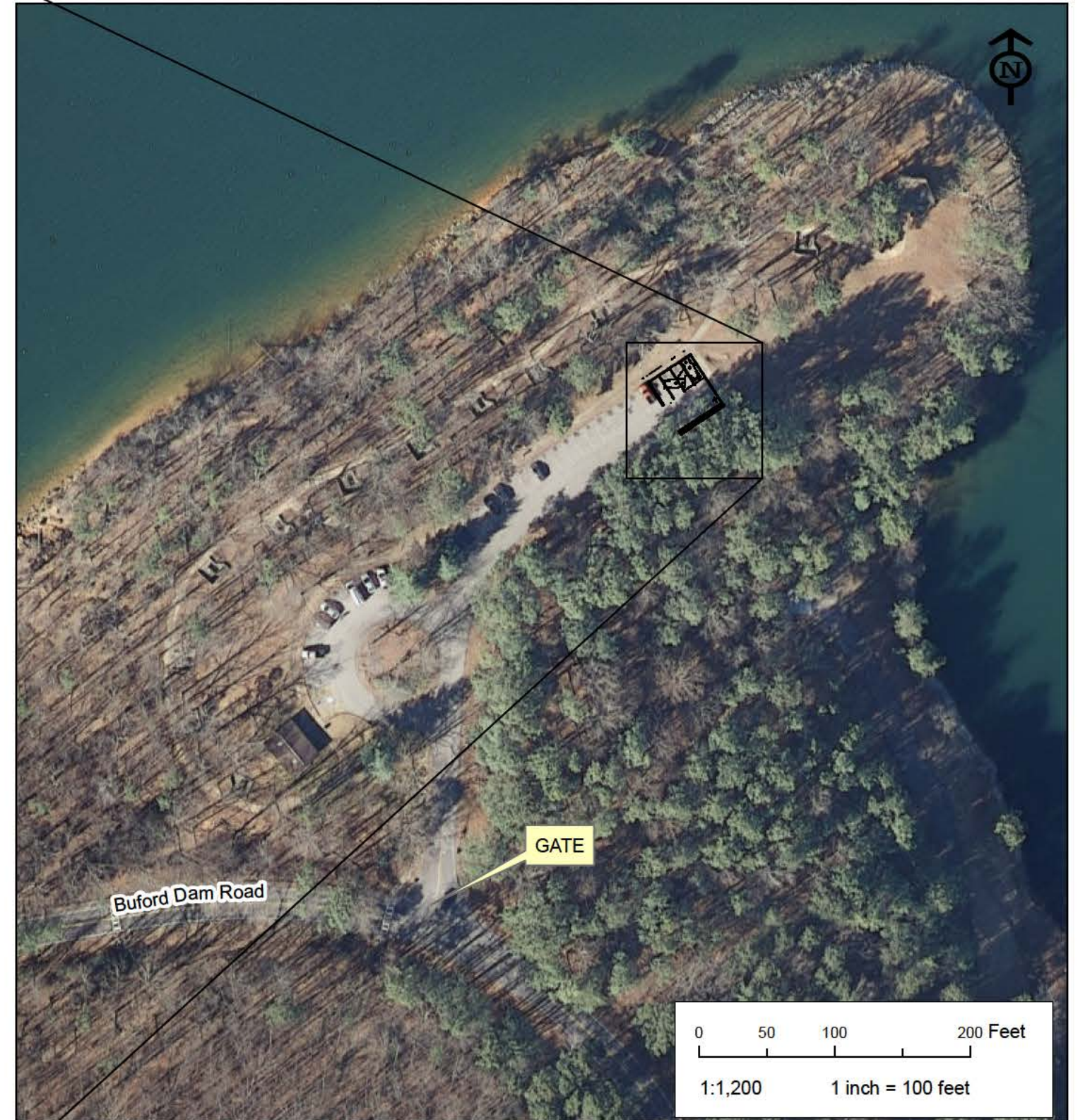
Lake Sidney Lanier Buford Dam



Updated: 10/29/2013 12:04:58 PM
 Document Path: Q:\MXDs\Fatality\LowerOverlook_Overview_2013-10-29.mxd
 User Name: k5opsral



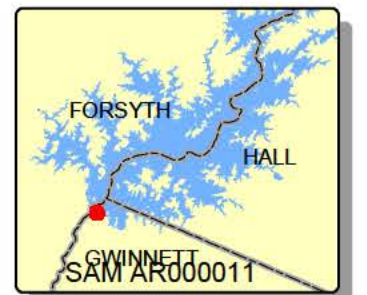
SAM AR000011-SAM AR000011



Lake Sidney Lanier Lower Overlook Park



Updated: 8/5/2013 6:54:06 PM
Document Path: Q:\Data&Maps\Maps\Fatality\LowerOverlook_2013-06-26.mxd
User Name: k5opsral



SAM AR000012-SAM AR000013



VALUE *to the* NATION FAST FACTS

Lake Level Report ALLATOONA LAKE

RECREATION 2013

US Army Corps of Engineers – Value to the Nation

Natural and recreational resources at Corps lake(s) provide social, economic and environmental benefits for all Americans. Following are facts related to the Corps role managing natural and recreational resources in ALLATOONA LAKE.

LAKE DESCRIPTION

<p>Project Name: ALLATOONA LAKE</p> <p>State: Georgia</p> <p>Congressional District: GA11</p> <p>Watershed: Alabama</p> <p>USACE District: Mobile District</p> <p>USACE Division: South Atlantic</p>
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SOCIAL BENEFITS

Facilities in FY 2013	Visits (person-trips) in FY 2012*	Benefits in Perspective
<ul style="list-style-type: none"> • 80 recreation areas • 737 picnic sites • 1,211 camping sites • 45 playgrounds • 37 swimming areas • 35 number of trails • 82 trail miles • 4 fishing docks • 58 boat ramps • 3,096 marina slips <p>Public Outreach in FY 2013</p> <ul style="list-style-type: none"> • 21,938 public outreach contacts 	<ul style="list-style-type: none"> • 6,175,062 in total • 764,509 picnickers • 110,789 campers • 2,667,530 swimmers • 137,937 water skiers • 1,881,516 boaters • 161,307 sightseers • 883,474 fishermen • 33,968 hunters • 972,721 others 	<p>By providing opportunities for active recreation, Corps lakes help combat one of the most significant of the nation's health problems: lack of physical activity.</p> <p>Recreational programs and activities at Corps lakes also help strengthen family ties and friendships; provide opportunities for children to develop personal skills, social values, and self-esteem; and increase water safety.</p>

ECONOMIC BENEFITS

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Economic Data in FY 2012*

6,175,062 visits per year resulted in:

- \$186,419 (thousands) in visitor spending within 30 miles of the Corps lake.
- \$93,572 (thousands) in sales within 30 miles of the Corps lake.
- 1,296 jobs within 30 miles of the Corps lake.
- \$40,756 (thousands) in labor income within 30 miles of the Corps lake.
- \$60,052 (thousands) in value added within 30 miles of the Corps lake.

With multiplier effects, visitor trip spending resulted in:

- \$163,670 (thousands) in total sales.
- 1,793 jobs.
- \$67,780 (thousands) in labor income.
- \$106,995 (thousands) in value added (wages & salaries, payroll benefits, profits, rents, and indirect business taxes).

Benefits in Perspective

The money spent by visitors to Corps lakes on trip expenses adds to the local and national economies by supporting jobs and generating income. Visitor spending represents a sizable component of the economy in many communities around Corps lakes.

[How these numbers were calculated.](#)

ENVIRONMENTAL BENEFITS**Resources in FY 2013**

- 37,683 land acres
- 12,010 water acres
- 270 shoreline miles

Benefits in Perspective

Recreation experiences increase motivation to learn more about the environment; understanding and awareness of environmental issues; and sensitivity to the environment.

**Visitation data for fiscal year (FY) 2013 are not currently available; therefore, the visitation and economic data fields shown on this sheet reflect the latest reliable values (FY 2012). These fields will be updated as the data becomes available.*

Source: Value to the Nation web site at www.CorpsResults.us.
Use [Fast Facts](#) to view this and other reports.

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SAM AR000013

SAM AR000014-SAM AR000024



Firearms at Army Corps Water Resources Projects: Proposed Legislation and Issues for Congress

Nicole T. Carter
Specialist in Natural Resources Policy

September 4, 2013



Congressional Research Service

7-5700

www.crs.gov

R42602

CRS Report for Congress
Prepared for Members and Committees of Congress

011172008

SAM AR000014

Summary

As part of its civil works mission, the U.S. Army Corps of Engineers manages water resource projects. Areas behind and below Corps dams, and Corps navigation locks and their pools, are popular recreation sites, attracting 370 million visits annually. Corps projects include some of the most densely used federal recreation sites. Currently, 36 C.F.R. Section 327 sets out the regulations for public use of Corps projects. Section 327.13 generally prohibits possession of loaded firearms by private (i.e., non-law enforcement) individuals at Corps-administered projects unless they are being used for hunting at designated sites (with devices required to be unloaded while transported to and from the sites) or at authorized shooting ranges. The regulation applies at projects regardless of their location in states allowing open or concealed carry of loaded firearms.

Proposed legislation—H.R. 2046, the Recreational Lands Self-Defense Act; Section 113 of H.R. 2609, the Energy and Water Development and Related Agencies Appropriations Act of FY2014 (which are all substantively similar); Section 103 of S. 1335, the Sportsmen’s Act; and an amendment proposed, but not adopted, during Senate floor consideration of S. 601, the Water Resources Development Act—would bar the Secretary of the Army from promulgating or enforcing regulations that prohibit individuals from possessing firearms (including assembled or functional firearms) at Corps projects. The proposed language would require firearms possession to comply with state law. Supporters see it as addressing a patchwork of regulations restricting firearms on federal lands, as providing consistency for open and concealed firearms possession within a state, and as facilitating recreational shooting and self-defense. They argue that enactment would result in Corps policies consistent with Section 512 of P.L. 111-24, which made it legal for individuals to possess firearms at National Park Service (NPS) and National Wildlife Refuge System (NWRS) units of the Department of the Interior (DOI). Other stakeholders are concerned that the legislation as proposed may produce unintended public safety and infrastructure security issues.

The issue for Congress is not only possession and use of loaded firearms but also maintaining public safety and infrastructure security at Corps projects.

- *Critical facilities security:* Proposed legislation does not explicitly provide authority to restrict firearms at Corps facilities (e.g., dams) or in specifically designated areas.
- *Public safety and law enforcement:* No armed federal law enforcement officers are commissioned for public safety and security purposes at Corps projects. Corps rangers issue citations for regulatory violations and are not allowed to carry firearms. Most law enforcement is provided by local and state personnel.

A safety, security, and cost and benefit assessment related to altering firearms possession and use at Corps projects has not been performed. DOI’s Bureau of Reclamation is faced with similar safety and security issues at its water resource projects. It allows possession of firearms on Reclamation lands and waterbodies (e.g., reservoirs behind dams) when such possession complies with federal, state, and local law; hunting is similarly allowed unless an area has been closed for public use or has been designated as a special use area. Firearms are restricted at Reclamation facilities (e.g., dams and buildings). DOI and Reclamation use multiple authorities and mechanisms to provide for armed and unarmed law enforcement and public safety and security.

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Current and Proposed Corps Firearms Policy

The U.S. Army Corps of Engineers manages numerous water resource projects, such as dams and locks, across the United States. Many of these projects include facilities critical to managing floodwaters, supporting navigation, and producing hydropower. Many of these projects also are popular recreation sites. Current Corps regulations prohibit loaded firearms by private individuals at Corps projects unless they will be used for hunting or at designated shooting ranges. The regulation applies at Corps projects regardless of their location in states allowing open or concealed carry of loaded firearms.¹

Legislation has been introduced to ban promulgation and enforcement of regulations that prohibit private individuals from possessing firearms (including assembled or functional firearms) at a Corps project. Congress has enacted similar language to end firearms restrictions on other federal lands. This report examines the potential extension of these policies to Corps projects. It discusses the current regulations, proposed legislation, and firearms-related safety and security issues at Corps projects. The report also compares the Corps' regulations with regulations and practices of the Department of the Interior's (DOI's) Bureau of Reclamation, which also operates water resources projects with significant recreation.

The Corps firearms regulations and their enforcement were the subject of a lawsuit filed in August 2013.² CRS found no data on the frequency with which the Corps issues citations or otherwise enforces its firearms restrictions.

Public Use and Access at Corps Projects

Most Corps water resources projects are constructed primarily to produce economic and public safety benefits through promoting navigation and reducing exposure to flood waters. Congress, in multiple laws, has also provided the Corps with authorities to support other activities at its projects. Consequently, Corps projects such as dams are often multi-purpose. That is, they produce hydroelectric power and may store water for municipal, industrial, and agricultural use as well as provide navigation and flood damage reduction. Congress also has provided the Corps with authority to support recreation at its projects.³

In carrying out its water resources mission, the Corps is responsible for 11.7 million acres of land and waters, including 422 lake and river projects with recreation, 95,000 campsites, 6,500 miles of trails, and 3,522 boat launches. Corps projects provide 33% of U.S. freshwater available for lake fishing.⁴ Some Corps lands and waters are open for hunting, and there are a small number of

¹ For more information on concealed carry, see CRS Report R42099, *Federal Laws and Legislation on Carrying Concealed Firearms: An Overview*, by Vivian S. Chu. For more information on gun control legislation, see CRS Report R42987, *Gun Control Proposals in the 113th Congress: Universal Background Checks, Gun Trafficking, and Military Style Firearms*, by William J. Krouse.

² More information on the case, *Morris et al v. U.S. Army Corps of Engineers et al*, can be found at <http://ia800902.us.archive.org/4/items/gov.uscourts.idd.32180/gov.uscourts.idd.32180.docket.html>.

³ Section 4 of the Flood Control Act of 1944 (P.L. 78-534), as amended; Federal Water Project Recreation Act, 1965, (P.L. 89-72), as amended; §103(c)(4) and §103(e) of Water Resources Development Act of 1986 (P.L. 99-662); §2804 of Reclamation Projects Authorization and Adjustments Act of 1992 (P.L. 102-575).

⁴ Army Corps of Engineers, *Information Paper: Civil Works Program Statistics*, 2010.

authorized shooting ranges. Corps projects receive 370 million recreational visits annually, making its projects the most visited of any single federal agency's sites.⁵ One reason for the high visitation is close proximity to population centers: roughly 80% of Corps recreation areas are within 50 miles of an urban area. Examples of Corps projects with significant public use are reservoirs at multi-purpose dams (e.g., Lake Lanier (GA), Lake Texoma (OK and TX), and Missouri River mainstem dams) and navigation locks.

Current Corps Firearms and Hunting Regulations

Currently, 36 C.F.R. Section 327 sets out the regulations for public use of Corps projects. Section 327.13 prohibits private (i.e., non-law enforcement) individuals from possessing loaded firearms, ammunition, loaded projectile firing devices, bows and arrows, crossbows, or other weapons at Corps-administered water resource projects, unless they are being used

- for hunting (with devices unloaded when being transported to hunting sites),
- at authorized shooting ranges, or
- with written permission of the Corps District Commander.

Under these regulations, the firearms are to remain unloaded in recreation areas such as campgrounds. The regulation applies at projects regardless of their location in states allowing open or concealed carry of loaded firearms. The Corps enforces the regulations on land and waters that it owns in fee; it does not enforce them on floodways under easement or on levees that are not on fee land. Corps regulations currently do not address discharge of firearms at Corps projects; that is, the regulations are related to possession, not use of the firearm.

The regulations for hunting at Corps projects are set out in a separate section, 36 C.F.R. Section 8, which states that "hunting is permitted except in areas and during periods where prohibited by the District Commander" and "all applicable Federal, State and local laws regulating these activities apply on project lands and waters, and shall be regulated by authorized enforcement officials as prescribed in §327.26." For safety reasons (e.g., proximity of homes and buildings, presence of non-hunting recreational users), hunting is not allowed on much of the land and waters associated with Corps water resources projects. Hunting is often restricted to those project areas designated for wildlife purposes. While state hunting and wildlife laws apply in these areas, Corps rangers do not enforce these state laws.

According to 36 C.F. R. 327.25, persons designated by the District Commander (i.e., Corps rangers) can write citations for violations of the recreation regulations. The citation can require "any person charged with the violation to appear before the United State Magistrate within whose jurisdiction the affected water resources development projects is located"; the violation "may be punished by a fine of not more than \$5,000 or imprisonment for not more than six months or both."⁶

⁵ The National Park Service receives approximately 285 million recreation visits annually.

⁶ The punishment does not apply to failure to pay authorized recreation use fees, and is decided by the Magistrate.

Proposed Corps Firearms Legislation

Proposed legislation—H.R. 2046, the Recreational Lands Self-Defense Act; Section 113 of H.R. 2609, the Energy and Water Development and Related Agencies Appropriations Act of FY2014 (which are all substantively similar); Section 103 of S. 1335, the Sportsmen’s Act;⁷ and an amendment proposed, but not adopted, during floor consideration of S. 601, the Water Resources Development Act—would ban the Secretary of the Army from promulgating or enforcing regulations that prohibit individuals from possessing firearms (including assembled or functional firearms) at Corps projects. The proposed language would require that possession comply with state law, and that the individual not be otherwise prohibited from possessing firearms. H.Rept. 113-135, which accompanies H.R. 2609, includes direction to the Corps to produce within 90 days of enactment a report on an implementation plan to align Corps policy with the proposed firearms policy. The plan is to address statutory, regulatory, budgetary, and other policy issues related to alignment of policy.

Enactment of the proposed language would allow private individuals to carry loaded and/or concealed firearms at all Corps projects. Individuals would bear responsibility for knowing and complying with all applicable concealed carry laws of the state or states where the water resources development project is located. The proposed legislation does not distinguish between handguns and other firearms, such as long guns (rifles and shotguns). The proposed legislation is similar to language enacted for the Department of the Interior in 2009 under Section 512 of P.L. 111-24, the Credit Card Accountability Responsibility and Disclosure Act of 2009. P.L. 111-24 made it legal for individuals to possess firearms at National Park Service (NPS) and National Wildlife Refuge System (NWRS) units.⁸

Supporters of the proposed legislation see enactment as part of a larger, ongoing effort to improve the consistency of laws and regulations concerning firearms on federally managed lands. They also see the proposed legislation as providing for consistent treatment of open and concealed firearms possession within a state, providing for recreational shooting and self-defense, and protecting the right to bear arms under the Second Amendment of the Constitution. Other stakeholders raise concerns that the proposed legislation ignores implementation challenges at Corps projects that are not generally faced at NPS and NWRS units (e.g., presence of critical facilities, limited law enforcement authority) and that it may produce unintended public safety and infrastructure security issues. The Administration has taken no official position on the proposed legislation.

⁷ S. 1335 has numerous provisions related to federal lands and firearms. Only §103 explicitly relates to Corps projects. No expressions of intent to have other sections of the bill apply to the Corps have been made; perspectives on whether other sections of the bill apply to the Corps may depend largely on the interpretation of whether the Corps is included within the bill’s definition of “Federal public land.” This report discusses only §103 of the bill.

⁸ The law did not change existing regulatory prohibitions on the use of firearms at these units (36 C.F.R. §2.4).

Corps Firearms Policy and Related Security and Safety Issues

Public Access to Critical Facilities

The Corps and the U.S. Department of Homeland Security regard some Corps infrastructure as critical to homeland security and the economy;⁹ these structures include multi-purpose dams and major navigation locks. Many of these facilities require additional protection measures in times of heightened homeland security concerns. Currently, public access and recreation is allowed at or near many of these structures. At issue is whether proposed legislation (particularly given the Corps' limited law enforcement authority) may complicate or hamper the Corps' ability to maintain the security of these facilities.¹⁰

Proposed legislation does not address the Corps' authority to restrict firearms at Corps facilities. Existing regulations (36 C.F.R. §327.12) delegate authority to the Commander of the Corps District in which a project is located to close or restrict portions of a project as necessitated, including for public safety. The implication of proposed legislation for the Corps' ability to prohibit firearms in restricted areas is unclear. If the proposed legislation is enacted, the Corps may need to review safety and security vulnerabilities at its projects and may restrict public access and recreation in more areas if it cannot restrict the public's ability to carry loaded firearms.¹¹

Law Enforcement Authority¹²

While Congress has given the Corps authority to regulate conduct at its projects, it has not provided the Corps with authority to perform many typical law enforcement functions, including the ability of rangers to carry firearms, make arrests, and execute search warrants.¹³ Part of the

⁹ Department of Homeland Security, Office of Inspector General, *DHS Risk Assessment Efforts in Dams Sector*, OIG-11-110, Washington, DC, September 2011, http://www.oig.dhs.gov/assets/mgmt/oig_11-110_sep11.pdf.

¹⁰ 18 U.S.C. §930 restricts firearms at federal facilities; "federal facility" is "a building or part thereof owned or leased by the federal government, where Federal employees are regularly present for the purpose of performing their official duties." Many Corps facilities, such as locks, dams, levees and exposed hydropower elements, may not qualify as a building. Enforcement of 18 U.S.C. §930 is beyond the limited authority of Corps rangers.

¹¹ As previously noted, H.Rept. 113-135 accompanying H.R. 2609 would direct the Corps to produce an implementation plan with identified actions to align Corps policy with the proposed changes to Corps firearms policy. Some safety and security issues may be interpreted as within the scope of the requested study. However, H.Rept. 113-135 does not specifically require the requested report to address safety and security policy issues or to include a safety and security assessment and action plan.

¹² There is no single all-purpose definition of a law enforcement officer; rather, Congress specifically authorizes agencies to designate officials to perform certain law enforcement functions. After reviewing various law enforcement authorization statutes, the Government Accountability Office identified four statutorily authorized functions typically performed by law enforcement officers. The functions are (1) to conduct criminal investigations; (2) to execute search warrants; (3) to make arrests; and (4) to carry firearms. See Government Accountability Office, *Federal Law Enforcement: Survey of Federal Civilian Law Enforcement Functions and Authorities*, GAO-07-121, Dec. 2006, <http://www.gao.gov/new.items/d07121.pdf>.

¹³ The vast majority of Corps personnel, and of particular importance Corps rangers, are civilians (22,600 civilians to 300 military personnel), with few if any military officers regularly present at Corps water resources projects. The civilian nature of Corps law enforcement at water resources projects alleviates most concerns related to military personnel enforcing domestic law.

way that the Corps has maintained public safety and infrastructure security at its projects with this limited law enforcement authority has been to restrict the public's authority to carry loaded firearms. While some stakeholders may view the ability to possess loaded firearms as expanding law enforcement challenge at Corps projects, proponents of the proposed legislation may view the limitations on the Corps' law enforcement authorities as a reason for private individuals to be able to carry loaded firearms for self-defense.

The Corps' limited law enforcement authority contrasts with the authority that Congress has explicitly granted to the Department of the Interior. DOI has authority to designate officers with the full range of law enforcement functions. Thus, when P.L. 111-24 made it legal for individuals to possess firearms at NPS and NWRS units, public safety and security at those sites could be enforced by personnel with the full range of law enforcement functions, including the authority to carry arms, make arrests without warrants, execute warrants, and conduct investigations.¹⁴

In contrast, Congress has limited enforcement by Corps rangers to issuing citations for violations of regulations.¹⁵ Corps rangers principally have land management functions with duties related to recreation and natural resources management (e.g., fisheries and wildlife biologist, and forester).

Full police power at Corps projects, including the power to enforce state and local laws and place persons under arrest, is solely exercised by state and local authorities. Consequently, the Corps relies on the assistance and cooperation of local and state law enforcement through cooperative agreement or contracts during peak visitation periods for maintaining public safety. The Corps' contract authority for these law enforcement services nationally (42 U.S.C §1962d-5d) is limited to \$10 million annually. Current Corps authority does not allow the agency to authorize state or local authorities to enforce federal law or regulations, such as federal firearms law, at Corps projects.

The proposed legislation, if enacted, would make no change to law enforcement authorities for the Corps. No armed federal law enforcement authorities responsible for maintaining public safety and security would be at Corps projects. Corps rangers would remain unarmed, and volunteers and those working as concessionaire contractors at Corps projects also would not be allowed to carry firearms. The agency has not evaluated whether additional law enforcement assistance and funding to obtain this assistance may be needed to maintain public safety and security if private individuals are allowed to carry loaded firearms at Corps projects.

Economic Costs and Benefits

No assessment has been made of the financial costs¹⁶ and potential benefits associated with changes to Corps firearms policies. Costs may include

- one-time costs, such as updated signage and brochures and review of firearms-related safety and security vulnerabilities;
- periodic costs, such as public outreach and personnel training; and

¹⁴ For example, see 16 U.S.C. §1a-6(b).

¹⁵ Corps citation authority is codified at 16 U.S.C. 460d.

¹⁶ No Congressional Budget Office cost estimate is available for the proposed legislation.

- long-term costs, such as increased number and value of contracts with local and state law enforcement.

The direct benefits of altering Corps firearms possession regulations may include changes to the recreational behavior, use, and experience at Corps projects; these changes can be challenging to quantify in economic terms. CRS found no data on anticipated recreational and use changes and associated economic benefits that may result from enactment of the proposed legislation.

Comparison with Reclamation Firearms Policies

Like Corps projects, many of DOI's Bureau of Reclamation water resources projects are sites of both significant infrastructure and public recreation and access. Currently, Reclamation facilities are governed differently than those of the Corps with respect to the regulation of firearms and law enforcement in several important ways. **Table 1** summarizes the current and proposed firearms regulations and related public access and law enforcement authorities for Corps and Reclamation water resources projects.

Reclamation regulations (43 C.F.R. §423.30) allow firearm possession in compliance with federal, state, and local law on Reclamation lands and waterbodies, with two exceptions:

- possession is not permitted at or in a Reclamation facility (e.g; dam, building), and
- prohibitions and regulations may apply in designated special use areas.¹⁷

Unlike the Corps' current regulations or proposed legislation, these Reclamation regulations distinguish between lands and waterbodies (i.e., areas used for recreation) and facilities. At facilities (e.g., buildings, dams, electric power facilities, switchyards, recreation facilities, fish and wildlife facilities), firearms are prohibited. At Reclamation lands and waterbodies, firearms are allowed to the extent provided by applicable federal, state, and local law. Therefore, the possession of loaded firearms by private individuals is allowed at most of a Reclamation project's land and water footprint, whereas current Corps regulations allow such possession only at the limited areas designated for hunting and shooting at Corps projects.

Reclamation regulations (43 C.F.R. §423.30(b)) restrict discharge of a weapon unless for hunting or at an authorized shooting or archery range; discharge must also be in compliance with federal, state, and local law. Neither current Corps regulations nor the proposed legislation explicitly address the discharge of weapons. Reclamation regulations (43 C.F.R. §423.32) permit hunting on Reclamation lands and waterbodies in accordance with federal, state, and local laws unless the area has been closed for public use or has been designated as a special use area.¹⁸ In November 2001, in Section 1 of the Reclamation Recreation Management Act of 1992 (P.L. 107-69), Congress provided criminal penalties for violation of regulations to maintain law and order and protect persons and property at Reclamation projects and lands.

¹⁷ The basis for the regulations is 43 U.S.C. §373b.

¹⁸ In order to designate an area as a special use are, according to Reclamation regulations (43 C.F.R. §423.60) an authorized official finds the designation is necessary for protection of public health and safety, protection and preservation of cultural and natural resources, protection of environmental and scenic values, scientific research, the security of Reclamation facilities, the avoidance of conflict among visitor use activities, or other reasons in the public interest.

Table I. Current and Proposed Firearms Regulations and Related Public Access and Law Enforcement Authorities for Corps and Reclamation Projects

	Reclamation Regulations and Authority	Corps Regulations and Authority	Proposed Legislation on Firearms at Corps Projects
<i>Unloaded Firearms</i>	Allowed if in compliance with federal, state, and local law	Allowed	Allowed
<i>Loaded Firearms on Lands Not Designated for Hunting or Shooting</i>	Allowed if in compliance with federal, state, and local law	Prohibited	Allowed if in compliance with state law
<i>Loaded Firearms at Facilities (e.g., dams)</i>	Prohibited	Prohibited	No limitation specified
<i>Loaded Firearms in Restricted Areas</i>	Restrictions and prohibitions may apply	Prohibited	No limitation specified
<i>Discharge of Weapon (e.g., hunting, shooting ranges)</i>	Limited to hunting (except in designated areas) or at designated shooting range in compliance with federal, state, and local law	Limited to areas designated for hunting or shooting	No limitation specified
<i>Corps or Reclamation Rangers</i>	<ul style="list-style-type: none"> - Land management functions (not law enforcement) - May not carry firearms - Citation authority for violation of regulations - No authority to detain or arrest 	<ul style="list-style-type: none"> - Land management functions (not law enforcement) - May not carry firearms - Citation authority for violation of regulations - No authority to detain or arrest 	No change from current authorities
<i>Other Federal Law Enforcement</i>	DOI personnel authorized to perform full suite of law enforcement functions	None	No change from current authorities
<i>Armed Federal Law Enforcement</i>	Authorized, limited use	None, no agency authority	None, no agency authority
<i>Contracting for (Armed) State and Local Law Enforcement</i>	<ul style="list-style-type: none"> - Authorized, used for security - No current contracts for state or local personnel to enforce federal laws and regulations at Reclamation property 	<ul style="list-style-type: none"> - Allowed, except not to enforce federal law or regulations - Authorization of appropriations limited to \$10 million annually 	No change from current authorities

Source: CRS.

Law enforcement at Reclamation projects can be provided by DOI armed law enforcement officers, or by other law enforcement personnel through cooperative agreement or contract. Reclamation and DOI utilize a variety of personnel for security and public safety at Reclamation projects:¹⁹ federal special agents provided through DOI's law enforcement authority and uniformed guards acting as special policemen with law enforcement authority, an armed security response task force which does not have law enforcement authority, armed state and local law

¹⁹ For example, see 16 U.S.C. §1a-6, 43 U.S.C. §373b(c), and 40 U.S.C. §1315.

enforcement personnel, and personnel from private security companies for both armed and unarmed functions. The vast majority of criminal offenses occurring on Reclamation property, nonetheless, are handled by state police, sheriff's offices, or local law enforcement.²⁰ Most law enforcement functions at Corps projects also are provided by state and local law enforcement authorities, but the Corps does not have the option of its own department's or agencies' armed federal law enforcement personnel. At Reclamation projects (in some contrast to NPS and NWRS units, which have federal personnel with more law enforcement functions), Reclamation rangers function much like Corps rangers; both do not have significant law enforcement authority or carry firearms.

Conclusion

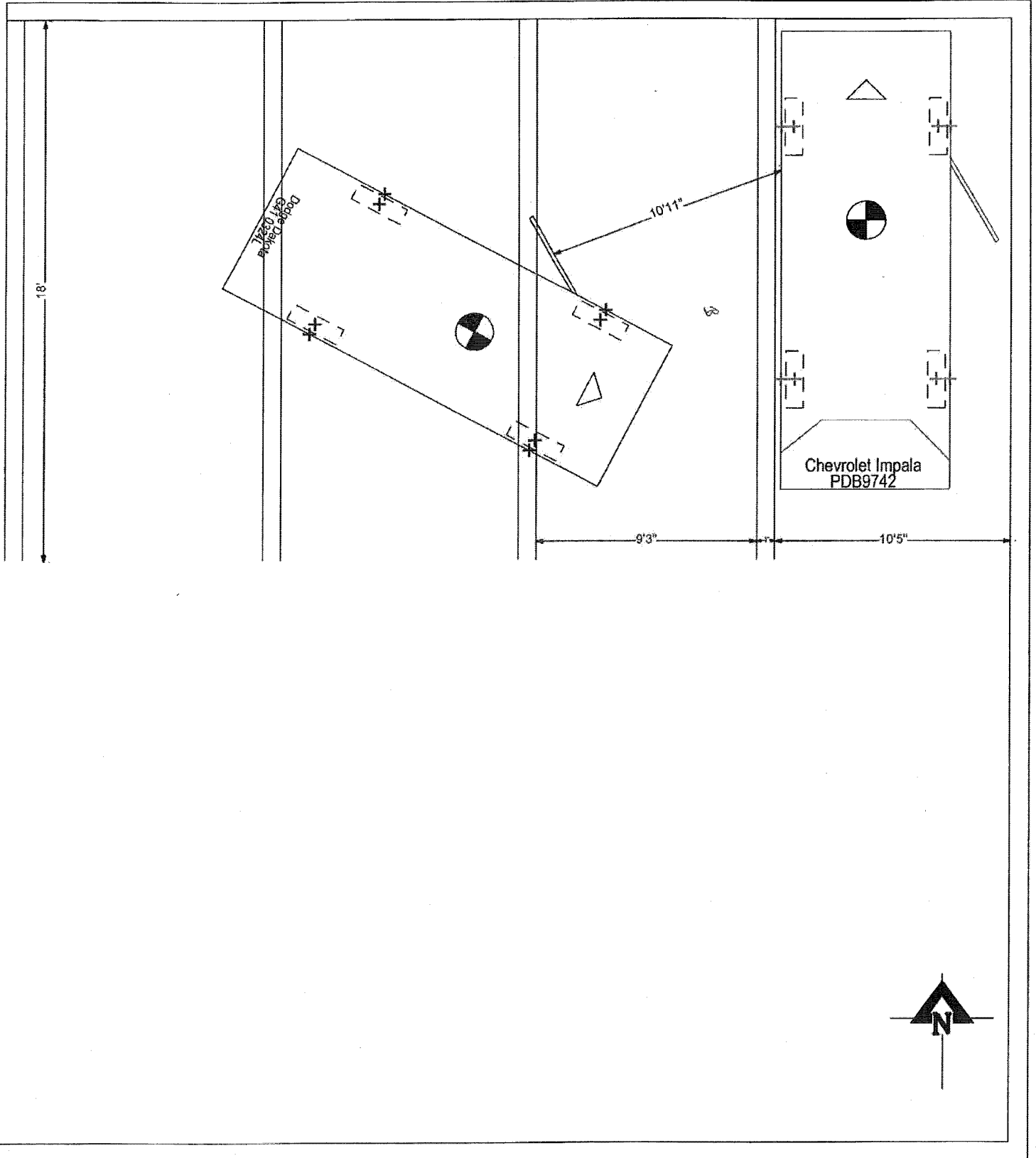
Many Corps projects function as popular recreation sites, as well as providing navigation, flood damage reduction, hydropower, and other benefits. Current Corps regulations prohibit loaded firearms by private individuals at Corps projects unless for hunting or at designated shooting ranges. Legislation has been introduced to ban promulgation and enforcement of regulations restricting firearms possession at Corps projects. Congress has enacted similar legislation language to end firearms possession restrictions on other federal lands, such as NPS and NWRS units. Related safety and security issues at Corps projects include the ability and need to restrict firearms at Corps facilities, such as dams, locks, and buildings, and the Corps' limited law enforcement authorities. While some stakeholders may view the ability to possess loaded firearms as expanding the safety challenges at Corps projects, proponents of the proposed legislation may view the limitations on the Corps' law enforcement authorities as a reason for private individuals to be able to carry loaded firearms for self-defense. A safety and security assessment of changing firearms possession regulations at Corps projects given the Corps' other authorities has not been performed. The issue before Congress is not only whether to allow private individuals to carry loaded firearms at Corps projects but also how to maintain public safety and infrastructure security at Corps projects.

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²⁰ E-mail from Bureau of Reclamation staff to CRS (Nicole Carter), June 22, 2012.

SAM AR000025-SAM AR000025



Case No: 13-056877	Diagram By: CSS A. Pizzuto CSI29	Location: 1050 Buford Dam Road - Buford, GA	
Incident Date: Wednesday 06-26-2013	Investigator: C. Robertson #935	Incident Type: Person Shot	*Not to Scale*

SAM AR000025

SAM AR000026-SAM AR000031



**US Army Corps
of Engineers**
Mobile District
Lake Sidney Lanier

AFTER ACTION REVIEW

**SHOOTING OF PARK RANGER
LAKE SIDNEY LANIER, GA**

INCIDENT DATE: 26 JUNE 2013

TIME: 22:11 HOURS

Submitted by:

Timothy A. Rainey
Operations Project Manager
Lake Sidney Lanier
08 Nov. 2013

BACKGROUND:

This incident occurred on the south end of Lake Sidney Lanier, a heavily visited Corp project located within the metropolitan area of Atlanta, GA. The southern portion of the lake receives the heaviest visitation due to its close proximity to Atlanta. The specific site, Lower Overlook Park, is located on a two-lane county road, Buford Dam Road, approximately one mile from the Lanier Project Management Office (LPMO) where it overlooks Buford Dam which impounds Lake Lanier. Lower Overlook Park is a small area with just a few facilities, including one restroom, less than 35 parking spaces, less than a dozen picnic sites, and is primarily used as an overlook of the dam and lake.

Lower Overlook Park is located in Gwinnett County, GA, which is bordered on the north by Hall County and on the west by Forsyth County. Both borders are within a few miles of the park, with Forsyth County being only a few hundred yards to the west. Responding law enforcement agencies included Gwinnett County and Hall County with which we do not have law enforcement agreements.

A park ranger on routine patrol was attempting to clear vehicles from Lower Overlook Park prior to the 10:00 pm posted closure time when he was shot and injured. Park closures are a routine management tool for all parks located on or adjacent to Buford Dam and associated saddle dike structures. The involved team member was Park Ranger [REDACTED]. Ranger [REDACTED] has been a park ranger with USACE at Lake Sidney Lanier since April 12, 1998. At the time of this incident he was current in all required training in accordance with EP-1130-2-550 Appendix E, including: Visitor Assistance training and Visitor Assistance refresher training which includes tactical communications (verbal judo), unarmed self defense, and situational analysis; First Aid and CPR, Bloodborne Pathogens, and Pepper Spray Training (February 19-21, 2013).

WHAT HAPPENED:

At approximately 22:11 hours on 26 June 2013, Ranger [REDACTED] was patrolling Lower Overlook Park on the south end of Lake Lanier, located approximately one mile from the LPMO. Ranger [REDACTED] observed a gray Chevrolet Impala in the parking space located the furthest distance from the park entrance (see map). This was the only vehicle he observed in the park. He utilized his public address system to advise the occupant that the park was closing. When his announcement produced no response, Ranger [REDACTED] maneuvered his ranger vehicle closer, illuminating the subject vehicle with his head lights noting a single black female occupant. Ranger [REDACTED] parked his vehicle approximately 10 feet from the driver's side of the Impala, as illustrated in the Gwinnett County Police illustration attached. Ranger [REDACTED] engaged his blue lights, exited his vehicle, and approached the driver's side of the subject vehicle using his flashlight to get the attention of the occupant. He did not contact the dispatcher on duty to advise of the situation prior to initiating this contact. Upon reaching the vehicle at the driver's side window and before speaking, Ranger [REDACTED] observed the occupant raise a pistol from

her lap. In response, he attempted to move to his right and out of the line of fire. Ranger ██████ saw and heard the muzzle blast and received a single gunshot wound to the lower left abdomen. The force of the gunshot pushed him against his ranger vehicle before he fell to the ground, also injuring his left shoulder. Ranger ██████ got to his feet and retreated behind his vehicle for safety fearing he would be pursued, then radioed dispatch that he had been shot. Ranger ██████ was unable to hear the dispatcher's response due to temporary deafness from the muzzle blast. Ranger ██████ who was working dispatch, called 911 at approximately 22:14 hrs and as requested, provided Ranger ██████ cell number so the operator could make contact to get more details of his condition and location. Meanwhile, Ranger ██████ retreated further to the entrance of the park (approximately 100 yards) and locked the gate to prevent the shooter from leaving the park by vehicle. Ranger ██████ proceeded east on Buford Dam Road in an attempt to return to the LPMO, concerned that his radio call for help had not been received. Within a short distance from the park gate, Ranger ██████ flagged down a passing motorist and advised him that he had been shot and asked him to call 911. A second and third motorist stopped to assist also calling 911. Ranger ██████ expressed that the shooter was still in the park and they should leave the area; however, the Good Samaritans strongly encouraged him to lie down and stay still. By this time Ranger ██████ was unable to continue walking and he warned the motorists to be alert while waiting for help to arrive. Ranger ██████ left his post at dispatch and arrived on scene at approximately 22:16 Hrs and found the motorists were on the phone with multiple 911 operators.

Gwinnett County Police arrived on the scene at approximately 22:21 hours and with the help of Hall County Sheriff's deputies closed Buford Dam Road to all traffic and parked a patrol vehicle to provide further protection for rangers and civilians from the potential of an active shooter. At approximately 22:35, after securing the park's perimeter, the Gwinnett County SWAT team then entered the park in force to search for the shooter. A black female was found in the driver's seat of the Chevrolet Impala deceased from a single gunshot wound to the head. The final Gwinnett County Police Department Criminal Investigation states in part that *"based on the physical evidence and witness statements it is evident that only one gunshot was fired. There is no evidence to indicate that the deceased intended to injure anyone but herself. The note left by the deceased pointed to an attempt at suicide."* We can conclude from the official report that the one bullet travelled through the deceased, exited through the closed vehicle window and struck Ranger ██████. Additionally, it is likely that the deceased was intent on committing suicide and did so as Ranger ██████ approached her vehicle.

Medical first responders arrived on scene at approximately 22:24 hrs and transported Ranger ██████ to Gwinnett Medical Center at approximately 22:40 hrs. Ranger ██████ remained conscious and alert and was able to communicate facts of the incident to law enforcement prior to surgery.

Ranger ██████ received surgery and treatment at Gwinnett Medical Center. The surgeon advised that the bullet, located by X-ray in the abdominal muscle, was not

removed to prevent unnecessary damage. Ranger [REDACTED] was discharged on Monday July 1, 2013.

WHAT WENT RIGHT:

1. Sheer luck.
2. Shooter was NOT intent on causing harm to the Ranger or others in the area.
3. Communications: Radio communications between Ranger [REDACTED] and dispatch were good. Our radios are part of an 800 MHz trunked system which has provided us excellent coverage that we had not had in previous years. Unfortunately, Ranger [REDACTED] could not hear due to temporary deafness from the gun blast.
4. Ranger [REDACTED] was able to remain mobile, and he removed himself from the scene as quickly as he could. Leaving his vehicle, he used it for cover and as a barrier between himself and the suspect.
5. Very quick response from local law enforcement due to the urban location of the project and the relationships described in the next item. Assistance from Good Samaritans willing to stop and provide aid.
6. Great local working relationships at multiple levels: Proactive and intentional management-to-management communication/outreach to local law enforcement and first responders by project management has strengthened a positive relationship and promoted a knowledge-based response in this critical situation. This communication/outreach is over and above the working relationships that park rangers have with local law enforcement and first responder field personnel.
7. As of September 18, 2013, there have been few difficulties with the Office of Workers Compensation program. Ranger [REDACTED] claim was accepted and numerous exams, tests and treatments have been completed. However, this has been accomplished with extensive time spent by management documenting and ensuring proper information is communicated between employee and CPAC.
8. Management arranged a Critical Incident Stress Management (CISM) session for all project staff. HQ USACE was able to mobilize and deploy the Corps CISM Team within approximately 24 hours of being notified of the need.

WHAT WENT WRONG:

1. Ranger [REDACTED] did not approach the vehicle in the manner taught in the Visitor Assistance Program, including vehicle placement. However, USACE Park Rangers do more than approach vehicles for enforcement purposes. The preponderance of ranger contact with visitors falls under the umbrella of assistance or interpretation. The foundational training provided to all rangers should serve as the basis for rangers exercising broad latitude in judgment, seasoned through experience, on how to approach a situation depending on the context or purpose of the contact.

2. Ranger ██████ left the LPMO to go to the aid of Ranger ██████ which took him into a potentially dangerous situation. The Visitor Assistance Program directs staff not to place themselves in dangerous situations. Although Ranger ██████ did not know at the time that the situation was no longer dangerous, the location of the incident allowed Ranger ██████ to get to the scene very quickly. When rangers find themselves in a contradiction with the Agency's directives, they should not be determined to be acting outside the scope of their duties if they choose to provide aid to a fellow teammate under potentially dangerous conditions.
3. 911 operators and responding officers experienced confusion as to the location of the incident causing some responding officers to go to the wrong park area (Lower Pool East Park instead of Lower Overlook Park). After entering Lower Pool East Park, the officers quickly realized, and were notified by other officers, that it was the wrong location and went to Lower Overlook Park just a few hundred yards away. Additionally, a Gwinnett officer assigned to guard the western perimeter of the scene repeatedly instructed 911 operators to have Hall County stop all traffic east bound across the dam. The officer did not realize that Forsyth County Sheriff's Department was the proper jurisdiction for this action. Hall County officers did respond and were assigned to traffic control on the eastern perimeter of the scene.

WHAT SHOULD BE DONE NEXT TIME:

1. Reemphasize the proper ranger technique for approaching parked vehicles. It could be speculated that if Ranger ██████ parked behind the suspect's vehicle and approached from the rear he would not have entered the line of fire.
2. Consider adding street addresses on the entry signs of each park to avoid miscommunication with first responders and 911 operators.
3. On the following day, management intentionally remained at the entrance to the LPMO in order to meet staff reporting to work that day to advise them personally of the incident that had occurred. Management then held an all staff meeting upon the arrival of the second shift to discuss the incident. Management failed to contact those staff members who were off that day to tell them about the incident. Several staff members indicated they were disappointed with not being notified. Consequently, they heard about the incident on the news and had to call the office to find out the details. Lesson learned is that all staff receives telephonic notification and appropriate details of an incident of this nature.
4. Clearing visitors from parks prior to closure is a routine activity. What, if anything, is being done differently post 26 Jun 2013?
 - a. Proper vehicle placement and approach techniques have been re-iterated to all rangers.
 - b. Proper communications procedures have been re-iterated to all rangers (call in vehicle ID and location prior to making contact with the public).

Additional Recommended Actions:

Gwinnett County provided this office with complete recordings of all witness interviews, 911 tapes, and radio traffic tapes. The following items were noted after reviewing these items:

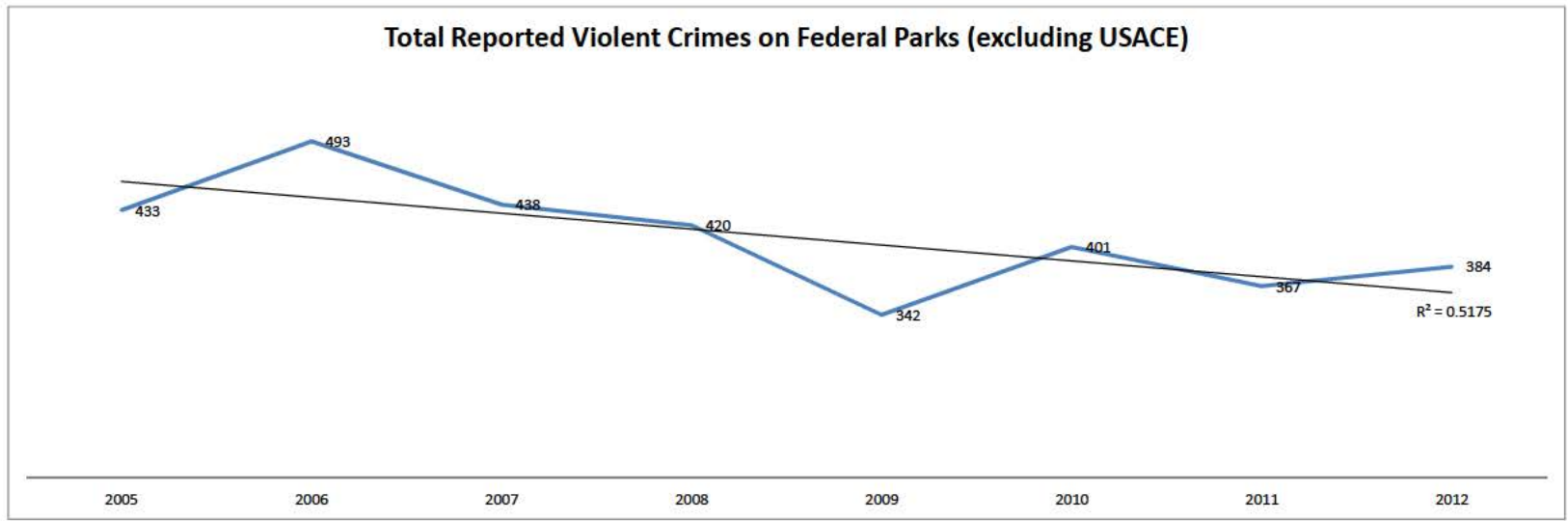
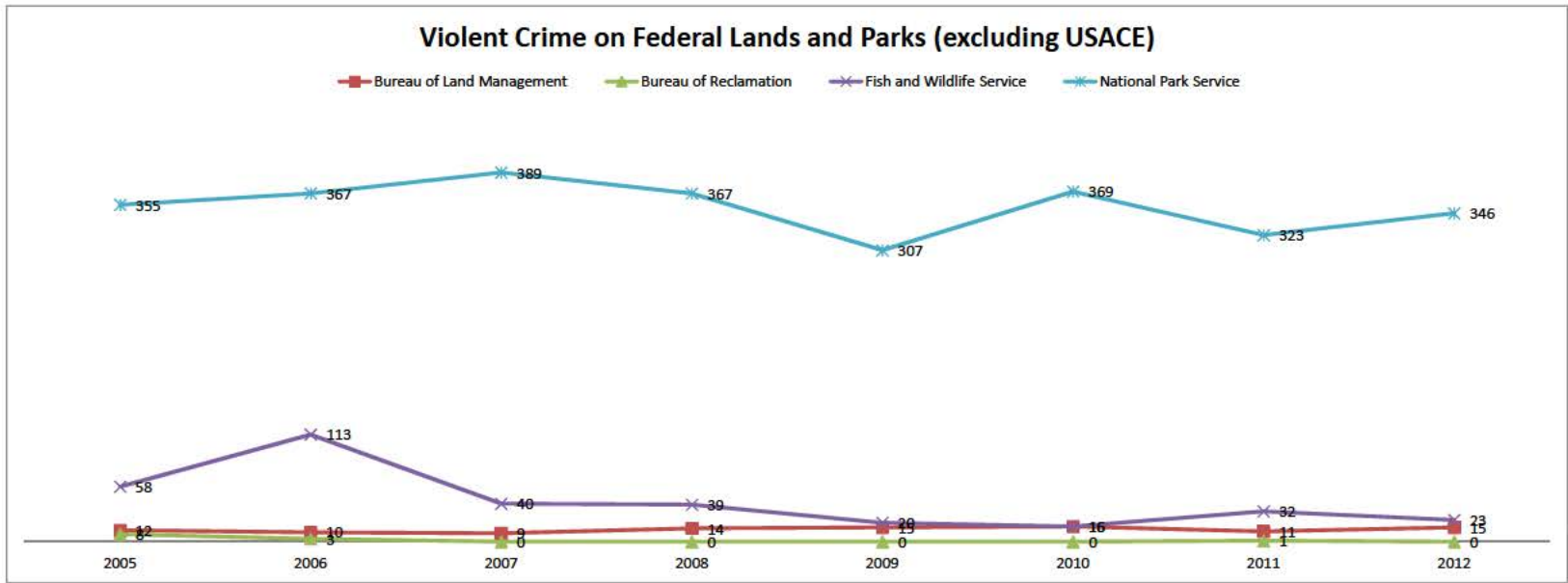
1. Conduct a follow up discussion with Gwinnett County Police Department and Forsyth County Sheriff's Office. One officer was repeatedly heard instructing dispatch to contact "Hall County" to close their side of the dam. Dispatch should have been instructed to contact "Forsyth County". Another officer was heard saying "Contact Forsyth" however it is unknown if this was ever accomplished. In discussions with Forsyth County they have indicated they were never notified.
2. Continue to engage the local jurisdictions, including the 911 centers, in relationship building and education. Point out confusing names for locations such as "Buford Dam", "Buford Dam Road", "Buford Dam Park", "Lower Pool West", "Lower Pool East", "Lower Overlook", "Upper Overlook". All of these names reference different locations yet they are all within close proximity to each other. Possibly develop a map for clear identification. Possibly place the physical street addresses on the park ID signs. This could assist with Computer Aided Dispatch utilized by the jurisdictions in this area.
3. Ensure USACE staff working dispatch has ready access to park information including physical street addresses.
4. Ensure USACE staff clearly and immediately identify ourselves as the Corps of Engineers. Although Ranger [REDACTED] did say "Corps of Engineers", it was not heard initially due to the multiple callers and dispatchers. Responding officers were heard to initiate a "role call" while en-route to the scene to account for all of their officers safety.
5. Ensure local law enforcement understands our level of authority and our status regarding the carrying of weapons. Responding officers were unsure of the status of the ranger, not knowing if he was armed or unarmed. Upon seeing the Ranger's utility belt they became concerned about an unaccounted for weapon.

ATTACHMENTS:

1. Lower Overlook Overview: Shows surrounding area.
2. Lower Overlook Park and Gate Imagery: Shows vehicle placement superimposed on Park Imagery
3. [REDACTED] Vehicle Placement: Shows Gwinnett County Police Department diagram of scene.

SAM AR000032-SAM AR000032

AGENCY	2005	2006	2007	2008	2009	2010	2011	2012
Bureau of Land Management	12	10	9	14	15	16	11	15
Bureau of Reclamation	8	3	0	0	0	0	1	0
Fish and Wildlife Service	58	113	40	39	20	16	32	23
National Park Service	355	367	389	367	307	369	323	346
Total	433	493	438	420	342	401	367	384



SAM AR000033-SAM AR000037

Table 10**GEORGIA****Offenses Known to Law Enforcement****by Metropolitan and Nonmetropolitan Counties, 2012**

[The data shown in this table do not reflect county totals but are the number of offenses reported by the sheriff's office or county police department.]

Metropolitan/Nonmetropolitan	County	Murder and		Aggravated			Property		Motor		
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	assault	crime	Burglary	Larceny- theft	vehicle theft	Arson ¹
Metropolitan Counties	Augusta-Richmond	879	28	85	542	224	11,592	3,146	7,276	1,170	51
	Barrow	269	0	9	9	251	866	231	572	63	6
	Bartow	329	0	13	24	292	2,726	821	1,703	202	0
	Bibb	207	3	13	40	151	2,370	542	1,649	179	10
	Brantley	37	1	9	5	22	326	215	111	0	0
	Brooks	21	0	11	1	9	228	84	119	25	0
	Bryan	41	0	2	4	35	284	56	217	11	0
	Butts	40	0	9	9	22	406	96	268	42	0
	Catoosa	84	1	6	14	63	1,033	246	682	105	5
	Chatham	0	0	0	0	0	0	0	0	0	0
	Chattahoochee	0	0	0	0	0	23	19	3	1	1
	Cherokee	117	3	24	17	73	1,854	604	1,126	124	1
	Clarke	4	0	0	0	4	1	0	1	0	0
	Clayton	7	0	0	1	6	5	0	3	2	0
	Clayton County Police Department	1,157	24	57	535	541	9,580	3,777	4,478	1,325	30
	Cobb	0	0	0	0	0	0	0	0	0	0
	Cobb County Police Department	974	11	86	397	480	10,658	3,055	6,856	747	34
	Columbia	68	1	10	20	37	2,297	396	1,804	97	11
	Coweta	86	0	9	17	60	1,419	339	1,000	80	7
	Crawford	42	1	1	4	36	404	152	233	19	0
	Dawson	11	0	0	2	9	374	69	281	24	3
	DeKalb	0	0	0	0	0	0	0	0	0	0
	DeKalb County Police Department	3,420	76	122	1,787	1,435	30,285	9,468	15,995	4,822	176
	Dougherty	2	0	2	0	0	122	9	112	1	0
	Dougherty County Police Department	40	0	3	9	28	443	171	235	37	0
	Douglas	174	1	15	34	124	1,915	530	1,265	120	2
	Echols	0	0	0	0	0	46	20	25	1	0
	Effingham	38	1	14	4	19	242	159	61	22	1
	Fayette	43	3	4	7	29	579	182	353	44	0
	Floyd	26	2	1	0	23	70	18	50	2	
	Fulton	4	0	0	0	4	4	1	3	0	1

Metropolitan/Nonmetropolitan	County	Murder and					Property			Motor	
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny- theft	vehicle theft	Arson ¹	
	Fulton County Police Department	805	18	34	379	374	5,855	1,627	3,458	770	9
	Glynn	0	0	0	0	0	0	0	0	0	0
	Glynn County Police Department	230	2	10	64	154	2,680	652	1,947	81	2
	Gwinnett County Police Department	1,578	34	161	662	721	14,179	4,100	8,984	1,095	54
	Hall	187	4	20	37	126	2,357	626	1,506	225	21
	Haralson	123	1	1	1	120	466	237	171	58	1
	Harris	19	0	0	0	19	209	51	151	7	2
	Heard	21	0	1	0	20	127	38	76	13	0
	Henry	18	0	0	0	18	148	9	138	1	
	Henry County Police Department	286	5	26	94	161	4,655	1,378	2,888	389	15
	Houston	59	2	6	9	42	996	233	730	33	0
	Jasper	38	0	4	0	34	195	75	110	10	0
	Jones	19	1	2	2	14	489	138	318	33	4
	Lamar	24	0	1	1	22	220	44	158	18	4
	Lanier	14	0	2	0	12	124	45	75	4	0
	Lee	92	1	1	5	85	630	150	453	27	2
	Liberty	62	1	3	4	54	367	107	241	19	0
	Long	21	1	10	2	8	275	147	110	18	0
	Lowndes	102	1	1	6	94	640	191	416	33	
	Madison	42	0	3	7	32	741	191	505	45	6
	McDuffie	13	1	1	1	10	283	107	161	15	0
	McIntosh	25	1	0	4	20	400	146	231	23	0
	Meriwether	28	0	1	0	27	356	119	211	26	1
	Monroe	25	0	2	1	22	392	113	244	35	4
	Morgan	16	0	2	1	13	196	55	122	19	3
	Murray	84	1	5	2	76	752	150	560	42	0
	Newton	279	4	13	33	229	1,868	774	897	197	11
	Oconee	37	0	0	4	33	436	52	355	29	1
	Oglethorpe	60	1	12	4	43	444	112	320	12	1
	Paulding	188	1	17	23	147	2,374	622	1,513	239	9
	Peach	20	0	0	2	18	276	83	174	19	0
	Pickens	47	2	0	0	45	456	109	329	18	0
	Pike	5	0	3	0	2	84	40	43	1	0
	Pulaski	39	0	2	2	35	255	80	171	4	0
	Rockdale	246	1	13	29	203	2,302	643	1,474	185	1
	Spalding	146	1	17	29	99	1,549	492	935	122	0
	Terrell	16	2	1	1	12	88	21	61	6	2

Metropolitan/Nonmetropolitan	County	Murder and					Aggravated Property			Motor		Arson ¹
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	assault	crime	Burglary	Larceny-theft	vehicle theft		
	Twiggs	13	0	0	4	9	166	59	101	6	1	
	Walton	85	0	6	12	67	1,071	301	674	96	2	
	Whitfield	183	1	12	11	159	1,736	548	1,106	82	7	
	Worth	5	1	0	2	2	162	57	92	13	1	
Nonmetropolitan Counties	Appling	19	0	2	1	16	329	70	250	9	0	
	Baldwin	177	2	11	5	159	628	151	451	26	0	
	Banks	49	0	2	1	46	523	94	401	28	0	
	Ben Hill	26	0	11	3	12	151	35	103	13	0	
	Berrien	9	0	3	1	5	167	42	118	7	0	
	Bleckley	9	0	2	1	6	131	50	76	5	0	
	Bulloch	29	2	5	10	12	734	192	503	39	0	
	Camden	50	0	0	6	44	387	87	289	11	1	
	Charlton	15	0	2	0	13	106	28	73	5	2	
	Chattooga	38	0	1	0	37	391	130	250	11	0	
	Clay	2	0	0	0	2	2	2	0	0	0	
	Clinch	5	0	0	2	3	67	20	47	0	1	
	Coffee	65	3	4	11	47	840	221	588	31	7	
	Cook	8	0	1	2	5	116	56	55	5	0	
	Crisp	20	0	0	8	12	371	76	284	11	0	
	Decatur	38	1	0	2	35	336	102	219	15	0	
	Dodge	31	0	4	0	27	376	114	250	12	0	
	Dooly	11	0	0	5	6	71	11	56	4	0	
	Early	16	1	1	2	12	133	40	91	2	0	
	Elbert	31	2	2	7	20	455	127	301	27	0	
	Emanuel	3	0	0	0	3	366	90	242	34	0	
	Evans	9	0	0	2	7	36	18	11	7	0	
	Fannin	69	0	3	0	66	364	134	203	27	4	
	Franklin	9	0	1	6	2	352	115	216	21	0	
	Gilmer	54	0	5	0	49	407	117	279	11	0	
	Gordon	149	4	8	5	132	732	208	479	45	0	
	Grady	20	0	0	2	18	168	45	112	11	0	
	Greene	19	1	0	0	18	205	39	164	2	0	
	Habersham	33	0	3	0	30	495	203	267	25	0	
	Hancock	0	0	0	0	0	72	18	48	6	0	
	Hart	65	0	3	4	58	477	141	328	8	0	
	Irwin	13	0	3	0	10	114	48	62	4	0	

Metropolitan/Nonmetropolitan	County	Murder and					Property			Motor		Arson ¹
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny- theft	vehicle theft			
	Jackson	69	0	9	7	53	892	175	672	45	2	
	Jeff Davis	76	1	0	3	72	257	65	183	9	2	
	Jefferson	17	0	0	3	14	170	74	90	6	0	
	Johnson	15	0	0	0	15	90	33	52	5	0	
	Laurens	34	3	2	7	22	766	235	492	39	1	
	Lumpkin	79	0	9	2	68	428	117	283	28	2	
	Macon	0	0	0	0	0	85	33	43	9	0	
	Miller	5	0	0	0	5	34	9	19	6	1	
	Mitchell	34	0	2	2	30	204	63	132	9	0	
	Pierce	32	0	1	0	31	236	97	128	11	0	
	Polk	0	0	0	0	0	0	0	0	0	0	
	Polk County Police Department	52	1	6	5	40	671	277	340	54	5	
	Putnam	71	0	2	3	66	346	127	213	6	1	
	Rabun	9	1	0	0	8	235	71	154	10	0	
	Schley	2	0	0	0	2	24	8	15	1	0	
	Screven	14	1	1	0	12	225	74	132	19	0	
	Seminole	22	1	1	2	18	92	26	65	1	0	
	Stephens	32	3	3	3	23	413	122	275	16	0	
	Stewart	1	0	0	1	0	20	16	4	0	0	
	Sumter	15	0	4	2	9	341	111	218	12	0	
	Talbot	5	1	0	3	1	87	22	61	4	0	
	Taliaferro	3	0	0	0	3	58	24	28	6	0	
	Taylor	8	0	0	1	7	91	44	45	2	1	
	Thomas	46	1	3	9	33	513	156	310	47	6	
	Tift	97	5	9	12	71	703	152	517	34	8	
	Toombs	21	1	5	1	14	178	71	91	16	1	
	Towns	13	0	0	0	13	124	24	97	3	0	
	Treutlen	4	0	0	0	4	76	26	50	0	0	
	Troup	30	2	4	4	20	712	172	503	37	1	
	Turner	9	0	1	0	8	96	27	65	4	2	
	Union	18	0	0	1	17	275	93	169	13	5	
	Upson	20	0	4	7	9	430	163	250	17		
	Ware	85	1	4	12	68	731	194	499	38	0	
	Warren	18	0	0	0	18	36	12	21	3	0	
	Washington	24	1	0	2	21	172	52	117	3	2	
	Wayne	129	5	6	7	111	840	207	618	15	0	
	Webster	1	0	0	0	1	42	23	16	3	0	

Metropolitan/Nonmetropolitan	County	Murder and					Aggravated			Motor		Arson ¹
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	assault	Property crime	Burglary	Larceny- theft	vehicle theft		
	White	26	1	5	1	19	411	177	214	20	0	
	Wilcox	17	0	3	1	13	97	45	46	6	0	
	Wilkes	5	1	1	0	3	20	6	14	0		
	Wilkinson	8	0	0	0	8	86	41	39	6	0	

¹ The FBI does not publish arson data unless it receives data from either the agency or the state for all 12 months of the calendar year.

SAM AR000038-SAM AR000038

Table 11**FEDERAL AGENCIES****Offenses Known to Law Enforcement
by State, Tribal, and Other Agencies, 2012**

Agency	Unit/Office	Violent crime	Murder and		Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny- theft	Motor vehicle theft	Arson
			nonnegligent manslaughter									
National Institutes of Health		0	0	0	0	0	0	70	0	70	0	0
United States Department of the Interior:	Bureau of Indian Affairs ¹	5,643	101	872	300	4,370	21,259	5,417	13,020	2,822	984	
	Bureau of Land Management	15	3	0	2	10	409	19	367	23	48	
	Bureau of Reclamation	0	0	0	0	0	12	4	8	0	7	
	Fish and Wildlife Service	23	1	4	0	18	345	72	254	19	54	
	National Park Service	346	3	28	65	250	3,232	349	2,789	94	66	

¹ Tribal figures represented throughout Table 11 are included in the aggregated totals listed under the Bureau of Indian Affairs data.

SAM AR000039-SAM AR000052



DEPARTMENT OF THE ARMY
U.S. ARMY CORPS OF ENGINEERS
441 G STREET NW
WASHINGTON, D.C. 20314-1000

JUL 03 2012

REPLY TO
ATTENTION OF

CECW-CO-N

MEMORANDUM FOR CHIEFS, OPERATIONS AND NATURAL RESOURCES
MANAGEMENT DIVISIONS AND DISTRICTS AND OPERATIONS PROJECT
MANAGERS

SUBJECT: Visitor Assistance Program - Policy and Guidance

1. This memorandum provides updated policy on a number of issues regarding the Visitor Assistance (VA) program as it pertains to visitor and park ranger safety. This action is a result of the comprehensive study of our VA program conducted by Dr. Charles Nelson, Michigan State University (MSU), and subsequent analysis by an Ad Hoc Team of Natural Resources Management (NRM) CoP members, USACE Safety and Occupation Health Office and Security and Provost Marshall's Offices. The Ad Hoc Team's response to the study is attached (Encl 1). This office forwarded a copy of the survey results and the MSU report to all MSCs on 12 October 2011. The survey and the report are also available on the Natural Resources Management Gateway at <http://corpslakes.usace.army.mil/employees/visitassist/survey.cfm>
2. Based on a thorough review of the study by the Ad Hoc Team, I have determined that a number of modifications to our VA program are necessary. However, the current legal authority and role of the USACE Park Ranger will remain intact with no changes. Park rangers will remain as regulation enforcers and perform duties as specified under ER/EP 1130-2-550, Chapter 6, Visitor Assistance Program which states, in part, that USACE park rangers are not law enforcement officers, nor do they carry weapons, perform searches, or detain individuals. The protection of facilities or the enforcement of rules shall always be secondary to the safety of Corps personnel, contract employees and visitors. I encourage everyone to educate our stakeholders, partners and visiting public about the role of the USACE park ranger.
3. The MSU report provided a number of recommendations regarding training, law enforcement agreements, communication equipment and patrol procedures.
 - a. VA Training. ER/EP 1130-2-550, Chapter 6, establishes policies and procedures to ensure that NRM personnel receive adequate and timely VA training. Operations Chiefs shall ensure that all required training is offered to personnel that execute the VA program at the field level. The frequency with which this training is administered and selection of subjects taught shall be in accordance with established policy. Managers may offer training more frequently than required by policy and diversify subjects to fit regional and local requirements. VA training coordinators should place a greater emphasis on the following training: personal protection,

SAM AR000039

CECW-CO-N

SUBJECT: Visitor Assistance Program – Policy and Guidance

tactical communication (verbal judo), situational training, gang and drug awareness, and cultural diversity. Training coordinators may work with local law enforcement agencies, when appropriate, to acquire these and other select training. This office is working to obtain a waiver from the current conference approval requirements for MSC/District-sponsored visitor assistance courses and is also developing a standard approval package that can be used to help justify MSC/District annual refresher training courses.

b. Law Enforcement Agreements. I strongly encourage the continued use of law enforcement agreements when available and advantageous to the agency. Managers shall review and update agreements, as necessary, to ensure that patrols are scheduled at the appropriate times, frequency, and project/recreation areas. A greater emphasis should be placed on the service provider's performance and its adherence to agreement specifications through more diligent and effective quality assurance processes. Law enforcement agreements can be used to obtain increased law enforcement services to meet needs during a peak visitation period, which is defined as any period during the year when visitation is sufficiently high to cause significant increase in risk to visitor welfare as determined by applicable district and or project office.

c. Communication Equipment. ER/EP 1130-2-550 establishes policy regarding required communication equipment. The MSU study concluded that, "Available, adequate and functional communications equipment is vital to visitor and employee safety". This statement was strongly emphasized by rangers and managers, as was the inadequacy of communication methods in many situations. Operations Chiefs shall ensure that adequate and reliable communication equipment is readily available to VA personnel in support of natural resources management activities. Authorized communication equipment may include, but is not limited to: cellular or satellite phones and multiple frequency programmable scanning radios (fixed, vehicle-mounted and hand held). Managers shall place a greater emphasis on procuring and/or maintaining adequate and reliable communication equipment for use by VA personnel. Operations is partnering with the Corps Provost Marshall to further identify specific current problems and issues regarding the availability and reliability of effective communication equipment. Under a separate memorandum, a radio communications survey will be sent through all MSCs by 1 September 2012.

d. Patrol Procedures. ER/EP 1130-2-550 establishes policy and procedures with regard to surveillance of Corps projects, which includes routine, non-routine, scheduled and unscheduled patrols. Night surveillance by park rangers is a district option which may be considered, as necessary, to meet project and Corps objectives and provide adequate visitor security. However, overnight surveillance may place park rangers at greater risk. Effective immediately, all midnight - 6:00am surveillance (patrols) are prohibited, except under increased Force Protection conditions when security surveillance of lock/dam facilities is required, for emergency call outs (i.e. facility alarms, fires, etc.), or for an unusual incident regarding a visitor safety or resource protection issue.

CECW-CO-N

SUBJECT: Visitor Assistance Program – Policy and Guidance

4. The survey results confirmed that in some instances VA policies are not being fully implemented. Operations and NRM Chiefs, managers and park rangers are all accountable for executing the VA program within established policy - visitor and park ranger safety depends on it. I've asked the Park Ranger CoP Advisory Board and PROSPECT VA Course Instructor Cadre to develop a standardized peer review process to audit VA operations and measure success at the district level. This group will seek feedback from divisions and districts during development of the peer review framework and process. The Park Ranger CoP Advisory Board will also follow-up on a few other recommendations provided to me during the analysis of the survey data.
5. I appreciate the outstanding work that the Ad Hoc Team did throughout this study and for their thorough review and recommendations in response to the MSU report. I would also like to thank our park rangers, managers, and all our NRM team members for their support and execution of a great natural resources management program. I greatly appreciate the supreme effort and sacrifice our team puts forth daily to assist and protect our millions of visitors and resources.



RICHARD C. LOCKWOOD
Acting Chief, Operations
Directorate of Civil Works

Encl

PARK RANGER COMMUNITY OF PRACTICE (CoP) AD HOC TEAM
RESPONSE TO MICHIGAN STATE UNIVERSITY RECOMMENDATIONS
FOR USACE VISITOR ASSISTANCE (VA) PROGRAM

MSU recommendations contained in Final Report of results for the 2010 Park Ranger & Visitor Safety and the 2011 Visitor Assistance Program Management Surveys

BACKGROUND

Park Ranger CoP Chair Freddie Bell assembled an Ad Hoc Team to review the MSU report of surveys results (authored by Dr. Charles Nelson), and to develop a response to the report's recommendations for Mr. Mike Ensich, Chief, Operations, Civil Works Directorate, consideration. The Ad Hoc Team members are as follows:

Freddie Bell, Resource Manager, Chair of Park Ranger CoP, Nashville District
Steve Austin, Senior Policy Advisor for Park Ranger Activities, CECW-ON
Charlie Burger, Chief of Operations, Ft. Worth District
Jill Russi, Chief, Operations-Technical Section, Sacramento District
Phillip Brown, Operations Manager, Kansas City District
Bill Jackson, Supervisory Natural Resources Specialist, Lead PROSPECT VA Course Instructor, Vicksburg District
Aaron Wahus, Park Operations Manager, Savannah District
Kayl Kite, Conservation Biologist, Nashville District
Bonnie Bryson, Data Management Specialist, ERDC

INTRODUCTION

The Ad Hoc Team's big picture response to the report can be summarized in the following items. Based on this report of results:

- a. The role of the Corps Park Ranger will remain intact with no changes.
- b. The current ER/EP 1130-2-550, Chapter 6, Visitor Assistance Program, contains authority for the improvements recommended herein, however accountability at the management level for implementing the VA program in accordance with National policy and guidance must be reinforced.
- c. Mandatory and required training and equipment for VA personnel must be made a priority and a peer-review process must be established to measure success.
- d. The changes implemented from the 1995 survey appear to have had a positive overall effect in terms of perception of Park Ranger and Visitor Safety.

Enclosure 1
Visitor Assistance Program – Policy and Guidance

Responses to specific MSU report recommendations as well as additional recommendations from the Ad Hoc team follow. One of the goals of the survey initiative was to have an outside entity take an unbiased look at the Corps Visitor Assistance (VA) Program.

The recommendations in the MSU report are based on the extensive experience and knowledge of the primary author, Dr. Charles Nelson. Understandably, this outside entity has offered some recommendations that do not reflect some of the complexities of the Corps VA Program policy. One of the Ad Hoc Team's responsibilities is to review those recommendations within the context and authority of our agency VA Program and suggest responsive actions within that authority.

1. MSU REPORT RECOMMENDATIONS REGARDING "RANGER ALLOCATION OF EFFORT"

Recommendations for Ranger Allocation of Effort

- *Increase time allocation for patrol, environmental stewardship and preventative/educational programs in VA duties, especially during peak recreation season. Perceived need for additional VA employees may be negated if more time is spent on patrol for existing VA employees.*
 - *Use increased patrol time to strengthen ties with visitors, following a community policing strategy of catching problems early and understanding the dynamic of the project's community*
- *Decrease time for computer-based administration and fee collection, as both can be done by others who lack the authority to enforce federal regulations and training to coordinate with local law enforcement*
- *Streamline amount of information requested for shoreline management permits, real estate licenses, etc., and seek ways to allocate those tasks to others that lack the authority to provide patrol services.*

AD HOC TEAM RESPONSE

The Ad Hoc Team concurs with the MSU recommendations for this category, with the exception of the statement, "*May negate perceived need for additional VA employees if more time spent on patrol for existing VA employees.*" If current levels of staff spend more time on patrol, some other duties will not be completed.

RATIONALE

The survey results quantify what has been heard anecdotally for years, that Park Rangers are devoting increasing amounts of time to computer-based tasks, and that they perceive that it is at the expense of VA duties.

AD HOC TEAM RECOMMENDATIONS FOR ACTION

Develop a multidisciplinary PDT to address this issue, capable of assessing and dealing with it at the grassroots level. This is a complex issue with varied causes and with several potential improvements (i.e., adjusting annual reporting requirement due dates of several NRM programs).

TIMEFRAME TO IMPLEMENTATION

Recommend establishment of PDT as soon as possible. Estimate 3-5 years for full implementation of their work. Park Ranger CoP Advisory Board will champion this effort.

2. MSU REPORT RECOMMENDATIONS REGARDING "CONTRACTED ENFORCEMENT"

Recommendations for Contracted Enforcement

- *Make greater/more effective use of contract enforcement at every project with a VA program*
 - *Have an enforcement contract at every project with a VA program*
 - *Eliminate Corps night patrol after midnight and before 6AM and transfer all such duties to contract enforcement*
 - *Clear contractual wording and vigorous contractual administration with a focus on priority violations and patrol procedures tailored to individual Corps projects*
- *Increase emphasis on alcohol/drug enforcement in all enforcement contracts to the point where they are priority violations*
- *Increase the emphasis on visible presence of local law enforcement partners in all enforcement contracts to clearly demonstrate to the public the presence of certified law enforcement personnel at each project*
- *Provide joint training where possible with contract law enforcement and Corps VA personnel on-site by project focused on priority violations and patrol procedures per contract specifications*
 - *Emphasize situational awareness training for Corps VA personnel to limit dangerous encounters that need law enforcement response*
 - *Build contract enforcement officers' confidence in park ranger info/intelligence*
 - *Focus training on joint response to problems that rangers and managers identified in the survey as most frequently threatening Corps employees and visitors:*
 - *Alcohol/drug related issues*
 - *Fights/assaults/disorderly conduct*
 - *Domestic violence*
 - *Traffic issues*
 - *Theft*
 - *Vandalism*

AD HOC TEAM RESPONSE

The Ad Hoc Team only partially concurs with the MSU recommendations. The three items with which we do not concur and why:

- a. *Have an enforcement contract at every project with a VA program.* There are both partner and budget issues that make this unfeasible. Some locations for instance do not have an adequate or available contractor, or the law enforcement agency does not want the administrative burden of a formal agreement although they do provide presence to Corps areas.
- b. *Increase emphasis on alcohol/drug enforcement in all enforcement contracts to the point that they are priority violations.* "Presence" rather than "response" is the purpose of Corps Law Enforcement (LE) Agreements. Alcohol/drug enforcement should be the emphasis for law enforcement whether working under an agreement or not.
- c. *Increase the emphasis on visible presence of local law enforcement partners in all enforcement contracts to clearly demonstrate to the public the presence of certified law enforcement personnel at each project.* As stated in b. above, "presence" is the purpose of Corps law enforcement agreements.

RATIONALE

The discussion in this section of the MSU report and the survey results make clear one important issue regarding level of authority. There is no justification provided by this report to further investigate change in the role of the park ranger.

The MSU Report seems to reflect some misconceptions about the Corps law enforcement agreement program, authority and purposes. Overall, the Ad Hoc Team agrees that some improvements to the specifications and execution of LE Agreements can be made.

RECOMMENDED ACTIONS

- a. A policy memo from Chief, Operations, Civil Works Directorate, should be issued as soon as possible that emphasizes the following regarding MSU recommendations:
 - i. Encourages the priority use of project level funding to ensure that law enforcement agreements are adequately funded, and assures that from the agency side every effort will be made for available and adequate funds for this purpose. Also emphasizes strengthening and clarifying contract specifications where needed, along with emphasis on ensuring service provider's performance and adherence to specifications through more diligent and effective quality assurance processes. Additionally, address the local definition of "peak recreation season" in the ER/EP to minimize limitations it presents for field offices.

- ii. Eliminates **routine** patrol between midnight and 6 a.m.
 - a. Clarifies provision in current ER/EP regarding "Night Surveillance"
 - b. References the 9/11 memo and define the difference between it and the ER/EP
 - c. References the Appendix G, list of Management Alternatives
 - iii. Emphasizes that the authority for joint training with contract vendors/law enforcement is already authorized by current ER/EP. Further emphasize that the training presented must be appropriate to our level of authority.
- d. The policy memo from Chief, Operations, Civil Works Directorate, should also address the following two additional recommendations from the Ad Hoc committee:
- i. Reemphasizes provisions in ER/EP and stipulate that Park Rangers should patrol alone only with functional **and** adequate communications equipment.
 - ii. Reemphasizes the role of the park ranger, and that protection of property is secondary to personal protection
- e. Initiates NRM Gateway additions and improvements:
- i. Updates the Law Enforcement Agreement page (currently titled as LE Cooperative Agreements) with additional sample specifications, quality assurance BMPs, success stories, etc.
 - ii. Updates the training section of the VA page to include joint training success stories and sample curriculums. Develop a short video clip that can be shared

TIMEFRAME TO IMPLEMENTATION

Recommend HQ policy memo be released prior to 2012 recreation season. Recommend Gateway updates completion within 6-12 months. Park Ranger CoP Advisory Board will champion this effort.

3. MSU REPORT RECOMMENDATIONS REGARDING "CRIME PREVENTION"

Recommendations for Crime Prevention

- *Focus on situational crime prevention t each project with a specific set of improvements developed in cooperation with local law enforcement*
 - *Target hardening and access control to reduce theft and vandalism*
 - *Better locks*
 - *Improved lighting*
 - *Use graffiti barrier on vulnerable surfaces*
 - *More effectively regulate vehicular access*

- *Target removal to make crime less rewarding*
 - *Remove unnecessary high value targets such as sites where cash may be available*
 - *Better secure necessary high value targets such as maintenance facilities with tools, vehicles and equipment*
- *Increase risk to potential criminals by increasing eyes and ears*
 - *Strengthen campground host program*
 - *Strengthen Corps Watch program*
 - *Improve natural surveillance at key recreation sites including vegetative management, lighting, etc.*
 - *Facilitate observation of illegal behavior by visitors and law enforcement*
- *Further restrict primary facilitators of crime/violation such as alcohol and drug use through regulation and enforcement*
- *Keep areas well maintained*
 - *Repair vandalized facilities rapidly*
 - *Remove graffiti*

AD HOC TEAM RESPONSE

The Ad Hoc Team concurs with the MSU recommendations for this category.

RATIONALE

Crime prevention is always an area where VA efforts should focus.

AD HOC TEAM RECOMMENDATIONS FOR ACTION

- a. The policy memo from Chief, Operations, Civil Works Directorate, should emphasize the following regarding MSU recommendations:
 - i. Emphasize that the authority for the recommended crime prevention activities exist in the current ER/EP, and again emphasize the Appendix G, list of Management Alternatives
 - ii. Emphasize the benefits of the Corps Watch program and require universal implementation
- b. NRM Gateway additions and improvements include improved Corps Watch page, with success stories and benefits of the program highlighted

TIMEFRAME TO IMPLEMENTATION

Recommend HQ policy memo be released within 120 days. Recommend Gateway updates completion within 6-12 months. Park Ranger CoP Advisory Board will champion this effort. ERDC will provide Technical Support for Gateway page.

4. MSU REPORT RECOMMENDATIONS REGARDING “COMMUNICATIONS”

Recommendations for Communications

- *Improve communications equipment and capability of VA personnel to use it*
 - *Upgrade two-way radios and radio reception on projects*
 - *Seek improved cellular service on projects*
- *Increase VA access to law enforcement data (e.g. NLETS, ORI) to obtain criminal histories, wants and warrants*
 - *Consider making such access a condition of a local enforcement contract funds if lacking voluntary cooperation*

AD HOC TEAM RESPONSE

The Ad Hoc Team only partially concurs with the MSU recommendations. The item with which we do not concur and why:

Increase VA access to law enforcement data (e.g. NLETS, ORI) to obtain criminal histories, wants and warrants. Also consider making such access a condition of a local enforcement contract funds if lacking voluntary cooperation

The “wants and warrants” portion of this recommendation is not appropriate for our level of authority. The recommendation to make increased access to law enforcement data a condition of law enforcement agreements is not appropriate and reflects a lack of understanding of our agency policy.

RATIONALE

The need for improved communications emerges as one of the most critical elements in the survey results. This is an area where perhaps the most important improvement can be made to directly enhance Park Ranger safety.

AD HOC TEAM RECOMMENDATIONS FOR ACTION

- a. Follow up on the status of the White Paper that resulted from the SPD Visitor Assistance review and clarify the steps to be taken for improved communications resources provided by ACE-IT.
- b. Establish a NRM Gateway page on “NRM Communications” that includes information from the White Paper processes that were established, and success stories on communications issues to include NLETS and ORI. The SME for that page can assist in following up with submitters of success stories to help monitor how systems are working.

TIMEFRAME TO IMPLEMENTATION

Recommend completion of both of the above within 12 months. CECW-ON (Steve Austin) and Lead, VA Cadre will champion this effort. ERDC will provide Technical Support for Gateway page.

5. MSU REPORT RECOMMENDATIONS REGARDING "VA TRAINING"

Recommendations for VA Training

- *Increased emphasis on VA personnel training with focus on employee safety as recommended by respondents*
 - *Self-defense training less than firearms*
 - *Drug identification, manufacture and distribution*
 - *De-escalation of violence/verbal judo*
 - *Gangs*
- *Use actual project incidents involving VA personnel in training, with a focus on:*
 - *Situational awareness*
 - *Appropriate response including coordination with local law enforcement*
 - *Success stories*

AD HOC TEAM RESPONSE

The Ad Hoc Team concurs with the MSU recommendations.

RATIONALE

Training is one of the significantly improved areas that resulted from the 1995 survey response. Improvements to training are always desirable. The ER/EP currently authorizes training as recommended by MSU. However, the team feels that the survey results indicate that accountability for providing it to all VA personnel is lacking.

AD HOC TEAM RECOMMENDATIONS FOR ACTION

- a. The policy memo from Chief, Operations, Civil Works Directorate, should emphasize the following regarding MSU recommendations:
 - i. The ER/EP currently contains the authority for the recommended training.
 - ii. The EP in para. 6-4.d. currently requires accountability for providing appropriate and timely training for all VA personnel.
- b. Create a 10-minute length video of Chief, Operations, Civil Works Directorate, giving overview of survey results and emphasis on training requirements and accountability.

- c. Regarding the accountability issue, the Ad Hoc Team recommends creation of a centralized database of Park Rangers for which training accountability is but one benefit. Although the MSU report did not make a formal recommendation about this in the report, it did mention the difficulties our agency experienced in identifying all those working in VA when determining the survey population. The Staffing Analysis PDT separately has noted the difficulties in identifying NRM personnel who charge to recreation. The centralized database would eliminate the multiple lists of VA staff that never match. It is further recommended that the ERDC Recreation Team take the lead on evaluating development options. Once the centralized data base is established, it is recommended that Mike Ensich issue a separate memorandum requiring its use. The database would include the following fields and functionality:
 - i. Name, position title, and location per Integrated Manning Document (IMD) sources
 - ii. Citation authority status
 - iii. Uniform program status
 - iv. Required VA training status
 - v. Email address, used to update Park Ranger CoP mailing lists
 - vi. Data fields could be updated at any time, but with an annual update required, most likely by the District VA Points of Contract.
 - vii. The position data could be rolled up to feed staffing information to other databases which need it, such as RecSTATUS Self Assessment, OMBIL (the NRM FTE section), etc.
- d. Market and continue to develop exportable training sources, the PROSPECT VA Instructors Cadre will be champion for this effort.
- e. Establish a VA Peer Review program to better insure overall VA Program consistency and accountability. Use the Park Ranger CoP Advisory Board in collaboration with VA Cadre to develop the program and recommend the process.

TIMEFRAME TO IMPLEMENTATION

Recommend HQ policy memo be released within 120 days. The video to emphasize survey results and implications should be ready within 12 months and posted on the Gateway. Peer Review process implementation recommended 12 months. The remaining items recommended for completion within 6-18 months. Park Ranger CoP Advisory Board, ERDC, CECW-ON (Steve Austin) and Lead, VA Cadre will collaborate and champion this effort.

6. MSU REPORT RECOMMENDATIONS REGARDING "RANGER HIRING"

Recommendations on Ranger Hiring

- *Hire VA personnel that are physically and psychologically fit for duty to enforce appropriate federal regulations and cooperate with local law enforcement*

- *Encourage continued physical fitness/health throughout an employee's career in the VA program*
- *Hire VA personnel that have a broad-based bachelor's degree or higher in natural resources, preferably with significant emphasis on outdoor recreation management*

AD HOC TEAM RESPONSE

The Ad Hoc Team concurs with the MSU recommendations.

RATIONALE

Hiring the right persons for VA duties is always a priority. The recommendations for psychological and physical fitness also emerged from the SPD VA Program Study.

AD HOC TEAM RECOMMENDATIONS FOR ACTION

- a. NRM Career Development Steering Committee (NRMCDSC) and the Park Ranger CoP Advisory Board further investigate issues around physical and psychological fitness as hiring criteria and as condition of continued employment. Provide Chief, Operations, Civil Works Directorate, recommendations as to adoption and implementation.
- b. NRMCDSC should continue to produce enhanced recruiting methods/tools to ensure that all new hires have the proper credentials to adequately perform park ranger functions.

TIMEFRAME TO IMPLEMENTATION

Recommend implementation of recommendations from the NRMCDSC and Park Ranger CoP Advisory regarding physical and psychological fitness within 3 years. NRMCDSC recruiting efforts are ongoing. Park Ranger CoP Advisory Board and NRM Career Development Steering Committee will champion this effort.

7. MSU REPORT RECOMMENDATIONS REGARDING "RANGER ROLES AND UNIFORM"

Recommendations on Ranger Roles and Uniform

- *Interpretive messages at every project should clearly spell out to visitors the role of Corps park rangers*
- *The uniform needs to reflect the roles of VA personnel, not just enforcement of federal regulations*
 - *The Corps should work across the VA community to define and design a uniform that reflects the VA role and authority*
- *The appropriate code of federal regulations and partnering with local law enforcement should be enforced*

- *If a law enforcement contract is in place, local unit contract enforcement should be emphasized through interpretive and other communication*

AD HOC TEAM RESPONSE

The Ad Hoc Team concurs with the MSU recommendations with the exception of the following:

- a. Additional clarification from Dr. Nelson will be required to fully comprehend what is meant by "The enforcement of the appropriate code of federal regulations and partnering with local law enforcement".
- b. No wholesale uniform design change proposals or actions are recommended at this time.

RATIONALE

The Ad Hoc Team's review of this report concludes that these two important issues are clear:

- a. The role of the Corps Park Ranger will remain intact with no changes
- b. There is no consensus for change to the uniform. The Ad Hoc Team believes that the current uniform does properly reflect the Park Ranger role. It is the federal NRM uniform typical of other federal land management agencies. Some other agencies are getting into more risky roles with this uniform (for instance NPS in drug enforcement), and public perception over time may require another look at this issue in the future.

AD HOC TEAM RECOMMENDATIONS FOR ACTION

- a. Continue routine interpretive efforts regarding role of the Park Ranger, and continue to share the role of the ranger in routine public contacts. Create an interpretive program on role of the ranger for and/or share on the Interpretive Services and Outreach (ISOP) Gateway page any established programs suitable for inclusion on in the ISOP Toolbox.
- b. Continue annual uniform reviews by the Uniform Committee, and continue to make minor uniform changes so that items such as polo shirt and ball caps are available for duties appropriate to more casual version of the uniform.

TIMEFRAME TO IMPLEMENTATION

ISOP Toolbox additions are recommended within 12 months. Interpretive efforts are ongoing. Uniform reviews and minor changes ongoing. Program Manager, Interpretive Services and Outreach and Chair, Uniform Committee will champion this effort.

SAM AR000053-SAM AR000053

	Citations (#)		Warnings (#)	
	327.13a		327.13a	
	Explosives,		Explosives,	
	Firearms,		Firearms,	
	All	Other	All	Other
	Offense	Weapons and	Offense	Weapons and
	Types	Fireworks.	Types	Fireworks.
All Time	27,816	200	180,391	241
FY2005	2,829	6	15,658	12
FY2006	4,928	49	25,510	36
FY2007	3,869	30	26,318	20
FY2008	3,110	22	20,790	26
FY2009	3,608	28	23,118	41
FY2010	3,470	21	24,668	43
FY2011	2,914	16	20,814	19
FY2012	2,874	19	21,645	36
FY2013	214	9	1,870	8

SAM AR000054-SAM AR000054

FY 2011 Project Statistics

FY 2010	SAM Total	Allatoona	ARL*	BWT*	Lanier	Carters	Seminole	Okatibbee	Tenn-Tom	WFG/GW Andrews	West Point
General Statistics											
Total Area (acres) Fee & Easmt.	592,446	37,748	33,852	112,049	57,288	8,938	64,957	11,294	129,365	77,134	59,821
Total Pool (acres)	262,249	12,010	15,163	35,513	39,000	4,250	37,500	4,144	41,494	45,181	27,994
Total Fee (acres)	418,578	37,683	17,689	21,543	55,436	8,900	52,816	10,950	107,257	49,325	56,979
Total Easement (acres)	173,868	65	16,163	90,506	1,852	38	12,141	344	22,108	27,809	2,842
<u>Shoreline Miles</u>	6,053	270	576	1,737	692	76	532	28	898	640	604
Fee Shoreline Miles	3,058	270	78	143	692	76	500	28	438	274	559
Boundary Miles	2,767	250	63	108	700	51	216	40	738	274	327
<u>Ranger Staff</u>	118	15	10	12	20	8	6	6	7	28	6
<u>Total NRM Field Staff</u>	199	21	21	19	31	14	12	8	11	45	17
<u>2011 Program Expenditures</u>	\$ 49,333,976.37	\$4,336,851.96	\$8,223,504.64	\$8,690,230.02	\$6,974,451.00	\$3,299,924.19	\$1,828,202.25	\$1,013,928.08	\$6,089,761.88	\$4,122,343.24	\$4,754,779.11
Recreation Areas											
<u>Corps Operated Rec. Areas</u>	286	23	36	39	42	12	13	6	53	18	44
<u>Outgranted Rec. Areas</u>	211	59	13	13	47	1	27	2	19	20	10
<u>Total Rec Areas</u>	497	82	49	52	89	13	40	8	72	38	54
<u>Closed Rec. Areas</u>	56	4	5	14	7	1	2	-	7	2	14
<u>Total Open Rec Areas</u>	439	78	44	38	82	12	38	6	65	36	40
<u>Fee Areas</u>	156	20	20	17	25	8	7	6	31	14	8
<u>Marinas</u>	39	8	5	1	14	1	1	2	2	4	1
<u>Marina Slips</u>	13,998	3,690	-	136	8,241	180	182	70	401	698	400
<u>Campgrounds - Corps</u>	63	7	10	14	7	4	3	2	8	4	4
<u>Campsites - Corps</u>	3,849	610	430	309	454	172	118	82	755	442	477
<u>Campgrounds - Outgrant</u>	53	26	3	-	5	-	10	1	1	4	3
<u>Campsites - Outgrant</u>	2,025	649	92	-	510	-	245	124	88	245	72
Visitation											
<u>Visitation</u>	29,777,449	6,004,769	3,487,877	2,276,987	7,195,417	700,251	1,345,388	883,440	1,693,323	3,895,315	2,294,682
<u>Visitor Hours</u>	269,990,163	79,033,102	21,290,139	11,557,350	66,766,382	4,600,892	12,906,188	3,483,516	12,637,263	39,205,492	18,509,839
<u>FY2011 User Fee Collections</u>	\$ 2,069,066.95	\$44,337.28	\$240,017.37	\$699,344.83	\$162,231.91	\$47,047.80	\$14,463.10	\$404,394.22	\$116,058.22	\$150,899.24	\$190,272.98
<u>FY2010 User Fee Collections</u>	\$ 1,861,795.70	\$250,391.44	\$37,506.01	\$47,801.77	\$641,310.24	\$151,626.76	\$28,583.39	\$22,065.46	\$319,020.41	\$64,783.62	\$298,706.60
<u>Annual Passes Sold</u>	12,459	3,107	404	860	4,713	927	63	342	1,109	567	367
Visitor Assistance & Interp											
<u>Water Safety Program Contacts (Direct)</u>	353,429	25,613	5,748	10,019	133,809	26,825	21,760	2,862	70,192	39,132	17,469
<u>Water Safety Program Contacts (Indirect)</u>	376,435	26,029	5,927	10,437	143,308	26,825	24,561	4,521	75,313	42,019	17,495
<u>Citations Issued</u>	534	197	2	9	185	24	4	0	92	0	21
<u>Warnings Issued</u>	4,942	1,063	115	167	1,871	178	28	3	849	106	562
Volunteer Program											
<u># of volunteers</u>	8,047	3,982	73	463	789	565	499	430	274	31	941
<u>Volunteer hours</u>	208,911	49,490	7,153	19,360	32,333	12,914	21,205	1,720	37,723	3,923	23,090
<u>Incidental Expenses</u>	\$ 4,909.35	\$ -	\$ -	\$ -	\$ -	1,995	-	\$ -	\$ -	\$ 2,260.50	\$ 653.85
<u>Volunteer Value</u>	\$ 4,459,690.11	\$ 1,057,106.40	\$ 152,788.08	\$ 413,529.60	\$ 690,632.88	\$ 273,848.04	\$ 452,938.80	\$ 36,739.20	\$ 805,763.28	\$ 83,795.28	\$ 492,548.55
Shoreline Management											
<u>Total Dock/Mooring Permits</u>	14,165	926	-	-	9,519	-	912	-	-	1,341	1,467
<u>Land Based Permits (No Dock)</u>	1,234	35	-	-	44	-	135	-	-	787	233
<u>Total Permits</u>	15,399	961	-	-	9,563	-	1,047	-	-	2,128	1,700
				*Holt and Demopolis combined							
<u>Definitions of categories</u>			*Millers Ferry, Claiborne and R.F. Henry combined								

SAM AR000055-SAM AR000059

Table 10**GEORGIA****Offenses Known to Law Enforcement****by Metropolitan and Nonmetropolitan Counties, 2011**

[The data shown in this table do not reflect county totals but are the number of offenses reported by the sheriff's office or county police department.]

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and		Robbery	Aggravated Property		Burglary	Larceny -theft	Motor vehicle theft	Arson ¹
			nonnegligent manslaughter	Forcible rape		assault	crime				
Metropolitan Counties	Augusta-Richmond	990	26	104	550	310	13,336	3,817	8,108	1,411	74
	Barrow	173	0	8	7	158	943	267	614	62	
	Bartow	241	2	7	37	195	2,841	805	1,845	191	0
	Bibb	218	3	11	35	169	2,762	672	1,855	235	9
	Brantley	45	0	7	2	36	293	201	92	0	3
	Brooks	28	0	0	1	27	227	68	132	27	
	Bryan	32	0	1	2	29	424	120	298	6	1
	Burke	148	2	0	0	146	494	147	344	3	0
	Butts	42	3	6	18	15	511	147	313	51	1
	Carroll	107	2	8	10	87	1,583	503	938	142	10
	Catoosa	76	0	9	8	59	1,040	265	666	109	1
	Chatham	0	0	0	0	0	0	0	0	0	0
	Chattahoochee	18	2	2	3	11	55	24	27	4	2
	Cherokee	107	0	13	19	75	2,114	665	1,348	101	4
	Clarke	2	0	0	0	2	0	0	0	0	0
	Clayton	4	0	0	1	3	8	0	7	1	0
	Clayton County Police Department	1,060	28	74	491	467	10,164	3,770	4,989	1,405	32
	Cobb	0	0	0	0	0	0	0	0	0	0
	Cobb County Police Department	934	18	92	388	436	11,112	3,376	6,836	900	32
	Columbia	94	4	19	20	51	2,438	452	1,900	86	10
	Coweta	102	2	15	18	67	1,651	453	1,086	112	5
	Crawford	28	0	3	1	24	523	158	335	30	1
	Dade	62	1	3	0	58	272	90	153	29	1
	Dawson	15	0	0	0	15	551	112	411	28	0
	DeKalb County Police Department	3,159	65	139	1,735	1,220	30,194	10,338	15,599	4,257	139
	Dougherty	6	0	0	2	4	193	9	179	5	0
	Dougherty County Police Department	32	0	7	7	18	431	157	250	24	2
	Douglas	176	2	13	68	93	2,191	608	1,394	189	4
	Echols	2	0	0	0	2	37	11	23	3	0
	Effingham	56	0	14	8	34	348	265	58	25	3
	Fayette	33	1	3	7	22	626	201	383	42	6
	Floyd	51	0	1	2	48	14	7	7	0	0

Metropolitan/Nonmetropolitan	County	Murder and					Property			Motor	
		Violent crime	nonnegligent manslaughter	Forcible rape	Aggravated Robbery	assault	Burglary	Larceny -theft	vehicle theft	Arson ¹	
	Floyd County Police Department	206	1	8	12	185	1,448	383	972	93	15
	Forsyth	363	1	22	14	326	1,837	438	1,333	66	2
	Fulton	1	0	0	0	1	9	1	8	0	0
	Fulton County Police Department	748	13	25	362	348	5,842	1,712	3,242	888	10
	Glynn	0	0	0	0	0	0	0	0	0	0
	Glynn County Police Department	243	3	17	73	150	3,108	697	2,318	93	2
	Gwinnett County Police Department	1,495	24	145	630	696	15,736	5,095	9,451	1,190	75
	Hall	154	2	20	33	99	2,553	722	1,624	207	15
	Haralson	134	2	2	6	124	532	271	201	60	5
	Harris	15	0	2	0	13	271	86	173	12	
	Heard	18	0	0	1	17	152	45	79	28	0
	Henry	9	0	0	0	9	125	0	124	1	
	Henry County Police Department	272	5	30	106	131	4,490	1,360	2,777	353	19
	Houston	71	0	6	13	52	1,195	290	853	52	
	Jasper	15	0	2	1	12	345	132	203	10	0
	Jones	14	1	1	1	11	541	149	344	48	4
	Lamar	40	0	0	1	39	269	72	182	15	0
	Lanier	9	0	0	0	9	145	51	89	5	0
	Lee	79	0	0	1	78	613	161	422	30	1
	Liberty	61	1	1	4	55	429	166	232	31	
	Lowndes	74	2	6	10	56	746	180	523	43	
	Madison	194	0	4	5	185	743	204	488	51	
	McDuffie	31	1	1	7	22	303	103	171	29	0
	McIntosh	22	2	1	2	17	400	118	256	26	6
	Meriwether	24	1	2	0	21	438	159	248	31	0
	Monroe	24	0	1	9	14	482	156	295	31	1
	Murray	51	1	5	1	44	856	176	611	69	
	Muscogee	0	0	0	0	0	0	0	0	0	0
	Newton	330	1	18	45	266	2,201	813	1,193	195	
	Oconee	44	0	1	2	41	485	105	339	41	1
	Oglethorpe	62	0	4	6	52	650	152	485	13	0
	Paulding	141	0	18	14	109	2,571	664	1,723	184	13
	Pickens	26	2	0	0	24	427	95	317	15	
	Pike	2	0	1	0	1	93	30	59	4	
	Rockdale	272	1	15	42	214	2,413	677	1,568	168	
	Spalding	127	4	15	18	90	1,668	507	1,032	129	0
	Terrell	16	2	1	0	13	105	38	60	7	
	Twiggs	8	1	0	0	7	175	75	89	11	0

Metropolitan/Nonmetropolitan	County	Murder and					Property			Motor	
		Violent crime	nonnegligent manslaughter	Forcible rape	Aggravated Robbery	assault	Burglary	Larceny -theft	vehicle theft	Arson ¹	
	Walton	113	2	4	13	94	1,215	287	813	115	0
	Whitfield	166	1	16	7	142	1,823	492	1,205	126	7
	Worth	4	0	0	3	1	181	46	120	15	1
Nonmetropolitan Counties	Appling	23	1	2	0	20	455	74	359	22	0
	Atkinson	4	0	0	0	4	64	32	29	3	
	Baldwin	72	1	6	9	56	868	263	582	23	1
	Banks	16	0	2	0	14	670	134	500	36	0
	Ben Hill	14	1	4	2	7	216	74	131	11	0
	Berrien	12	1	1	0	10	257	57	191	9	0
	Bleckley	14	0	2	1	11	150	51	90	9	2
	Bulloch	27	1	1	7	18	728	259	414	55	
	Calhoun	2	0	0	0	2	31	9	21	1	0
	Camden	50	2	2	0	46	471	112	339	20	
	Charlton	9	0	1	3	5	157	63	89	5	1
	Clay	10	2	0	0	8	6	6	0	0	
	Clinch	6	0	0	1	5	69	26	35	8	1
	Coffee	59	1	6	4	48	856	233	577	46	2
	Cook	17	0	0	1	16	133	60	66	7	
	Crisp	18	0	0	0	18	429	97	318	14	0
	Decatur	33	2	1	5	25	238	74	158	6	1
	Dodge	25	1	2	1	21	418	143	265	10	0
	Dooly	19	0	0	3	16	106	17	84	5	
	Early	22	0	0	0	22	138	47	85	6	0
	Elbert	25	0	1	2	22	582	174	374	34	0
	Emanuel	19	0	1	6	12	366	177	165	24	
	Evans	13	0	1	1	11	86	46	35	5	
	Fannin	95	0	1	2	92	440	150	275	15	0
	Franklin	10	1	2	5	2	396	124	255	17	
	Gilmer	25	1	3	0	21	427	169	236	22	0
	Gordon	148	2	3	2	141	795	233	512	50	0
	Grady	28	0	0	1	27	142	70	62	10	
	Greene	9	0	0	2	7	247	62	175	10	0
	Habersham	38	0	8	1	29	468	168	286	14	0
	Hancock	1	0	1	0	0	84	38	44	2	0
	Hart	64	0	1	3	60	604	172	403	29	
	Irwin	6	0	0	1	5	158	51	99	8	0
	Jackson	25	0	1	5	19	1,087	296	737	54	8

Metropolitan/Nonmetropolitan	County	Murder and					Property			Motor		Arson ¹
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny -theft	vehicle theft			
	Jeff Davis	52	1	0	2	49	306	68	206	32	1	
	Jefferson	16	0	0	4	12	178	94	67	17		
	Laurens	27	0	5	5	17	869	239	536	94	1	
	Lumpkin	102	0	8	1	93	528	132	373	23	2	
	Miller	2	0	0	0	2	31	5	26	0		
	Mitchell	33	0	4	1	28	250	72	156	22		
	Morgan	7	0	1	0	6	209	47	142	20	5	
	Peach	19	0	0	7	12	377	139	210	28	0	
	Pierce ²	7	0	0	1	6		4		5		
	Polk	0	0	0	0	0	0	0	0	0	0	
	Polk County Police Department	63	0	6	3	54	775	280	433	62	7	
	Pulaski	34	1	0	2	31	263	80	179	4	0	
	Putnam	66	1	1	1	63	384	127	249	8	0	
	Rabun	3	0	0	0	3	209	45	157	7	0	
	Randolph	8	0	1	1	6	92	33	56	3		
	Schley	5	0	0	0	5	34	7	27	0		
	Screven	12	0	0	3	9	223	80	123	20	1	
	Seminole	10	3	0	3	4	87	32	51	4	1	
	Stephens	25	1	9	4	11	492	136	327	29	0	
	Stewart	2	0	0	0	2	24	12	10	2	0	
	Taliaferro	8	0	2	1	5	68	27	36	5	0	
	Taylor	3	1	1	1	0	83	20	49	14		
	Telfair	6	0	0	1	5	66	30	34	2	0	
	Thomas	40	1	2	3	34	580	198	339	43	8	
	Tift	136	3	8	31	94	860	220	592	48	1	
	Toombs	18	1	5	3	9	284	91	167	26	0	
	Towns	3	0	0	1	2	135	65	65	5	0	
	Treutlen	4	0	0	0	4	84	35	47	2	0	
	Turner	8	0	0	1	7	104	26	70	8	1	
	Union	15	1	0	1	13	138	56	70	12	0	
	Upson	21	1	0	3	17	463	116	314	33		
	Ware	57	2	5	4	46	757	199	538	20	0	
	Warren	21	0	0	0	21	61	29	22	10	0	
	Washington	21	0	2	3	16	231	52	175	4	0	
	Wayne	160	1	3	16	140	1,003	233	766	4	0	
	Webster	1	0	0	1	0	31	20	8	3	1	
	White	11	0	0	0	11	375	137	202	36	0	
	Wilcox	8	1	1	0	6	79	25	49	5	0	

Metropolitan/Nonmetropolitan	County	Murder and					Property			Motor	
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny -theft	vehicle theft	Arson ¹	
	Wilkes	6	0	0	0	6	36	7	27	2	0
	Wilkinson	11	1	0	1	9	124	36	76	12	3

¹ If a blank is presented in the arson column, it indicates that the FBI did not receive 12 complete months of arson data for that agency.

² The FBI determined that the agency's data were underreported. Consequently, those data are not included in this table.

SAM AR000060-SAM AR000060

Table 11**FEDERAL AGENCIES****Offenses Known to Law Enforcement****by State, Tribal, and Other Agencies, 2011**

Agency	Unit/Office	Violent crime	Murder and nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny -theft	Motor vehicle theft	Arson
National Institutes of Health		0	0	0	0	0	79	1	77	1	0
United States Department of the Interior:	Bureau of Indian Affairs ¹	5,983	141	1,264	280	4,298	20,597	5,263	12,692	2,642	918
	Bureau of Land Management	11	3	0	1	7	374	8	341	25	61
	Bureau of Reclamation	1	0	0	1	0	5	0	5	0	0
	Fish and Wildlife Service	32	6	5	4	17	444	80	327	37	69
	National Park Service	323	7	34	58	224	2,549	292	2,161	96	73

¹ Tribal figures represented throughout Table 11 are included in the aggregated totals listed under the Bureau of Indian Affairs data.

SAM AR000061-SAM AR000078

Department of Homeland Security Office of Inspector General

DHS Risk Assessment Efforts in the Dams Sector



OIG-11-110

September 2011

SAM AR000061

Office of Inspector General

U.S. Department of Homeland Security
Washington, DC 20528



**Homeland
Security**

SEP 15 2011

Preface

The Department of Homeland Security (DHS) Office of Inspector General (OIG) was established by the *Homeland Security Act of 2002* (Public Law 107-296) by amendment to the *Inspector General Act of 1978*. This is one of a series of audit, inspection, and special reports prepared as part of our oversight responsibilities to promote economy, efficiency, and effectiveness within the Department.

This report addresses the strengths and weaknesses of the Office of Infrastructure Protection's efforts to assess risk to critical infrastructure under a voluntary framework. It is based on interviews with employees and officials of relevant agencies and institutions, direct observations, and a review of applicable documents.

The recommendation herein has been developed to the best knowledge available to our office, and has been discussed in draft with those responsible for implementation. We trust this report will result in more effective, efficient, and economical operations. We express our appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in cursive script that reads "Anne L. Richards".

Anne L. Richards

Assistant Inspector General for Audits

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Abbreviations

DHS	Department of Homeland Security
FY	fiscal year
IP	Office of Infrastructure Protection
OIG	Office of Inspector General

OIG

*Department of Homeland Security
Office of Inspector General*

Executive Summary

The protection of the Nation's critical infrastructure is one of the primary missions of the Department of Homeland Security. The National Infrastructure Protection Plan provides the strategy to organize and carry out the national effort to protect 18 sectors of critical infrastructure, one of which is the Dams Sector. Dams and related structures are especially important because one catastrophic failure at some locations could affect populations exceeding 100,000 and have economic consequences surpassing \$10 billion.

The purpose of our review was to determine whether the Office of Infrastructure Protection and other components of the Department have taken steps to assess risk at the most critical dam assets, and followed up to ensure that recommendations were implemented.

The Department lacks assurance that risk assessments were conducted and that security risks associated with critical dam assets were identified and mitigated. The Department did not:

- Review all critical dam asset risk assessments conducted by other agencies,
- Conduct security reviews for 55% of the critical dam assets, or
- Ensure that corrective actions were completed to mitigate risk when security gaps were identified.

The Department was unable to complete these tasks because it does not have the necessary authority to ensure that security partners participate in risk management activities, or that dam owners/operators undergo departmental assessments and implement corrective action.

We are making one recommendation to the Office of Infrastructure Protection that, when implemented, will improve the Department's efforts to secure the Dams Sector.

Background

Protecting the Nation's critical infrastructure is one of the primary missions of the Department of Homeland Security (DHS). In December 2003, Homeland Security Presidential Directive 7, *Critical Infrastructure Identification, Prioritization, and Protection*, established U.S. policy to enhance the protection of the critical infrastructure and key resources of the United States. It tasked the Secretary of DHS with coordinating the overall national effort and serving as the principal federal official to lead, integrate, and coordinate federal departments and agencies implementing the policy.

The directive identified critical infrastructure sectors and designated federal Sector-Specific Agencies to encourage risk management strategies to protect against and mitigate the effects of attacks against critical infrastructure and key resources. "Sectors" are logical collections of assets, systems, or networks that provide a common function to the economy, government, or society. Homeland Security Presidential Directive 7 established 17 such sectors (with the 18th sector, Critical Manufacturing, added later). The directive also assigned responsibility for individual sectors to federal Sector-Specific Agencies. The DHS Office of Infrastructure Protection (IP) is the Sector-Specific Agency for the Dams Sector.

The Dams Sector consists of dams, navigation locks, levees, and other similar water retention and control facilities, collectively known as "dam assets." In fiscal year (FY) 2009, DHS identified several hundred critical dam assets through the National Critical Infrastructure Prioritization Program. This program, implemented by IP, conducts an annual data call to the State Homeland Security Advisors and Sector-Specific Agencies to identify infrastructure that "would, if destroyed or disrupted, cause national or regional catastrophic effects."

These critical dam assets are owned by private entities, federal agencies, and state and local governments. Dam assets are regulated by a variety of entities. For example, state dam safety offices regulate some dams; federal agencies that own and operate dams, such as the U.S. Army Corps of Engineers, are self-regulating; and the Federal Energy Regulatory Commission regulates most hydroelectric facilities.

Homeland Security Presidential Directive 7 mandated the development of a National Plan for Critical Infrastructure and Key Resources Protection to integrate critical infrastructure protection

efforts by governments, the private sector, international organizations, and foreign governments into a single national program. The first National Infrastructure Protection Plan was released in 2006. The National Infrastructure Protection Plan development and support is carried out within a largely voluntary partnership framework. The National Infrastructure Protection Plan includes the Critical Infrastructure Partnership Advisory Council, a legal framework to organize the asset owners, operators, and federal, state, local, and tribal government entities in sector planning, collaboration, and information sharing. An outcome of this partnership is the development of Sector-Specific Plans.

As the Sector-Specific Agency for dams, IP's responsibilities include identifying, assessing, and prioritizing dam sector assets. The IP's Dams Branch is responsible for sector-wide risk assessments. To accomplish its goals, IP partners with the Bureau of Reclamation, U.S. Army Corps of Engineers, Federal Energy Regulatory Commission, Federal Emergency Management Agency, and state governments.

Results of Audit

DHS lacks assurance that risk assessments were conducted and security risks associated with critical dam assets were identified and mitigated. Specifically, the Department did not:

- Review all critical dam asset risk assessments conducted by other agencies,
- Conduct security reviews for 55% of the critical dam assets as of March 2011 to assess their overall security posture, or
- Ensure that corrective actions were completed to mitigate risk when security gaps were identified.

DHS was unable to complete these tasks because it does not have the authority to ensure that security partners participate in risk management activities or that dam owners undergo departmental assessments and implement corrective action. The National Infrastructure Protection Plan prescribes a partnership approach between government and the private sector to voluntarily manage risk. Underlying legislation does not give the Department the necessary authority to ensure that security partners participate in risk management activities, or that dam owners undergo departmental assessments and implement corrective action. DHS could not always obtain cooperation from its security partners and dam owners, and did not always collaborate successfully. This collaborative approach can succeed only if security partners and dam owners work together to perform risk management.

Review of Risk Assessments

IP cannot determine whether security risks at critical dam assets have been identified and mitigated because it has not obtained and reviewed the adequacy of risk assessments at critical assets. As a result, IP does not know whether all critical dam assets have undergone risk assessments, or the quality of those that were performed. IP contends that its federal partners do review asset-specific security risk assessments in accordance with well-established internal directives and policies. However, it indicated that it does not have the authority to require official evidence of such reviews to be provided under the National Infrastructure Protection Plan's voluntary framework. Unless DHS verifies the existence and quality of the risk assessments, IP cannot ensure that critical dam assets are protected.

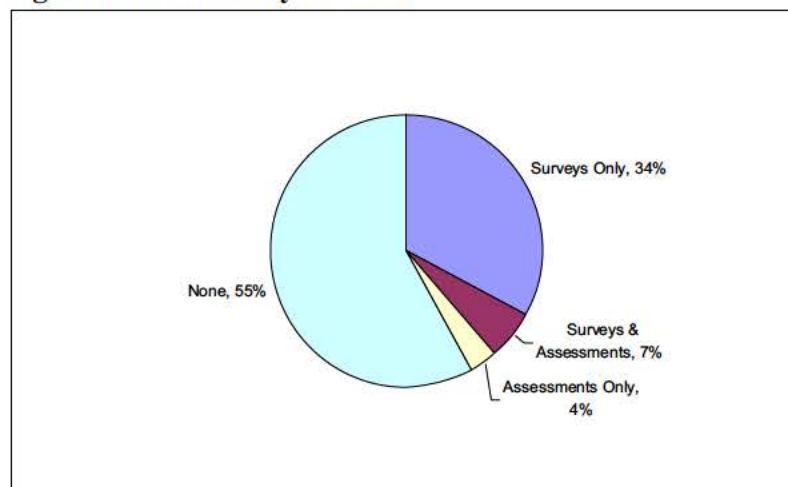
Security Reviews for Critical Dam Assets

IP has conducted security reviews for only 45% of the critical dam assets to assess their overall security posture. IP does not know the security posture for the remaining 55% of the critical dam assets.

For IP to conduct a security review, the owner/operator must voluntarily collaborate with IP. Two types of security assessments conducted by IP are Enhanced Critical Infrastructure Protection Security Surveys and Site Assistance Visits.

- Enhanced Critical Infrastructure Protection Security Surveys involve a survey of assets of national significance, based primarily on a questionnaire completed through an interview, or a partial or full site review. Information is obtained on a facility's security force, physical security, access controls, and surveillance and detection capabilities.
- Site Assistance Visits are non-regulatory risk-informed vulnerability assessments that assist an owner or operator with identifying and documenting critical infrastructures, vulnerabilities, protective measures, planning needs, and options for consideration to increase protection from, and resilience to, a wide range of hazards.

Figure 1 illustrates IP's assessment of assets identified during the FY 2009 National Critical Infrastructure Prioritization Program.

Figure 1. IP Security Reviews

Source: Office of Inspector General (OIG) analysis of IP reviews.

We reviewed 94% of the IP-completed survey questionnaires and found that 47% of the asset owners were not completing vulnerability assessments, not sharing vulnerability assessments with DHS, or not implementing “options for consideration” from the vulnerability assessments. The term “vulnerability assessments” has been used interchangeably with risk assessments and includes a wide range of risk and vulnerability assessment methodologies used by security partners in the Dams Sector. Unless IP verifies the existence and quality of the risk assessments, it cannot ensure that critical dam assets are protected.

According to one IP Protective Security Advisor, dam owners and operators tend to be more concerned with daily operations than with preparing for possible future catastrophes; unless an asset’s regulatory agency requires a vulnerability assessment, it likely will not be done. Protective Security Advisors said that some asset operators did not have the authority to release the results of vulnerability assessments. Although IP could have requested these vulnerability assessments through the asset owners’ regulatory agencies, it chose not to do so in the instances reviewed.

Mitigation of Identified Security Risks

Our review of IP-completed survey questionnaires revealed gaps in security controls at critical dam assets. Similarly, our review of the IP-completed site assistance visits at critical dam assets identified numerous security gaps. When DHS personnel identify security weaknesses during site assistance visits, they provide the owner with “Options for Consideration,” which are corrective actions designed to mitigate the security risks. However, implementation of the corrective actions is at the discretion of the facility owner because the Department

has no regulatory authority over the dams. As such, DHS cannot enforce its recommendations.

In contrast to the Dams Sector, which operates outside of DHS' regulatory reach, the *Department of Homeland Security Appropriations Act of 2007* provided DHS with the authority to regulate the security of high-risk chemical facilities. Section 550 of the act requires the Secretary of DHS to promulgate interim final regulations "establishing risk-based performance standards for security of chemical facilities" that the Secretary determines present high levels of security risk. The act and its implementing regulations mandate audits and inspections to determine compliance with the regulations, provide for civil penalties for violation of an order issued under the act, and allow the Secretary to order a facility to cease operations if it is not in compliance with the requirements.¹

Conclusion

The absence of security reviews, combined with the inability to require asset owners to mitigate security vulnerabilities when assessments are conducted, has prevented the Department from identifying and mitigating security risks. DHS needs authority to review risk assessments, conduct inspections when assessments are deficient, and make recommendations for corrective actions.

Recommendation

We recommend that the Assistant Secretary, Office of Infrastructure Protection:

Recommendation #1: Determine the appropriateness of a legislative proposal to establish regulatory authority for the critical Dams Sector assets similar to the Chemical Sector. Specifically, DHS personnel need authority to review risk assessments, conduct inspections when assessments are deficient, and make recommendations for corrective actions.

Management Comments and OIG Analysis

In its response to the draft report, the National Protection and Programs Directorate/Office of Infrastructure Protection provided additional information regarding the specific agency responsibilities involved within a voluntary framework. The Directorate noted that criteria for determining critical assets were recently refined, resulting in a lower number of critical assets and a corresponding increase in the percentage of

¹ Implementing regulations for Section 550 of the Department of Homeland Security Appropriations Act of 2007 are at Title 6 of the Code of Federal Regulations, Part 27.

assets assessed by the Directorate. As many agencies at the federal and state level oversee the safety and security of dams, the robustness of security programs varies greatly, as it is directly influenced by regulatory agency level of authority and available resources. Finally, the Directorate noted that voluntary implementation of options for consideration to owners and operators are presented to illustrate the benefits of such improvements, rather than providing top-down management as a regulatory authority might do.

The Directorate concurred with the recommendation to determine the appropriateness of a legislative proposal. The Directorate is beginning work and research to make that determination and a subsequent recommendation for action. As part of the continuous review of the effectiveness of the partnership framework, this analysis will provide insight into new programs and refinements of current initiatives needed to address any critical gaps. The Directorate will coordinate with internal DHS stakeholders, including the Offices of General Counsel and Legislative Affairs, and representatives from federal and state agencies currently responsible for the regulation of critical Dams Sector assets, as part of its analysis of the appropriateness of a legislative proposal.

We agree that the planned corrective action adequately addresses the recommendation. However, the recommendation will remain open and unresolved until a target date for completion of the analysis is provided.

Appendix A
Purpose, Scope, and Methodology

The purpose of our review was to determine whether IP and other components of the Department have identified and taken steps to assess risk at the most critical dam assets, and followed up to ensure that recommendations were implemented.

We met with divisional offices within IP under the DHS Directorate for National Protection and Programs, including the Sector-Specific Agency Executive Management Office, Protective Security Coordination Division, Infrastructure Analysis & Strategy Division, and the Infrastructure Information Collection Division. We also interviewed security partners, including the Bureau of Reclamation; U.S. Army Corps of Engineers; Federal Energy Regulatory Commission; Federal Emergency Management Agency; and the states of Maryland, New Jersey, New York, Tennessee, and Texas.

We reviewed relevant Government Accountability Office and OIG reports, the *Homeland Security Act of 2002*, *Critical Infrastructure Information Act of 2002*, *Post-Katrina Emergency Management Reform Act of 2006*, *Implementing Recommendations of the 9/11 Commission Act of 2007*, Homeland Security Presidential Directive 7, National Infrastructure Protection Plan, and the Dams Sector-Specific Plan. We obtained minutes from selected meetings between June 2007 and November 2009 of the Dams Sector Joint Government Coordinating Council and the Sector Coordinating Councils as part of the Critical Infrastructure Partnership Advisory Council.

We reviewed IP Enhanced Critical Infrastructure Protection Security Surveys and Site Assistance Visits to determine the security weaknesses at the critical dam assets. We contacted other infrastructure sectors to understand the processes they used in assessing risk within their respective sectors. We also contacted members of the Sector Coordinating Council to understand the concerns of the private sector in assessing and mitigating risks at their facilities.

We examined regulations issued by DHS that apply to high-risk chemical facilities. We also compared risk-based performance standards at high-risk chemical facilities with existing security controls at critical dam assets.

We conducted this performance audit between January 2010 and March 2011 pursuant to the *Inspector General Act of 1978*, as amended, and according to generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to

Appendix A
Purpose, Scope, and Methodology

provide a reasonable basis for our findings and conclusions based upon our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based upon our audit objectives.

Appendix B
Management Comments to the Draft Report

Office of the Under Secretary
National Protection and Programs Directorate
U.S. Department of Homeland Security
Washington, DC 20528



**Homeland
Security**

JUL 20 2011

Anne L. Richards
Assistant Inspector General for Audits
Office of Inspector General
U.S. Department of Homeland Security
Washington, DC 20528

Dear Ms. Richards:

Re: OIG Project No. 10-002-AUD-DHS, *DHS Risk Assessment Efforts in the Dams Sector*

The Department of Homeland Security (DHS)/National Protection and Programs Directorate (NPPD) appreciates the opportunity to review and respond to the Office of Inspector General (OIG) draft report OIG Project No. 10-002-AUD-DHS, *DHS Risk Assessment Efforts in the Dams Sector*. This audit was conducted to determine whether the Office of Infrastructure Protection (IP) and other components of the Department have (1) taken steps to assess risk at the most critical dam assets and (2) followed up to ensure that owners and operators have implemented recommendations. NPPD and IP are working to resolve the issues identified in the report.

The OIG report presents an evaluation of risk assessment efforts associated with these critical assets. We provide the following information to augment their discussion and provide a more comprehensive picture of the current landscape of risk assessment efforts in the Dams Sector, including

- risk assessment responsibilities of DHS as the Dams Sector-Specific Agency (SSA) and lead for the overall national effort to enhance critical infrastructure protection;
- updated data since fieldwork was completed;
- the current regulatory framework; and
- our efforts to have asset owners voluntarily follow up on options for consideration.

First, DHS and SSA responsibilities with respect to risk assessments include “coordinating, facilitating, and supporting comprehensive risk assessment and risk management programs” for high-risk assets and systems.¹ In a voluntary framework, DHS does this through conducting voluntary vulnerability assessments and security surveys on critical infrastructure at the owner/operators’ request, supporting other

¹ U.S. Department of Homeland Security, National Infrastructure Protection Plan, 2009: p. 17.

Appendix B

Management Comments to the Draft Report

Federal, State, local, tribal, and territorial partners in their assessments as requested, and conducting risk analysis on the sector as a whole. The SSA also provides valuable tools to the private sector owners and operators to allow them to do their own facility-level assessments.

Second, the OIG report is based on the facilities identified as critical through the Fiscal Year (FY) 2009 National Critical Infrastructure Prioritization Program (NCIPP) data call. The NCIPP criteria were significantly refined after FY 2009. Consequently, the total number of dams deemed critical has decreased, and the percentages of assets assessed by NPPD/IP have increased.

Third, a number of different agencies at the Federal and State levels of government oversee the safety and security of dams. Considering the most recent data, most (approximately 80 percent) of critical dam assets in the FY 2011 NCIPP list are owned, operated, and/or regulated by Federal agencies, such as the U.S. Army Corps of Engineers, U.S. Bureau of Reclamation, U.S. International Boundary and Water Commission, Tennessee Valley Authority, and Federal Energy Regulatory Commission. These agencies have robust programs for identifying critical assets, completing facility-level security risk assessments, determining the necessary level of protection, implementing security programs, and/or assessing performance. The remaining assets in the FY 2011 NCIPP list fall under the jurisdiction of State agencies which, in most cases, have regulatory responsibility over dam safety issues. The robustness of the dam security programs implemented by these State regulatory agencies is directly influenced by their level of authority and available resources, which is quite varied.

Fourth, DHS and SSA engagement with the Dams Sector is conducted in a voluntary framework—there is no associated enforcement authority. Within this voluntary framework, we believe it is important to work as partners with our stakeholders. NPPD/IP presents the voluntary implementation of options for consideration to owners and operators as a business case, illustrating the benefits such improvements would have for operations of that facility, rather than providing top down management as an organization with regulatory authority might do. NPPD/IP is currently expanding and refining a new voluntary program to follow up on actions taken after our assessments. So far, the program is well received by the Dams Sector.

OIG Recommendation

The OIG recommended that the Assistant Secretary, Office of Infrastructure Protection, determine the appropriateness of a legislative proposal to establish regulatory authority for the critical Dams Sector assets similar to the Chemical Sector. The OIG clarified that such regulatory authority would grant DHS personnel authority to review risk assessments, conduct inspections when assessments are deficient, and make recommendations for corrective actions. NPPD/IP concurs with the recommendation to determine the appropriateness of a legislative proposal, and we are beginning work and research to make that determination and a subsequent recommendation.

Appendix B
Management Comments to the Draft Report

As part of the continuous review of the effectiveness of the partnership framework, this analysis will provide insight into new programs and refinements of current initiatives needed to address any critical gaps. NPPD/IP will coordinate with internal DHS stakeholders, including the Offices of General Counsel and Legislative Affairs, and representatives from Federal and State agencies currently responsible for the regulation of critical Dams Sector assets as part of its analysis of the appropriateness of a legislative proposal.

Again, we thank you for the opportunity to review and provide comment on this draft report, and look forward to working with you on future homeland security engagements.

Sincerely,



Rand Beers
Under Secretary

Attachments

- 1) Sensitivity Review
- 2) Technical comments

Appendix C
Major Contributors to this Report

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Dennis Deely, Audit Manager
Kevin Donahue, Auditor
Anthony Colache, Program Analyst
Ebenezer Jackson, Program Analyst
Ashley Smith, Program Analyst
Kathleen Hyland, Referencer

Appendix D
Report Distribution

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Characteristics, Opinions and Trends in the US Army Corps of Engineers Visitor Assistance Program: 2010 Park Ranger Study and 2011 Manager Study

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EXECUTIVE SUMMARY

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INTRODUCTION

Researchers from Michigan State University (MSU), in cooperation with the Corps Park Ranger Community of Practice (Park Ranger CoP) Advisory Board and researchers from the U.S. Army Engineer Research and Development Center (ERDC) conducted an on-line survey of all Corps employees with field responsibilities in the Visitor Assistance (VA) Program during August and September 2010. This study is hereafter referred to as the **ranger** study. In addition, an online survey of those at the chief, assistant chief and manager levels (hereafter referred to as the **manager** study) at the regional, district, and project level was administered by the Park Ranger CoP Advisory Board and ERDC in cooperation with MSU in February 2011. The focus of both studies was to gather information from employees with field and supervisory responsibilities in the VA program to improve employee, visitor, facility and resource safety and security at Corps projects.

Both studies benefit from an initial study done by the Corps in 1995 regarding the VA program. In addition they provide the opportunity to identify trends and explore in greater depth field and supervisory employee experiences and opinions about issues, situations and training new to the VA program since 1995. However, the 2010 ranger questionnaire and the 2011 manager questionnaires and studies do not replicate the 1995 questionnaire and study. Rather the 1995 questionnaire and study informed the development of the 2010 and 2011 studies. Comparisons are made when appropriate with the 1995 study.

This executive summary provides an overview and highlights of the full study. Those desiring more details and to more closely examine responses to specific questions and the full set of recommendations, are referred to the full report and accompanying appendices.

METHODS

This study was led by Michigan State University (MSU) in cooperation with the chair of the Park Ranger CoP Advisory Board (Freddie Bell), and ERDC personnel (Bonnie Bryson, Meredith Bridgers and Scott Jackson, with Kathleen Perales assisting with conceptual development of the survey). On-line questionnaires were chosen to rapidly access Corps employees, accurately record data and ensure surveys were targeted to the appropriate personnel. ERDC researchers, working through Corps Districts, identified all persons with field and supervisory responsibilities in the VA program. The questionnaires were pre-tested prior to on-line administration. Michael

G. Enschede, Chief, Operations Directorate of Civil Works, sent memorandums to all MSC-Operations Chiefs, District Operations Chiefs and Operations Project Managers clearly describing the studies and the importance of prompt response.

For the ranger study, an invitation and a link to the survey were sent by MSU to each VA employee at their distinct email address in August or September 2010. Once the person responded from that email address, their link was closed, thus not allowing people to forward the survey and have multiple responses from the same email address. During the response period districts noted that a few VA personnel were unavailable by email/web. Accordingly, a paper version of the survey was mailed by MSU to the 19 employees so identified. The manager study was directly administered by ERDC in February 2011 with MSU providing data analysis and assistance in questionnaire development.

For the ranger study, all 2,222 Corps employees (permanent and temporary) with job titles indicating they have field VA responsibilities as of August 2010 were surveyed, providing a census of this population. For the manager study, all 547 managers: MSC reps (8), District OPs Chiefs & Assistant Chiefs (60), District NRM Chiefs (30), District VA POC (34), OPMs & Assistant OPMs (140) and NRM Lake/Lock Managers (275) were surveyed, providing a census of this population.

RESULTS

Of the 2,222 Corps employees who received the ranger questionnaire, 70 respondents were excused from the survey (63 said they did not participate in the VA program and another 7 did not provide information about whether they worked in the VA program). Those 70 were excused from completing the survey. A total of 1,388 (66%) provided data and returned the survey. For the manager study the population was estimated at 547, and 307 (56%) responded. Because both surveys were sent to entire populations, this was not a probability sample. Due to this clear and substantial opportunity for all to participate, differences in responses are seen as a true measure of difference, not a potential result of sampling bias. Results presented in this report are rounded to whole numbers. In instances where a result falls at 0.5, the result is rounded to the nearest even whole number (e.g. 23.5 is rounded to 24 and 22.5 is rounded to 22).

Ranger Results

VA Program Allocation of Effort

The proportion of work time by task for VA personnel during the peak recreation season was 29% on patrol of Corps lands or waters and 71% on all other tasks. When asked on which tasks they should spend more time, the three most commonly cited tasks were environmental stewardship (50%), interpretive and water safety programs (50%) and patrol (48%). When asked on which tasks they should spend less time, the three most frequently cited were computer-based administrative tasks (53%), contract administration (15%) and fee collection (10%). When asked the open-ended question “what is the single most important change that could be made to your workload that would improve park ranger effectiveness, efficiency and safety?”, the two most common responses across all respondents were to decrease or reassign the number of computer-based administrative tasks/computerized data and information queries to others (30%) and increase the number of personnel working in the VA program (15%).

Visitor and Employee Safety

When asked to rate the current level of visitor safety at their project on a scale of very good to very poor, respondents to the ranger survey rated visitor safety as very good (31%), good (46%), okay (19%), poor (3%) and very poor (<1%). The five-point scale used in the 1995 study (excellent to unacceptable) was different from that used in the 2010 ranger study (very good to very poor). The percentage of all 1995 respondents (rangers and managers) rating visitor safety as good was 70% (excellent + good) compared to 77% (good + very good) for rangers in 2010. When asked in 2010 about the trend in visitor safety at their project over the time they have worked there, 46% of respondents rated it as staying the same, 42% as improving and 12% as declining. In 1995, 40% of ranger respondents felt visitor safety was declining, 38% felt it was staying the same and 22% felt it was improving.

When asked similar questions about employee safety in performing VA duties, overall the majority of respondents in 2010 rated their current personal safety as good with 37% rating safety as good and another 24% as very good. Of the remaining respondents, 27% rated safety as okay, 10% poor and 3% very poor. In 1995, 51% of rangers rated their safety as good as compared to 60% (good + very good) in 2010. In 2010, describing the trend in employee safety at their project during their tenure, 52% of rangers felt their level of security had stayed the same, 32% that it had improved and 16% that it had declined. In 1995, 38% of rangers felt their level of security had stayed the same, 12% of rangers felt that it had improved and 50% felt that it had declined. In summary, the trends in visitor and employee safety are positive between 1995 and 2010.

Patrol Activities

In 2010, 71% of patrol activities in the past 12 months were performed in a car/truck/SUV, 13% on foot, 12% in a vessel, 2% on an OHV, 1% on a bicycle and less than 1% on a snowmobile. Ninety-six percent of 2010 respondents reported they had been involved in patrol one or more times in the past two years. When asked if they had patrolled one or more times during the past 12 months after midnight and before 6 am, 87% responded they had not and 13% that they had.

Of those who were involved in patrol in 2010, 98% of all respondents reported patrolling one or more times in a car/truck/SUV in the past 12 months and 72% in a vessel. When asked an open-ended question about the most important improvement to be made to patrol vehicles and vessels, upgraded and functional communication equipment was the most common suggestion. In a subsequent question, the single most important improvement to communications equipment suggested by respondents was upgrade/replace outdated radios.

Cooperative Agreements

In 2010, 82% of respondents were from projects with a cooperative law enforcement agreement. Those with agreements rated them: 37% very good, 40% good, 18% OK, 4% poor and 1% very poor. In 1995, 80% of respondents were on a project with a cooperative law enforcement agreement. Of those with agreements, 58% considered them adequate, 25% somewhat adequate and 17% inadequate/unsatisfactory. Compared to the 1995 results, if very good + good were considered similar to adequate, the performance of law enforcement contractors has improved (77% adequate in 2010 versus 58% in 1995 and 5% inadequate in 2010 versus 17% inadequate in 1995).

In 2010 overall, 85% believed the agreements made visitors safer, 81% that they made employees safer and 74% felt they shortened law enforcement response time. In 1995, 70% reported that visitors felt safer as a result of a cooperative agreement and 61% that the agreement shortened response times. When asked in 2010 to name one important change with regard to cooperative agreements, 20% felt none were needed, 15% wanted more funding, 14% wanted increased visibility/patrols and 13% wanted improved communication with local law enforcement. No similar question was asked in 1995.

Crimes/Violations that Endanger Visitors and Rangers

Rangers were asked via four questions in 2010 to rank from a closed-ended list the three crimes/violations that most frequently endanger visitors, rangers and for which they receive the most visitor complaints and require them to call in law enforcement assistance. Across the four questions related to visitor and ranger safety, visitor complaints and law enforcement assistance, persons under the influence of alcohol/drugs, fights/disorderly conduct and vandalism were noted as major challenges/threats in all four areas. Theft was in the top five in three of four areas and domestic violence in two areas.

No comparable questions were asked in 1995. Rather the focus was on factors that contribute to incidents where a visitor was physically or verbally abused by another visitor. Factors noted as extremely important or very important by more than half of respondents were alcohol (85%), personality of visitors (75%) and drugs (56%). When asked if they supported a ban on alcohol on Corps facilities, respondents in 1995 were split, with 29% supporting such a ban, 40% opposing it and 30% neutral. In summary, there seems to be a consensus that the use/abuse of alcohol and drugs creates continuing threats to rangers and visitors, and facilitates other criminal behavior.

Incidents Involving VA Personnel and Visitors

In 1995, questions were asked about the experiences of the ranger in the past three years related to verbal abuse, physical threats and physical assaults during VA duties. A total of 82% of respondents said they had experienced verbal abuse, 45% physical threats and 9% physical assault. Almost all (95%) reported awareness of a visitor physically or verbally abused or threatened by another visitor at their project. They noted that alcohol, drugs and the personalities of the visitors were the most likely to be contributing factors to the above-mentioned incidents.

Respondents in 2010 noted that in the previous 12 months, 79% had experienced verbal abuse, 25% reported they were verbally threatened, 18% had a visitor block a ranger's ability to move or leave the scene, 7% had a threat with a visible weapon such as a gun, knife, hatchet, vehicle, etc. as part of the situation, 4% had experienced physical contact/battery and 3% reported they had experienced a bodily injury requiring first aid or medical attention from physical contact/battery in the past 12 months. In total, 38 respondents reported a bodily injury from physical contact/battery. These data are not in line with the total of five such incidents reported nationwide during the 13 months prior to the ranger study filed in SIR, part of the ENGLINK reporting system to be used by all VA personnel. In 2010, VA personnel reported that visitors were also abused or threatened by other visitors. Most (74%) were aware of a visitor to their project being physically or verbally abused or threatened in the past 12 months.

Ranger Uniform

Park rangers in 2010 were divided on the impact the uniform had on their safety. A total of 37% felt it made them more safe, 29% less safe, 24% neither more or less safe and 10% were uncertain. Those who felt the uniform made them safer were most likely to note it made them appear as a person of authority and many felt it gave them the appearance of law enforcement. Those who felt less safe felt they were viewed by the public as law enforcement without the training, tools or authority to behave as law enforcement personnel. Those who were neutral generally responded that it depended on the situation.

Ranger Training

When 2010 respondents were asked if they need further training to safely perform VA functions, 31% asked for additional training, 37% were uncertain and 32% responded they needed no additional training. Those who wanted more training were most likely to cite self-defense training less than firearms (22%). Other training areas mentioned in more than 5% of these respondents were meth and other drug identification, manufacture and distribution (12%), de-escalation of violence/verbal judo (10%), gangs (8%) and situational awareness of threats (6%).

Demographics

In the 1995 study, 53% of respondents were 40 or younger. Eighty-three percent were male and 17% female. Most (92%) were Caucasian, with 2% Native American/Alaskan, 2% Black or African American, 2% other, less than 1% Latino and less than 1% Asian or Asian American. No data were gathered on education or law enforcement experience.

In the 2010 ranger study, 54% were 40 or younger. Respondents were skewed toward males with 76% male and 24% female. When asked to identify their racial affiliation, 93% reported they were Caucasian, 2% Native American/Alaskan, 2% Black or African American, 2% other, 1% bi-racial/multi-racial and less than 1% Asian or Asian American. When asked to identify their ethnic affiliation, 2% listed Hispanic/Latino and 98% did not. With regard to level of education, 81 percent had a bachelor's degree or higher.

Single Most Important Change to Make in the VA Program

When asked in 2010 in an open-ended question to name the single most important change that should be made in the Corps VA program a wide variety of suggestions were made. The most common was to have law enforcement authority with the ability to carry a firearm (21%). Other suggestions made by more than 3% of the respondents were more personal protective equipment/self-defense training (9%), more VA training (9%), increase authority to VA personnel but not to the level of carrying a firearm (6%), hire more full-time VA staff (5%), make no change/good as it is (5%), alter the uniform to a more casual appearance (4%), provide better communication equipment (4%) and allow for more time with visitors in the field (4%). The 1995 study had no comparable question.

MANAGER RESULTS

Of the 547 Corps managers surveyed, 307 (56%) responded. Of those, 38% were from the operations project manager level (OPM), 38% were from the lake/lock level, 22% were from the district level and 3% from the division level. By region, 28% were from the Ohio River/Great

Lakes, 16% Southwestern, 16% Northwestern, 13% South Atlantic, 10% Mississippi Valley, 9% North Atlantic, 8% South Pacific and 1% Pacific Ocean. Fifty-five percent had responsibilities at one lake/lock, 42% had two or more lakes or locks and the remainder worked at the district or regional level.

Improving VA Program Effectiveness, Efficiency and Safety

Those at the MSC, NRM POC, and District level were asked to note the top three policy issues relative to the VA program that could improve program effectiveness, efficiency and safety. Adequacy of ranger staffing was most commonly cited (23%). Rounding out the top five were: adequacy of communications equipment (16%), adequacy of hiring procedures (11%), adequacy of level of authority for rangers (9%) and adequacy of training for self-defense/diffusing confrontational situations (9%).

VA Program Personnel Time Allocation

Lake/lock level managers estimated 23% of all VA work time on their project was spent on patrol of Corps lands or waters and 77% on all other tasks. When asked on which tasks their VA employees should spend more time, the three tasks most commonly cited were patrol (56%), environmental stewardship (51%) and interpretive and water safety programs (46%). When asked what they should spend less time on, the three most frequently cited tasks were computer-based administrative tasks (68%), contract administration (14%) and fee collection (11%). Lake/lock level NRM managers were most likely to recommend improving park ranger effectiveness, efficiency and safety and to increase the number of rangers.

Visitor and Employee Safety

The majority of OPM/APM and lake/lock NRM managers rated visitor safety at their projects as good with 55% rating safety as good and another 22% as very good. Of the remaining respondents, 20% rated safety as okay and 3% as poor. Compared to the 1995 study where only three categories were used (good, fair, poor), the percentage of managers rating visitor safety as good was 51% compared to 77% (good + very good) in 2011. Half (51%) of OPMs, APMs and lake/lock NRM managers rated the trend in visitor safety during their project tenure as staying the same (51%), 31% as improving and 18% as declining. In 1995, those with similar titles rated the trend in visitor safety at their project as 50% staying the same, 28% declining and 22% improving.

Patrol Equipment

When asked an open-ended question about the single most important improvement that could be made to patrol vehicles and vessels, lake/lock NRM managers most frequently recommended upgraded/functional communication and radio equipment. When asked in an open-ended question about the one most important improvement that could be made with communication equipment, lake/lock NRM managers were most likely to suggest better service/reception.

Cooperative Agreements

Seventy percent of OPM/APM and lake/lock level NRM managers had one or more cooperative agreements on their project and 30% had none. Respondents with a cooperator rated those agreements as follows: 31% very good, 54% good, 13% OK, 2% poor and 0% very poor. Most

(91%) believed the agreements made visitors safer, employees safer (88%) and shortened law enforcement response time (77%). Some (19%) had problems contacting law enforcement agencies when safety concerns arose, with poor cellular/radio service the most common problem. When asked in an open-ended question what changes should be made regarding cooperative agreements for law enforcement services, the most common change requested was more funding for such agreements.

Crimes/Violations that Endanger Visitors and Rangers

OPM/APM managers, lake/lock NRM managers, and rangers were asked to rank from a closed-ended list the three crimes/violations that most frequently endanger visitors and rangers, those for which they receive the most visitor complaints, and those for which they need to call in law enforcement assistance. For all four questions, persons under the influence of alcohol/drugs, fights/disorderly conduct and vandalism were noted as major challenges/threats. Theft is in the top five in three of four areas and domestic violence and littering/dumping in two.

Ranger Uniform

OPM/APM and lake/lock level NRM managers were divided on the impact that wearing the Corps park ranger uniform has on ranger safety. Thirty-eight percent felt it made park rangers more safe, 23% less safe, 25% neither more nor less safe and 14% were uncertain. While many felt the uniform made rangers appear as persons of authority, they were divided on whether this provided protection to the ranger or created unrealistic expectations that the wearer was a certified police officer.

Emerging Issues, Corps Watch and Critical Incident Stress Management

A majority (64%) of OPM/APM and lake/lock level NRM managers noted that there were current and emerging management needs on their projects involving ethnic minority visitors that impact VA duties. The most commonly noted difference was that there were communication barriers due to language differences.

More than two-thirds (70%) of OPM/APM and lake/lock level NRM managers noted they worked at a Corps project or projects involved in the Corps Watch Property Protection Program in FY 10. Of those, 37% were satisfied (9% were highly satisfied, 28% moderately satisfied) with remaining respondents neutral (56%) or dissatisfied (5% dissatisfied and 1% highly dissatisfied). Almost two-thirds (63%) of APM/OPM and lake/lock level respondents were in a region that had adopted the Critical Incident Stress Management (CISM) Program. Of those, 45% were satisfied (10% were highly satisfied, 35% moderately satisfied) with remaining respondents neutral (54%) or dissatisfied (1%) with the program.

Current Corps Position and Corps History

Average OPM/APM and lake/lock level NRM managers had worked slightly more than 8 years at their current position, had been at their current project/work station for 13 years, and had served for 23 years as a Corps employee.

Demographics

Of OPM/APM and lake/lock level NRM managers, 17% were 40 or younger. Managers were skewed toward males with 88% male and 12% female. When asked to identify their racial

affiliation, 97% reported they were Caucasian. Managers report that nearly all (99%) have a high school diploma, with 93% indicating a bachelor's degree or higher level of education.

Single Most Important Change in VA Program

All receiving the manager survey were asked in an open-ended question to name the single most important change that should be made in the Corps VA program. A wide variety of suggestions were made, with no one suggestion made by more than 9% of the respondents. The most common was to increase/improve VA training (9%); followed by no change/good as it is (8%); make a general improvement in VA program operations, practices, policies and management (7%); provide additional VA program funding (7%); have law enforcement authority for all park rangers with a firearm (6%); alter the uniform to a more casual appearance (6%); and provide more authority to VA personnel but not to the level of carrying a firearm (6%).

Suggestions made by 3% to 5% included hire more full-time VA staff (5%), provide protective equipment/self-defense training (5%), establish and use consistent national standards in the VA program (5%), allow more time with visitors in the field (5%), improve communication equipment (4%), provide a mixed level of law enforcement authority (4%), and use dual patrol or none at all (3%). The remaining 11% of suggestions came from 2% or less of respondents.

Discussion and Recommendations

Discussion and recommendations are provided together. Recommendations are based on the data and the senior author's knowledge and judgment. This is an independent look at the VA Program and may not reflect all the complexities of Corps policies and authorities.

Safety for Visitors and Employees

The data suggest a gradual and generally positive trend in safety for visitors and park rangers. It is noteworthy that rangers as a whole view the situation becoming safer for visitors than employees. With the overall goal of further improving safety for both visitors and employees, the following discussion and recommendations are made.

Ranger Allocation of Effort

With less than 30% of VA time during peak recreation months spent on patrol, the Corps does not appear to be most effectively using its park ranger workforce. Both rangers and managers recognize this and support increases in time dedicated to patrol, environmental stewardship and preventative/educational programs (e.g. interpretive duty and water safety) during peak recreation seasons. Likewise, both rangers and managers support a reduction in ranger time allocated to computer-based administrative tasks, contract administration and fee collection.

Recommendations for Ranger Allocation of Effort

- *Increase time allocation for patrol, environmental stewardship and preventative/educational programs in VA duties*
- *Decrease time for computer-based administration and fee collection*

Improving Safety for Employees and Visitors

Rangers are concerned about the safety of some patrol practices (e.g. solo late night patrol) and having the tools to more effectively patrol and better link with law enforcement partners. More

than four in five ranger respondents and 70% of manager respondents were from projects with one or more local law enforcement contracts. Most rangers (85%) felt that contracted enforcement made visitors safer and 81% felt it made employees safer. An even higher percentage of managers (91%) felt contracts made visitors safer and 88% felt they made employees safer.

These contracted enforcement personnel are the primary alternative to the Corps having its own police force. Based on the judgment of the rangers and managers who work with local law enforcement under contract, contracted law enforcement represents an even greater opportunity for increased safety and efficiency if used by projects without local law enforcement agreements/partners and if contractual partners target their efforts where most effective at enhancing visitor and employee safety and complementing ranger efforts.

Recommendations for Contracted Enforcement

- *Make greater/more effective use of contract enforcement at every project with a VA program*
 - *Have an enforcement contract at every project with a VA program*
 - *Eliminate Corps night patrol after midnight and before 6AM and transfer all such duties to contract enforcement*
 - *Clear contractual wording and vigorous contractual administration with a focus on priority violations and patrol procedures tailored to individual Corps projects*
- *Increase emphasis on alcohol/drug enforcement in all enforcement contracts to the point where they are priority violations*
- *Increase the emphasis on visible presence of local law enforcement partners in all enforcement contracts to clearly demonstrate to the public the presence of certified law enforcement personnel at each project*
- *Provide joint training where possible for contractual law enforcement and Corps VA personnel on-site, by project, focused on priority violations and patrol procedures per contract specifications*
 - *Emphasize situational awareness training for Corps VA personnel to limit dangerous encounters that need law enforcement response*
 - *Build contract enforcement officers' confidence in park ranger info/intelligence*
 - *Focus training on joint efforts to reduce priority violations identified by rangers and managers that threaten Corps employees and visitors*

Crime Prevention

Besides strengthening partnerships with local law enforcement through contractual arrangements and training, Corps projects should focus on crime prevention. While not a direct focus of the ranger or manager studies, crime prevention is a critical aspect of improving employee and visitor safety. While all crime is not preventable, it is important to manage the risk of crime and to take steps to protect public and employee safety by decreasing the likelihood of crime.

Recommendations for Crime Prevention

- *Focus on situational crime prevention in each project with a specific set of improvements that can be carried out in cooperation with local law enforcement*

Communications

Available, adequate and functional communications equipment is vital to visitor and employee safety. This was strongly emphasized by rangers and managers, as was the inadequacy of communications in many situations. Connectivity of communication channels with local law enforcement and access to law enforcement data are critical to enhancing situational awareness, helping rangers to make good decisions and reducing the incidence of rangers trapped in a situation for which they are not trained, equipped or have the authority to effectively respond.

Recommendations for Communications

- *Improve communications equipment and capability of VA personnel to use it*
 - *Upgrade two-way radios and radio reception on projects*
 - *Seek improved cellular service on projects*
- *Increase VA access to law enforcement data (e.g. NLETS, ORI) to obtain criminal histories, wants and warrants*
 - *Consider making such access a condition of a local enforcement contract funds if lacking voluntary cooperation*

VA Training

VA training provides numerous benefits for Corps rangers and visitors. In addition to the obvious benefits of becoming more skilled at their jobs, rangers also develop a rapport with local law enforcement if training is joint (e.g. regarding drugs, gangs, verbal judo, etc.).

Recommendations for VA Training

- *Increased emphasis on VA personnel training with focus on employee safety as recommended by respondents*
 - *Self-defense training less than firearms*
 - *Drug identification, manufacture and distribution*
 - *De-escalation of violence/verbal judo*
 - *Gangs*
- *Increase emphasis in training on using actual project incidents involving VA personnel with a focus on:*
 - *Situational awareness*
 - *Appropriate response including coordination with local law enforcement*
 - *Success stories*

VA Personnel Hiring

VA personnel are generally a well-educated workforce, with 93% of permanent employees having a bachelor's degree and 99% having education beyond high school. A strong knowledge base of natural resource-based recreation management is crucial to effectively manage visitors, employees, resources and facilities in Corps recreation settings as well as to embrace park ranger training regarding the knowledge, role and responsibilities of Corps park rangers. It is also important to note that VA duties are unique in that they require physical fitness as well as emotional stability.

Recommendations on Ranger Hiring

- *Hire VA personnel that are physically and psychologically fit for duty to enforce appropriate federal regulations and cooperate with local law enforcement*
 - *Encourage continued physical fitness/health throughout an employee's career in the VA program*
- *Hire VA personnel that have a broad-based bachelor's degree or higher in natural resources, preferably with significant emphasis on outdoor recreation management*

Ranger Roles and Uniform

The roles of VA personnel should be clearly defined to visitors, employees and local law enforcement. Based on the responses to this survey, there is a lack of clear definition of those roles based on the perceptions of VA personnel and managers. One factor influencing this is the park ranger uniform.

Recommendations on Ranger Roles and Uniform

- *Interpretive messages at every project should clearly spell out to visitors the role of Corps park rangers*
- *The uniform needs to reflect the roles of VA personnel, not just enforcement of federal regulations*
 - *The Corps should work across the VA community to define and design a uniform that reflects the VA role and authority*
 - *The appropriate code of federal regulations and partnering with local law enforcement should be enforced*
- *If a law enforcement contract is in place, local unit contract enforcement should be emphasized through interpretive and other communication*

Conclusion

By most measures Corps projects and facilities host more recreational visits than any other federal resource management agency. By all measures, the Corps hosts the most visits per acre of any federal resource management agency. This creates a challenging management environment. This report summarizes ranger and manager experiences and opinions about the VA program and its implementation on Corps projects. It uses those responses to build to a series of recommendations to improve VA employee and visitor safety, as well as more efficiently and effectively manage the VA program and work with its local law enforcement partners.

Characteristics, Opinions and Trends in the US Army Corps of Engineers Visitor Assistance Program: 2010 Park Ranger Study and 2011 Manager Study

INTRODUCTION

Researchers from Michigan State University (MSU), in cooperation with the Corps Park Ranger Community of Practice (Park Ranger CoP) Advisory Board, and researchers from the Corps of Engineers Research and Development Center (ERDC) conducted an on-line survey of all Corps employees with field responsibilities in the Visitor Assistance (VA) Program during August and September 2010. This study is hereafter referred to as the **ranger** study. The study focus was to gather information from employees with field responsibilities in the VA program to improve employee, visitor, facility and resource safety and security at Corps projects.

In addition, an online survey of those at the chief, assistant chief and manager levels at the project, district and regional levels was administered in February 2011. This study is hereafter referred to as the **manager** study. At the project level, some individuals in the manager survey were also included in the population that received the ranger study questionnaire, as they have field VA responsibilities. Like the ranger study, the manager study focused on improving safety and security at Corps projects. However, the perspective was from a manager's point of view. The manager survey was led by the Park Ranger CoP Advisory Board and ERDC with questionnaire development assistance from MSU. Data were provided to MSU researchers for analysis and report development.

While the two populations are not entirely mutually exclusive, they are mostly exclusive and the perspective of those common members is different in each study. Because of this, the results are reported in two separate sections of this report. The first section will focus on the ranger study, the second on the manager study and the third on discussion and recommendations from the senior author based on the data and the senior author's knowledge and professional judgment.

Both studies benefit from an initial study done by the Corps in 1995 regarding the VA program (US Army Corps of Engineers 1996). This published report is hereafter referred to as the 1995 study. In addition they provide the opportunity to identify trends and explore in greater depth employee experiences and opinions about issues, situations and training new to the VA program since 1995. However, the 2010 ranger questionnaire and the 2011 manager questionnaires and studies do not replicate the 1995 questionnaire and study. Rather the 1995 questionnaire and study informed the development of the 2010 and 2011 studies.

Key differences between the 1995 study and the two current studies include the study population for the 1995 study, which did not identify those with field VA responsibilities who were temporary or part-time employees so they could be segmented for analysis. Those employees were identified for segmented analysis as part of the 2010 ranger study. Also, natural resource and ranger supervisors who had citation authority in 1995 were characterized as "managers," not "rangers." In 2010, all who had field responsibilities to actually perform in the VA program, whether their title was supervisor, ranger, or natural resource specialist, were included in the

ranger study population and were characterized as rangers. In 2011 those managers in project, district and division offices were surveyed separately. In 1995 all Corps employees sampled were surveyed at the same time and received the same questionnaire by mail. In 2010 and 2011, all surveys were administered via internet, except for 19 individuals with no email connectivity. Consequently, where appropriate in this report comparisons are made to the 1995 study, but those comparisons need to be considered with the above caveats in mind. Also, because the raw data and the frequency runs from which the 1995 study report was written were not available to the authors, comparisons are only made to data directly cited in US Army Corps of Engineers (1996) report.

The Corps also provided historical information related to NRM staffing, enforcement of Title 36 by VA personnel and cooperative law enforcement agreements. The primary sources of this information were results of the 1999 Natural Resource Management Career Development Steering Committee Study (Bryson 1999), Natural Resources Management System (NRMS) data, and Operations Management Business Information Link (OMBIL) data.

METHODS

The on-line ranger questionnaire for those with field responsibilities to perform in the VA program was developed in a team approach. The team included the chair of the Park Ranger CoP Advisory Board (Freddie Bell), ERDC personnel (Bonnie Bryson, Meredith Bridgers and Scott Jackson, with Kathleen Perales assisting with survey's conceptual development) and the MSU researchers. The Institutional Review Board of Michigan State University approved the questionnaire and consent document on July 6, 2010 (IRB#03-803, r031981). An on-line questionnaire was chosen to rapidly access VA personnel, accurately record data and ensure that surveys targeted VA personnel. The on-line survey software used was from Qualtrics. During July and August 2010, ERDC researchers, working through Corps Districts, identified all persons working in the VA program. The questionnaire was pre-tested in August prior to on-line administration with all VA personnel later in August and September 2010. The final ranger questionnaire and cover letter are provided in Appendix E.

On August 16, 2010, Michael G. Ensich, Chief, Operations Directorate of Civil Works, sent a memorandum to all MSC-Operations Chiefs, District Operations Chiefs and Operations Project Managers clearly describing the Park Ranger/Visitor Safety Survey and the importance of prompt response by the cutoff date of September 3, 2010 (Appendix D). An invitation to take the survey and a link to the survey were sent by MSU to all VA employees at their distinct email addresses. Once recipients responded from their email addresses, their links were closed, thus making it impossible to forward surveys and accumulate multiple responses from the same email address. Surveys were not accepted from email addresses that were not invited to participate in the survey.

Due to challenges in identifying all Corps personnel involved with the VA program in the field, the survey was sent to employees in multiple waves, with the first and largest wave of 1,313 surveys being sent on August 19, 2010. During the course of the response period it was recognized that a few VA personnel were not available by email/web. Accordingly, a paper version of the survey was mailed by MSU to the 19 employees identified by the districts as not having email/web access. In total, 17 batches of email addresses for VA personnel to be included

in the study were supplied to MSU researchers by ERDC personnel. The last two batches were very small with batch 16 having two addresses and being received by MSU September 7 and sent the same day and batch 17 having three addresses and being received by MSU September 9 and sent the same day. Because not all participants received the survey on August 19, the survey cutoff date was moved back from September 3, 2010 to September 14, 2010 at 8PM. In total, all 2,222 Corps employees (permanent and temporary) with field responsibilities in the VA Program as of August 2010 were surveyed, providing a census of this population.

A companion set of questionnaires were sent in February 2011 to all regional, district and project operations personnel at the chief, assistant chief and manager level, providing a census of this population. The survey items were developed by the same team that developed the park ranger survey and the manager survey was pre-tested before distribution. The online survey was conducted by ERDC. An abbreviated questionnaire was sent to national, regional and district personnel. A much more in-depth survey, which was still shorter than the ranger survey, was sent to project and lock/dam supervisory personnel. Both surveys used some questions taken verbatim from the 2010 ranger questionnaire. In general the frame of reference was FY 2010. However, specific questions asked respondents to discuss their experiences in the last 12 months, providing an annual frame of reference that may not exactly correspond to FY 10. These manager questionnaires are found in Appendix I.

Contents of Appendices

This report contains results across all respondents to the 2010 ranger survey. In addition it provides results about specific segments of the ranger survey as requested by the Corps. It also contains the results of the 2011 manager study. It is accompanied by appendices, which contain memorandums from Michael Ensich regarding the studies (Appendices D and H), the questionnaires (Appendix E for rangers and Appendix I for managers). Response rates are included in Appendix A. The results for all respondents may be found in Appendix B for rangers and Appendix C for managers. Appendix B also contains ranger results segmented by full-time permanent and seasonal/temporary employees. Appendix F provides selected results segmented by division and Appendix G provides ranger success stories in the VA program. Appendix J provides manager survey results segmented by division and Appendix K contains manager success stories in the VA program.

RANGER RESULTS

Of the 2,222 Corps employees who received the 2010 ranger questionnaire, a total of 1,458 responded, for a response rate of 66%. Of these, 63 noted they did not participate in the VA program and another 7 failed to provide a response. Those 70 were excused from completing the survey. A total of 1,293 (58%) who worked in the VA program fully completed and returned the survey and another 95 (4%) who worked in the VA program partially completed and returned the survey. Because the survey was sent to the entire population of VA program personnel, it is a census, not a probability sample. Due to this clear and substantial opportunity for all to participate, differences in responses are seen as a true measure of difference, not a potential result of sampling bias. This eliminates the need for confidence intervals and other probability

measures that would be needed in a sample where only part of the population was surveyed instead of the whole population as in this study.

In the ranger results, there is some segmentation between full-time permanent employees and the remaining employees who are predominantly seasonal and temporary (hereafter referenced as seasonal and temporary employees). The full-time permanent category covers those employees who work full-time, year-around schedules. The seasonal and temporary category captures all other appointment types, including working either a portion of the year and/or less than 40 hours per week (includes fewer than 10 part-time permanent employees and fewer than 15 intermittent employees who responded to the survey). In addition, results presented in this report are rounded to whole numbers. In instances where a result falls at 0.5, the result is rounded to the nearest even whole number (e.g. 23.5 is rounded to 24 and 22.5 is rounded to 22).

VA Program Employee Classification, District and Allocation of Effort

Of all ranger study respondents, 43% were park rangers, 33% natural resources (NR) specialists, 9% NR supervisors, 5% supervisory park rangers and 11% various other job titles. Full-time permanent employees comprised 72% of the respondents and all seasonal and temporary employees 28% of respondents. For full-time permanent employees, 26% were park rangers, 46% NR specialists, 11% NR specialist supervisors and 7% supervisory park rangers and 10% other job titles. For all seasonal and temporary employees, 87% were park rangers, 4% NR specialists, 1% supervisory NR specialists, <1% supervisory park rangers and 7% other job titles.

For all respondents in the VA program during the peak recreation season, 56% of work time was spent outdoors and 44% indoors. For permanent, full-time respondents 49% was spent outdoors and 51% indoors, while seasonal and temporary employees (including full- and part-time seasonal or temporary employees and part-time permanent employees) were more likely to work outdoors (75%) and less likely to work indoors (25%) during peak recreation season. For all respondents, the months of June (93%), July (93%), May (78%) and August (75%) were identified as peak recreation season months by most.

The proportion of work time by task for all VA personnel during the peak recreation season was 29% of work time on patrol of Corps lands or waters and 71% on all other tasks. Among employees, permanent full-time employees spent 23% of their time on patrol while seasonal and temporary employees spent 46% of their time patrolling.

For all employees concerning non-patrol tasks (remaining 71% of work time), those activities accounting for more than 5% of work time were computer-based administrative tasks (19%); planning and performance of programs/events including visitor center duty, interpretation and water safety (13%); maintenance and fee collection (11%); environmental stewardship and shoreline management (9%); and contract administration (5%). The final 14% were divided among all remaining activities. Full-time, permanent employees spent considerably more time than seasonal and temporary employees working on computer-based administrative tasks and contract administration. Seasonal and temporary employees spent more of their time on patrol, and also spent a greater percentage of their work time on interpretive and water safety programs, maintenance and visitor center duty.

When asked on which tasks they should spend more time, the three most commonly cited tasks across all employee types were environmental stewardship (50%), interpretive and water safety programs (50%) and patrol (48%). For permanent, full-time employees regarding those three tasks, 58% felt they should spend more time on patrol, 49% on additional interpretive and water safety and 56% on more environmental stewardship. For non-permanent employees regarding those tasks, 27% felt they should spend more time on patrol, 53% on additional interpretive and water safety programs and 37% on more environmental stewardship. When all employees responded to what they should spend less time on, the three most frequently cited items were computer-based administrative tasks (53%), contract administration (15%) and fee collection (10%). For permanent full-time employees regarding those tasks, 64% wanted to spend less time on computer-based administrative tasks, 18% less time on contract administration and 11% on fee collection. For seasonal and temporary employees regarding those tasks, 23% felt they should spend less time on computer-based administrative tasks, 6% on contract administration and 9% on fee collection.

When asked the open-ended question “what is the single most important change that could be made to your workload that would improve park ranger effectiveness, efficiency and safety?”, the two most common responses across all respondents were to decrease or reassign the number of computer-based administrative tasks/queries to others (25%) and to increase the number of personnel working in the VA program (15%). For permanent employees 37% desired a decrease or reassignment of the number of computer-based administrative tasks/queries to others and 17% desired an increase in the number of rangers. For non-permanent employees, responses were more divided among many choices with the largest group (12%) suggesting an increasing in the number of rangers and 11% suggesting a decrease or reassignment of the number of computer-based administrative tasks/queries to others.

Visitor and Employee Safety

When asked to rate the current level of visitor safety at their project on a scale of very good to very poor, respondents to the ranger survey were most likely to rate visitor safety as good (46%), very good (31%) or okay (19%). Three percent rated visitor safety as poor and less than one percent as very poor. The five-point scale used in the 1995 study (excellent to unacceptable) was different from that used in the 2010 ranger study (very good to very poor). The percentage of all 1995 respondents (rangers and managers) rating visitor safety as good was 70% (excellent + good) compared to 77% (good + very good) in 2010. In 2010, when the results were segmented by full-time permanent employees and seasonal and temporary employees, the seasonal and temporary employees were likely to rate visitor safety as better than full-time permanent employees with 88% of seasonal and temporary employees rating it as good or very good and 72% of full-time permanent employees rating it as good or very good.

When asked in 2010 about the trend in visitor safety at their project over the time they have worked there, across all respondents 46% rated it as staying the same, 42% as improving and 12% as declining. Again, seasonal and temporary employees in 2010 were more positive about trends in visitor security as 52% felt it was improving, while 37% of full-time permanent employees felt it was improving. In 1995, 40% of ranger respondents felt the trend in visitor safety was declining, 38% felt it was staying the same and 22% improving.

When asked similar questions about employee safety in performing VA duties, overall respondents in 2010 rated their current personal safety at 37% good, 27% okay, 24% very good, 10% poor and 3% very poor. For full-time permanent employees 55% felt their level of personal safety was good or very good while 74% of seasonal and temporary employees felt their level of personal safety was good or very good. In 1995, 51% of rangers had rated their safety as good as compared to 60% (good + very good) in 2010.

In 2010, describing the trend in employee safety at their project during their tenure, 52% of all employees felt their level of security had stayed the same, 32% felt that it had improved and 16% felt that it had declined. Again, full-time permanent employees were less likely to assess that personal safety had improved (28%) compared to all seasonal and temporary employees (40%), while 20% of full-time permanent employees felt their personal safety had declined versus 8% of all seasonal and temporary employees during their tenure. In 1995, 12% of rangers assessed that their personal safety was improving, 50% that it was declining and 38% that it was staying the same.

Patrol Activities

In 2010 in terms of total patrol time over the past 12 months for all employees, 71% of patrol was in a car/truck/SUV, 13% on foot, 12% in a vessel, 2% on an OHV, 1% on a bicycle and less than 1% on a snowmobile. Full-time permanent employees were slightly more likely to patrol in a vehicle or a vessel and less likely to patrol on foot than all seasonal and temporary employees.

Ninety-six percent of 2010 respondents reported they had been involved in patrol one or more times in the past two years. Ninety-seven percent of full-time permanent employees had patrolled in the past two years compared to 92% of seasonal and temporary employees. Of those involved in patrol, the facilities/areas most frequently patrolled during peak recreation season (if the facility/area was present) were picnic areas, boat launch ramps, campgrounds, group shelters, the dam or lock, swim/beach areas, nature center/visitor center and playgrounds. Typically each of these facilities was patrolled on a daily basis. Facilities that were more likely to be patrolled on a less frequent basis (if present) included marinas, non-motorized trails, motorized trails/scramble areas, boundary lines/flowage easements, wildlife habitat, undeveloped project lands and fishing piers. The three facilities/areas most likely to be patrolled (if present), with more than 99% of VA personnel patrolling, were swim/beach areas, picnic areas and playgrounds. The three least likely facilities/areas to be patrolled (if present) were boundary lines/flowage easements, undeveloped project lands and non-motorized trails. Full-time permanent employees tended to patrol many areas on a weekly basis, where seasonal and temporary employees were more likely to patrol on a daily basis.

Of those involved in patrol, the majority of respondents (77%) patrolled more than half of the time during daylight hours on solo patrol, while 19% patrolled a minority of the time during daylight hours on their own and 4% never patrolled in daylight alone. After dark, 43% patrolled solo more than half the time, 28% a minority of the time and 29% never patrolled alone after dark. More full-time permanent employees (82%) patrolled more than half of the time during daylight hours on solo patrol than seasonal and temporary employees (66%). After dark, 44% of full-time permanent employees patrolled solo more than half the time, as did 43% of all seasonal and temporary employees.

When asked if they had patrolled one or more times during the past 12 months after midnight and before 6AM, 87% responded they had not and 13% that they had. Full-time permanent employees (13%) and seasonal and temporary employees (15%) were nearly equally as likely to have patrolled after midnight and before 6AM.

Patrol Equipment

In 1995, questions about equipment focused primarily on the importance of existing or potential equipment. Only one question was asked regarding the sufficiency of all equipment: "Is the personal equipment of NRM field personnel sufficient to perform their current duties safely?" to which 44% replied "no," 34% replied "yes" and 22% replied "uncertain."

In 2010, the approach shifted to a more specific examination of types/pieces of equipment using a three-part question that provided information on the presence, functionality and adequacy of each piece of equipment. The question was further broken down by type of equipment (i.e., patrol vehicles, patrol vessels, communication equipment and personal equipment).

Of those who patrolled in 2010, 98% of all respondents reported patrolling one or more times in a car/truck/SUV in the past 12 months. When asked about the availability of equipment in their patrol vehicle, the equipment available in 90% or more vehicles was a first aid kit (99%), fire extinguisher (97%), flashlight (93%), park ranger decal (92%), blood borne pathogen handling kit (90%) and a rescue bag (90%). Available in less than 80% of vehicles were spot light (56%), throwable PFD (67%) and a PA/siren (79%). If the equipment was present, the equipment with the lowest percentage of functionality was the fixed two-way radio (95% functional), the PA/siren (96%) and the spotlight (97%). If equipment was available and functional, respondents noted whether it was adequate for the task. The lowest levels of adequacy were for fixed two-way radios (84%), emergency warning lights (93%), camera (96%) and first aid kit (96%).

When asked about the most important improvement to be made to patrol vehicle equipment, respondents noted upgraded and functional communication equipment (31%), the addition of exterior emergency/warning lights (16%) (currently prohibited by Corps policy), additional tools/safety kit/equipment storage (11%) and heavy duty vehicles with four-wheel drive (9%). No other suggestions exceeded 4% of respondents. Only 10% suggested that no improvement was needed in patrol vehicle equipment.

Of all respondents who patrolled, 72% patrolled one or more times in a vessel in the past 12 months. When asked about the equipment in their patrol vessel, the equipment found in 90% or more of patrol vessels included a PFD for each occupant (100%), fire extinguisher (100%), first aid kit (98%), throwable PFD (98%), rescue bag (98%) and emergency warning lights (90%). Available in less than 80% of vessels was a spotlight (75%), camera (77%) and blood borne pathogen handling kit (80%). If the equipment was present, that with the lowest percentage of functionality was a fixed two-way radio (91%), PA/siren (94%) and spotlight (96%). If equipment was available and functional, respondents noted whether it was adequate for the task. The lowest levels of adequacy were for fixed two-way radios (87%), emergency warning lights (94%) and first aid kits (96%).

The single most important improvement recommended for patrol vessels was upgraded and functional communication equipment (24%), new/larger vessel size (13%), improved safety features (kits/tools/equipment storage) (8%) and improved exterior/navigation lighting (8%). No other suggestions were made by more than 4% of respondents. No improvements were suggested by 18% for patrol vessels.

Communication equipment is especially valuable in effective patrol. The availability of communication equipment during patrol varied widely with 85% of respondents having multi-frequency scanning radios and 84% having cellular telephones. Other equipment was uncommon including GPS (14%), laptop computer (10%) and satellite phone (9%). Functionality was over 90% for all types of equipment and ranged from 97% for GPS to 91% for the radio. Adequacy for available, functioning equipment was lower, ranging from 95% for GPS to a low of 78% for radios and 80% for cellular phones. The single most important improvement to communications equipment suggested by respondents was to upgrade/replace outdated radios (30%), improve communication reception (22%), increase available communication equipment (12%) and make communication equipment compatible with local law enforcement (8%). Nine percent felt their communication equipment needed no improvements.

Cooperative Agreements

Cooperative law enforcement agreement data from three fiscal years were compared to determine trends in the support that VA personnel receive from local law enforcement in these formalized, reimbursed agreements. The number of Corps projects in FY 1989 with one or more cooperative agreements, when the use of such agreements was still relatively new for the Corps, was 223 (NRMS 1989). In FY 1999 the number had declined slightly to 215 (NRMS 1999). Only 131 projects reported through OMBIL (2010) as having one cooperative agreement in FY 2010. This is likely an underreporting of cooperative agreements and all data may have yet to be submitted regarding such agreements for FY 2010.

In 1995, 80% of respondents noted that they worked at a project with one or more cooperative law enforcement agreement(s) with local units of government. Of those with agreements, 58% considered them adequate, 25% somewhat adequate and 17% inadequate/unsatisfactory.

In 2010, a total of 82% of respondents were from projects with one or more cooperative law enforcement agreement(s) with a local unit of government. Those respondents with one or more agreement(s) on their project rated those agreements on a scale of very good to very poor, with 37% rated as very good, 40% rated as good, 18% rated as OK, 4% rated as poor and 1% rated as very poor. Compared to the 1995 results, if the very good and good responses are considered similar to adequate, the performance of law enforcement contractors has improved (77% adequate in 2010 versus 58% in 1995 and 5% inadequate in 2010 versus 17% inadequate in 1995).

In 2010 overall, 85% believed the agreements made visitors safer and 81% that the agreements made employees safer. Seventy-four percent reported that the agreement shortened law enforcement response time. In 1995, 70% reported that visitors felt safer as a result of a cooperative agreement and 61% that the agreement shortened response times. No questions were asked about the effect of agreements on employee safety in 1995.

Overall in 2010, 16% of respondents with cooperators noted they had problems contacting local law enforcement contractors when safety concerns arose. The primary reasons for those contact problems include both communication issues and local enforcement attitude/behavior issues. In particular respondents noted that when communication equipment functioned properly, delayed response by a local agency was the result of lack of local agency staffing or an inexplicable time gap (34%), poor cellular/radio service (29%), incompatible radio frequencies (20%), uncooperative local enforcement officers (15%), and other issues (2%). In 1995, 30% of respondents noted they had problems contacting local law enforcement officials when safety concerns arose.

When asked in 2010 what changes should be made regarding cooperative agreements for law enforcement services, 20% felt none were needed, 15% sought more funding for such agreements, 14% wanted increased visibility/patrols, 9% desired more respectful and quality service from responding officers, 7% recommended upgraded communication equipment and 6% felt that more direct communication with law enforcement personnel was needed. No other suggestions were made by more than 5% of respondents. No similar question was asked in 1995.

Reporting and Information Systems

In 2010, less than a third (32%) of respondents had access to National Law Enforcement Telecommunications System (NLETS) or Originating Agency Identifier (ORI) information. Of those who had access, 90% had no difficulties in receiving the information. Ten percent noted that they had problems obtaining NLETS/ORI information with the most common challenges being local law enforcement/dispatch unwilling to release the information, transmission/communication problems or long delays in receiving the information. No questions were asked about NLETS or ORI in 1995. Instead, questions were asked about the precursor to those systems, the National Crime Information Center (NCIC). Thirty-two percent of respondents reported they had problems getting NCIC information from local law enforcement, while 41% did not have problems and this question was not applicable to 27%.

In 2010, 37% of respondents have entered Preliminary Accident Notification (PAN) and Serious Incident Report (SIR) data into ENGLINK, while 63% have not. Of those that have, 37% are satisfied, with an additional 3% that are highly satisfied with the data entry sections of ENGLINK, 39% are neutral, 15% are dissatisfied and 5% are highly dissatisfied. When asked for the single most important improvement to PAN and SIR, the most common suggestions were to make data entry more user friendly, to provide additional training or better on-site instructions, and to reduce duplication of forms. No questions were asked about PAN, SIR or ENGLINK in 1995.

Slightly less than half (46%) entered citation/warning data into the Operations and Maintenance Business Information Link (OMBIL) in 2010. Of those that did enter such data, 5% were highly satisfied, 42% were satisfied, 37% were neutral, 13% were dissatisfied and 4% were highly dissatisfied. Slightly more than a third (37%) of respondents had attempted to retrieve reports from the OMBIL citations/warning module. Of those 5% were highly satisfied, 43% were satisfied, 29% were neutral, 19% were dissatisfied and 4% were highly dissatisfied. For those who had used OMBIL, when asked an open-ended question about the single most important improvement that could be made to improve its efficiency and effectiveness, 39% had no

suggestion, 12% said leave the system as it is, 10% sought more user friendliness, 8% wanted easier data access/entry and 5% wanted better training. No other suggestion was made by more than 4% of respondents. OMBIL did not exist in 1995.

Half of respondents (50%) had used the Park Ranger CoP Gateway page in the past 12 months. Of those, 95% had viewed Park Ranger (PR) Chat, 11% had responded to an item in the PR Chat and 7% had started a discussion thread in PR Chat. When asked an open-ended question about the single most important improvement that should be made to PR Chat to encourage its use, almost half (48%) said they had never heard of it/lacked knowledge, 11% liked PR Chat the way it was, 8% wanted to better publicize its availability, 8% felt they had too many other computer-based tasks to use PR Chat, 6% said their time would be better spent in the field and 4% felt it should be more user friendly. No other response was given by more than 3% of respondents. No questions were asked about the Park Ranger CoP in 1995, as it did not exist.

Crimes/Violations that Endanger Visitors and Rangers

Respondents in 2010 were asked to rank the three crimes/violations that most frequently endanger visitors from a close-ended list of 17 crimes/violations and an 18th "other" category. If a crime/violation was mentioned as either the first-, second-, or third-ranked crime/violation, that most frequently threatens visitors, it was recorded. The top five crimes/violations cited were being under the influence of alcohol/drugs (22%), fights/assaults/disorderly conduct (12%), vandalism (12%), traffic/parking violations (10%) and theft (10%).

No comparable questions were asked in 1995. Rather, the focus was on factors that contribute to incidents where a visitor was physically or verbally abused by another visitor. Factors noted as extremely or very important by more than half of respondents in contributing to such incidents were alcohol (85%), personality of visitors (75%) and drugs (56%). When asked if they supported a ban on alcohol on Corps facilities, respondents in 1995 were split, with 29% supporting such a ban, 40% opposing it and 30% remaining neutral.

In the 2010 ranger study, the top five crimes/violations cited as most frequently endangering ranger safety were being under the influence of alcohol/drugs (25%), fights/assaults/disorderly conduct (18%), domestic violence (9%), traffic/parking violations (8%) and vandalism (6%). No comparable question was asked in 1995.

The items cited as the most frequent crime/violation complaints by visitors included being under the influence of alcohol/drugs (19%), littering/dumping (15%), theft (13%), fights/assaults/disorderly conduct (12%) and vandalism (12%). Finally, the crimes/violations that most frequently require calling for law enforcement assistance include being under the influence of alcohol/drugs (24%), fights/assaults/disorderly conduct (21%), theft (12%), domestic violence (11%) and vandalism (8%). No similar question was asked in 1995.

Across all four lists that relate to visitor and ranger safety, visitor complaints, and law enforcement assistance, the items noted as major challenges/threats in all four areas included persons under the influence of alcohol/drugs, fights/disorderly conduct and vandalism. Theft is in the top five in three of the four areas and domestic violence is in the top five in two areas.

Suggested Improvements to Enhance Ranger Safety

Rangers in 2010 rated the following factors from very beneficial to very harmful to ranger safety:

- Park ranger training
- Personal safety equipment
- Patrol vehicle
- Patrol vessel
- Communication equipment
- Uniform
- Corps backup/support from other Visitor Assistance personnel
- Backup/support from contracted law enforcement agencies
- Backup/support from non-contracted law enforcement agencies
- Park ranger staff selection/hiring
- Park ranger educational requirements
- Level of authority for park rangers

Every factor was rated by at least 75% of the respondents as moderately beneficial or highly beneficial. Full-time permanent employees were less likely than seasonal and temporary employees to assess any factor as very beneficial. Three factors were rated as very harmful by more than 2% of all respondents. These were level of authority for park rangers (8%), communications equipment (4%) and park ranger selection/hiring (3%). Full-time permanent employees were more likely than seasonal and temporary employees to rate these factors as very harmful.

When asked which factor should be improved to most enhance park ranger safety, 22% responded park ranger training, 22% level of authority for park rangers, 15% communications equipment, 12% backup/support from local law enforcement, 11% personal safety equipment, 7% park ranger selection/hiring and 3% backup/support from other VA personnel in Corps. All other responses totaled 12% of which no one was greater than 3%. Full-time permanent employees and all seasonal and temporary employees had similar priorities on what factor should be improved.

When asked in an open-ended question for one specific improvement that should be made to enhance park ranger safety, the items most often cited were training in non-lethal personal protection and self-defense (25%), some enforcement authority granted to Corps park rangers (18%), upgrading communications equipment/software (16%), increasing the number of park rangers, contracted law enforcement or both (14%), granting authority for park rangers to be armed (10%) and hiring more professional/physically fit rangers (6%). The remaining 11% were divided among other suggestions made by no more than 3% of the respondents. Full-time permanent employees and all seasonal and temporary employees had similar priorities on what one specific improvement should be made with the primary differences that seasonal and temporary employees were more likely than full-time permanents to cite more training in non-lethal personal protection and self-defense (28% vs. 23%) and less likely to cite increased staff/funding for contracts (5% vs. 12%).

In the 1995 study a series of close-ended questions were asked about the level of importance of specific management actions to employee and visitor safety. All were seen as extremely or very important by more than half of respondents with patrol, public phones in developed areas, lighting, separate day use and camping areas, and attended entrance stations rated as extremely or very important by 90% or more of respondents.

Incidents Involving VA Personnel and Visitors

The VA program has many challenges. One is that not all visitors are supportive or cooperative with Corps management directions, efforts or rules. VA personnel often bear the brunt of this lack of support and cooperation as they directly and closely communicate and interact with visitors on a daily basis. Further, they are sometimes in situations where a visitor may not behave rationally due to the influence of drugs or alcohol. Finally, the ranger may need to gain immediate compliance with a federal or other regulation to protect him/herself, other employees, visitors, resources or facilities. These situations may lead to aggressive behavior, threats or actual violence directed at VA personnel by one or more visitors or pets.

In 1995, questions were asked about the experiences of the ranger in the past three years related to verbal abuse, physical threats and physical assaults during the course of their duties. Eighty-two percent of respondents said they had experienced one or more incidents of verbal abuse, 45% had experienced one or more physical threats and 9% had experienced one or more physical assaults. Ninety-five percent reported that they were aware of one or more incidents where a visitor was physically or verbally abused or threatened by another visitor at their project. They noted that alcohol, drugs and the personalities of the visitors were most likely to be contributing factors to the above-mentioned incidents.

Considering that a number of rangers now working in the VA program have been with the agency less than three years or portions of three years (seasonal, temporary, etc.), the decision was made by the 2010 research team to ask about the past 12 months. This also created a shorter memory recall period, targeted at improving the accuracy of answers. It was also decided to ask some additional questions about ranger safety as well as provide clear definitions for each term in the questionnaire.

When all respondents in 2010 were asked if during the past 12 months they had experienced verbal abuse (defined as anger, elevated voice, derogatory comments about the ranger or agency, profanity or possible exaggerated movements where the visitor has lost some self-control), 79% of VA personnel reported this had happened to them one or more times. Twenty-five percent reported they were verbally threatened, with a visitor stating a threat to harm the ranger. There was little difference in the proportion of full-time permanent and seasonal and temporary employees that reported verbal abuse and verbal threats.

Queried about incidents of physical intimidation in the past 12 months, 18% noted one or more experiences where a visitor had blocked a ranger's ability to move or leave the scene. Seven percent had experienced a threat with a visible weapon such as a gun, knife, hatchet, vehicle, etc. as part of the situation. There was little difference in the proportion of full-time permanent and seasonal and temporary employees that reported verbal physical intimidation and a threat with a visible weapon.

Four percent had experienced physical contact/battery incidents during the past 12 months such as touching in an aggressive manner, grabbing the employee or being struck with a weapon. This definition does not include the natural touch of an arm or shoulder in routine discussion. Discounting such encounters, 3% of full-time permanent employees and 6% of seasonal and temporary employees reported physical contact/battery. Finally, 3% of all employees reported they had experienced a bodily injury requiring first aid or medical attention from physical contact/battery in the past 12 months. A smaller proportion of full-time permanent employees (2%) and a larger proportion of seasonal and temporary employees (4%) reported a bodily injury from physical contact/battery. In total, 38 respondents reported a bodily injury from physical contact/battery in the past 12 months.

These data are not in line with data from the Corps ENGLINK system. Five serious incidents were reported as occurring in the 13 months prior to survey administration under SIR, which is a part of the ENGLINK formal reporting system to be used by all VA personnel (all five incidents were covered in the survey, as some responded in August 2010 and some in September 2010). Of those five reports, one concerned an incident in July 2010 in which a park ranger who had just come off duty was accosted by a man asking for money in a threatening manner outside the ranger's home. No injury to a ranger was reported (S20100729-0013938-00001). The second was in May 2010 when an individual made unspecified threats against the Corps regarding lake levels. It was not a threat made specifically against rangers. No injury to a ranger was reported (S21000525-0013211-00001). The third was in December 2009 when a ranger on patrol observed goats illegally grazing on Corps lands and approached the driver of a vehicle parked near the goats. The driver acknowledged ownership of the goats and the ranger noted this was the last verbal warning for this repeat violation. The woman directed the ranger to her father who was the owner of the goats at his home. The father physically threatened the ranger with a steel pipe. The ranger left in his vehicle and called local police who responded. The father, his wife and daughter were all belligerent and federal charges were filed through the US Attorney's office for threatening a federal officer. No injury to a ranger was reported (S20091216-0012204-00001). The fourth was in July 2009 (just outside of the 12 months previous to the study window). wherein this incident, a Corps park ranger and another employee were called to the beach of a reservoir by another ranger who needed assistance with a visitor whose dogs were running at large intimidating other visitors. The dog owner became belligerent and threatened the rangers; local police assistance was requested and received. The dog owner was escorted off Corps property by the sheriff's deputy. The dog owner then went to the residence of one of the rangers (who was not home) and threatened physical violence. The ranger's parents and child were home and sheriff's deputies were called. The dog owner left prior to the arrival of local law enforcement. Charges were filed against the dog owner for verbal assault and a court date was set and the dog owner has been banned from the Corps facility until the charges are fully adjudicated. No injury to a ranger was reported (S20090716-0011049-00001). The fifth was in July 2009 (just outside of the 12 months previous to the study window). In this incident, a park ranger was notified by a visitor of a fight at a marina. The ranger ordered two groups to separate, which they did, and the ranger interviewed each group. The marina operator (a contractor) had asked three men to move their vehicle as it was parked on a power cable and told them that they were not to set foot on the marina. The men did not move the vehicle and entered the marina, where a fight ensued. During the interview, a sheriff's deputy arrived and informed the three

men that they could be arrested for trespassing as well as assault. No party pressed charges and the deputy escorted the men from the property. The marina contractor had scrapes on his arms and face and was muddy. No injury to a ranger was reported (S20090726-0011130-00001).

VA personnel report that visitors are also abused or threatened by other visitors to Corps projects. When asked if they were aware of a visitor to their project being physically or verbally abused or threatened in the past 12 months, 74% of VA personnel responded affirmatively. Full-time permanent employees were more likely (76%) to be aware of such an incident than seasonal and temporary employees (68%).

Across all incidents noted above (from verbal abuse to battery/injury and incidents where visitors are physically or verbally threatened or abused), respondents noted that 58% of such incidents involved drugs or alcohol. This is consistent with the high level of threat from visitors under the influence of alcohol or drugs to visitor and ranger safety, to visitor complaints and the need to call in local law enforcement as previously noted. It is also consistent with alcohol being the most important factor contributing to hostile behavior incidents by visitors in the 1995 study.

When asked about the most serious incident of abuse, threat or violence they had faced in the past 12 months, 8% reported they had experienced no such incident. Of the remaining 92% who had experienced one or more incidents of abuse, threat or actual assault, 27% reported the most serious incident was verbal abuse/threats toward rangers or other Corps staff, 11% altercations between two to four visitors, 11% domestic violence, 9% non-violent alcohol disturbances in area where alcohol was illegal, 7% the possession and threat of use of a weapon, 5% verbal abuse or threats between visitors, 3% altercations among five or more visitors, 3% disputes related to boat launch or fishing dock use, 3% drug-related disturbances, 2% visitor attack on a ranger, other Corps personnel or local law enforcement, 2% visitor operation of a vehicle or vessel while intoxicated, 1% aquatic accidents/fatalities, 1% rape/sexual assault on visitor, 1% mentally impaired or suicidal person, 1% gang-related disputes, threats or violence, and 3% could not recall the specific incident. The incidents rated most serious by both full-time permanent employees and seasonal and temporary employees were similar.

Ranger Roles and the Ranger Uniform

When asked the level of importance (from extremely important to not important) of six major ranger roles in 2010, the most likely to be rated extremely important was protecting yourself (93%), followed by protecting other employees (86%), protecting visitors (82%), protecting natural resources (53%), protecting public property/facilities (45%) and protecting cultural resources (37%). Respondents believed that their supervisors rated priorities for rangers in a similar order, but overall with less importance as the percentage rating their direct supervisor's perspective in protecting yourself had 83% rating it as extremely important. The percentage that believed their supervisor would rate other roles as extremely important were 76% protecting other employees, 70% protecting visitors, 51% protecting public property/facilities, 43% protecting natural resources and 36% protecting cultural resources. No comparable questions were asked in 1995.

When asked which role or roles the public sees for Corps rangers from a close-ended list of roles, the most commonly cited roles were as interpreters/information sources (55%) and as certified

law enforcement officers (55%). Roles less than half the respondents believe the public sees for Corps rangers were as an employee with the authority to only enforce Corps rules (43%), as facility/resource maintenance (35%), as resource managers (35%) and as eyes and ears for certified law enforcement officers (25%). In 1995 rangers were asked to rate how they believed the public perceived them on a scale of one (“John Law”) to five (“Good Guys”). Seven percent rated the perception of rangers as one, 17% as two, 39% as three, 32% as four and 6% as five. This question was not repeated in 2010.

In 1995 there were Class A and B uniforms. Rangers were asked what they believed each uniform portrayed to visitors. For the Class A uniform, 13% felt it conveyed law enforcement, 21% visitor assistance, 54% neither and 11% both. For the Class B uniform, 42% felt it conveyed law enforcement, 17% visitor assistance, 3% neither and 39% both. Subsequently, the Corps adopted a slightly modified version of the Class B uniform as the regular uniform for all VA personnel, dispensing with the Class A uniform.

When asked in 2010 if the respondent believed wearing the Corps ranger uniform made him/her more or less safe compared to the way other Corps employees dress, 37% felt it made them more safe, 29% less safe, 24% neither more nor less safe and 10% were uncertain. Those who felt the uniform made them safer were most likely to note it made them appear as a person of authority and many felt it gave them the appearance of law enforcement. Those who felt less safe felt they were viewed by the public as law enforcement without the training, tools or authority to behave as law enforcement personnel. Those who were neutral generally responded that it depended on the situation they were facing and that sometimes the uniform was a benefit to their safety and sometimes it detracted from it. A few noted that the uniform was not appropriate for some of their tasks such as resource management and maintenance.

Ranger Authority and Pepper Spray

Eighty-four percent of all respondents reported they had citation authority in 2010, while 16% did not. More full-time permanent employees (96%) had citation authority than seasonal and temporary employees (52%). On average, all Corps rangers with citation authority had possessed that authority for 12 years, with full-time permanent employees averaging 13 years and seasonal and temporary employees 7 years. For all Corps rangers, 83% were certified to carry pepper spray with 90% of full-time permanent employees and 66% of all seasonal and temporary employees certified to carry it while on duty. Of all certified employees, 59% report they carried it when on duty, 24% sometimes and 18% did not carry it. Full-time permanent employees were less likely to carry it on their person than other certified employees (55% vs. 71%). Of those who always or sometimes carried pepper spray, 1% had used it in the past 12 months on an animal and 99% had not. Much of that use was on aggressive dogs off leash. Less than 1% (0.4%) had used it in the past year on a person and all of that use was in training.

Ranger Training

Training was a major topic in the 1995 study. Respondents graded various training courses and provided guidance on needed additional training. Two thirds of respondents requested additional training. The four training topics most often requested to be added to VA training were self-defense, communication skills, conflict management, and laws and their enforcement. In addition there was interest in other training regarding public relations, drugs, crowds/crowd control,

cultural understanding, gangs, situational awareness and domestic violence. Major changes to the VA training program were implemented as a result of the 1995 report and resulting questions about the curriculum. Some additional training questions were asked in 2010.

More than half of the respondents in the 2010 ranger study had completed training in first aid/CPR (79%), bloodborne pathogens (72%) and VA refresher (64%) in the past 12 months. Subject areas in which more than 10% of the respondents had not received training were PROSPECT VA Management and Policy Course # 324 (54%), MSC/District VA course (36%), Gangs/Cult/Drug awareness, which may be provided by Corps staff or a local vendor (32%), Pepper Spray Refresher (29%), VA refresher (16%), PROSPECT VA NRM Course # 147 (16%) and pepper spray initial certification (13%). Full-time permanent employees were more likely to have received every listed type of training than were seasonal and temporary employees. Almost half (44%) of seasonal and temporary employees had not received the PROSPECT – VA NRM Course, #147 and more than half had not received MSC/District VA Course (53%), Gangs/Cult/Drug Awareness (59%), Pepper Spray Refresher (60%) and PROSPECT VA Management and Policy, Course #324 (70%).

When all 2010 respondents were asked if they need further training to safely perform VA functions, 31% asked for additional training, 37% were uncertain and 32% responded they needed no additional training. Those requesting additional training were most likely to cite self-defense training less than firearms (22%) when listing the three most important additional training topics. Other training areas mentioned by more than 5% of these respondents were meth and other drug identification, manufacture and distribution (12%); de-escalation of violence/verbal judo (10%); gangs (8%); and situational awareness of threats (6%).

Current Corps Position and Respondent History

The 1995 study did not identify those with field VA responsibilities who were temporary or seasonal employees so that they could be segmented in the analysis. The 1995 study did include those who worked in district, division and headquarters. Of the respondents to the 1995 survey, 57% had worked for the Corps for 11 or more years and 47% had been in their current position for six or more years. Eighty-eight percent worked on a project, 8% in a district office, 2% in a division office and less than 1% in headquarters. No questions were asked about deployments or working for other governmental agencies in the 1995 study.

The majority (72%) of respondents in the 2010 ranger study were full-time, permanent Corps employees, while 10% were full-time seasonal, 8% full-time temporary, 5% part-time seasonal, 3% part-time temporary, 1% intermittent and less than 1% part-time permanent. In comparison to 35 years ago, 93% of the employees in the Recreation Resource Management field were full-time permanent employees and 7% fit the definition of seasonal and temporary employees used in this study (according to Corps Civil Works Personnel Totals for June 30, 1975).

Currently, 10% of the respondents were in the Student Temporary Employment Program and 6% were in the Student Career Experience Program. Participation in one of the two programs accounted for more than half of the workforce that was not full-time, permanent. Overall, 42% of 2010 respondents had worked for the Corps for 11 or more years and 40% had been in their current position for six or more years. Fifty-two percent of full-time permanent employees had

worked for the Corps for 11 or more years and 57% had been at their current position for six or more years compared to 16% seasonal and temporary employees working 11 or more years for the Corps in any capacity and 20% at their current position for six or more years.

Deployment for 2010 respondents on various other duties was relatively rare. In the preceding 12 months, 1% had been deployed in support of Overseas Contingency Operations (OCO) in Iraq or Afghanistan, 4% had been deployed on disaster duty, and 13% had been deployed on a temporary promotion, reassignment or detail. The average length of deployment in OCO was 9 months, for disaster duty 2 months, and for temporary promotion, reassignment or detail 4 months. For those deployed on OCO, 31% had their position partially or fully backfilled, as did 12% of those on disaster duty and 22% on temporary promotion, reassignment or detail.

Thirty-nine percent of 2010 respondents noted that they had worked for one or more other governmental natural resource agency in addition to the Corps. Half (51%) had worked for a state natural resource/park agency and 29% for a local park agency. From the federal government, 23% had worked for the National Park Service, 21% for the US Forest Service, 8% for the US Fish and Wildlife Service, 6% for the Bureau of Land Management and 2% each for the Bureau of Reclamation, Tennessee Valley Authority and Homeland Security.

Demographics

In the 1995 study, no demographic tables or frequency runs were available to provide detailed demographic characteristics of respondents. Rather, selected data points and selected tables and charts about certain subject areas were provided in the report. Hence, no in-depth comparison of demographic data is possible. Comparisons focus on data points identified in the 1995 study report and are matched with those in the 2010 ranger study. There is considerable additional demographic data about 2010 ranger study respondents, which is provided in Appendix C.

In the 1995 study, 53% of respondents were 40 or younger. Eighty-three percent were male and 17% female. Most (92%) were Caucasian, with 2% Native American/Alaskan, 2% Black or African American, 2% other, less than 1% Latino and less than 1% Asian or Asian American. No data were gathered on education or law enforcement experience.

Bryson (1999) found that 46% of respondents to her study of full-time permanent NRM personnel were less than 42 years of age. Of the respondents overall, 82% were male and 18% female. Most (94%) were Caucasian and 93% had received a bachelor's degree or higher. That study also found that the percentage of females increased from the older cohort (9% females in age range 42-51) to the younger cohorts (30% females in age range 32-41, 28% females in age range 23-31). However, this same "progress" by cohort was not shown for minorities, with 10% or less minorities in the workforce regardless of age cohort examined.

In the 2010 study, 54% were 40 years of age or younger. Respondents were skewed toward males, with 76% male and 24% female respondents. When asked to identify their racial affiliation, 93% reported they were Caucasian, 2% Native American/Alaskan, 2% Black or African American, 2% other, 1% bi-racial/multi-racial and less than 1% Asian or Asian American. When asked to identify their ethnic affiliation, 2% listed Hispanic/Latino and 98% did not.

More than 98% of 2010 respondents had achieved a high school diploma and 81% a bachelor's degree. A quarter (24%) had participated in a graduate program with 13% completing a Master's degree or higher. Full-time permanent employees were more likely than seasonal and temporary employees to have completed a bachelor's degree (93% vs. 52%). When asked in a close-ended list for the one subject area of the highest academic degree held, 23% checked parks and recreation, 16% natural resources/environmental science, 16% biology/botany/natural science, 12% fisheries and wildlife, 6% forestry, 4% criminal justice, 3% business and 20% a wide variety of other academic areas not listed. Full-time permanent employees were most likely to have a degree in parks and recreation (24%) while seasonal and temporary employees were most likely (35%) to have a degree in other areas not listed in the questionnaire.

When 2010 full-time permanent employees are segmented from seasonal and temporary employees, 48% were age 40 or younger, while for seasonal and temporary employees, 68% were under 41. Besides being likely to be older, full-time permanent employees are more likely to be male (78% vs. 71%), slightly less likely to be Caucasian (92% vs. 94%), slightly less likely to be Hispanic (2% vs. 3%) and much more likely to have completed a bachelor's degree or higher (93% vs. 31%).

When full-time permanent employees are segmented by age (under 40 vs. 40 and over), those under 40 are less likely to be male (74% vs. 80%), slightly more likely to be Caucasian (93% vs. 92%), slightly less likely to identify themselves as Hispanic (2% vs. 3%) and more likely to have completed a bachelor's degree or higher (97% vs. 89%).

When 2010 respondents were asked if they had any certified/accredited law enforcement experience or training, 13% responded yes and 87% no. Full-time permanent employees were more likely than seasonal and temporary employees (14% vs. 10%) to have law enforcement experience or training. Of the 13% of all respondents with law enforcement training or experience, 40% had served as a government law enforcement officer at the state, regional or local level and 17% had served as a federal law enforcement officer. A total of 19% had completed a state police officer training and standards course as a certified officer and 11% had attended the Federal Law Enforcement Training Center. Almost half (48%) also had another law enforcement experience such as a parole officer, juvenile court officer, etc. VA personnel are unlikely to belong to national-level park ranger or park law enforcement associations, as 95% reported they belong to no such association.

Single Most Important Change to Make in the VA Program

When asked in the 2010 ranger study in an open-ended question to name the single most important change that should be made in the Corps VA program, a wide variety of suggestions were made. No comparable open-ended question was asked in the 1995 study.

The most common was to have law enforcement authority with the ability to carry a firearm (21%). Other suggestions made by more than 2% of the respondents were more personal protective equipment/self-defense training (9%), more VA training (9%), more authority to VA personnel but not to the level of carrying a firearm (6%), more full-time VA staff (5%), no change/good as it is (5%), more casual appearance for the uniform (4%), better communication

equipment (4%), more time with visitors in the field (4%), more interpretive programs and other activities available for visitors (3%) and VA duties that are a better match to the job description (3%).

When recommending the single most important change for the VA program, full-time permanent employees were most likely (24%) to suggest law enforcement authority to carry a firearm authority, followed by more personal protective equipment/self-defense training (9%), more VA training (8%), more authority to VA personnel but not to the level of carrying a firearm (6%), more full-time VA staff (6%), and altering the uniform to a more casual appearance (5%). The most common response from seasonal and temporary employees (11%) was no change/good as it is. Others in the top five included more personal protective equipment/self-defense training (10%), more interpretation programs/activities (10%), more VA training (9%) and law enforcement authority to carry a firearm (9%).

Ranger Success Stories

About half of ranger respondents provided a response to an open-ended question about ranger success stories (Appendix G). A number focused on life-and-death-related assistance such as search and rescue. Others were related to educational and interpretational efforts that enhanced water safety resulting in fewer or no drownings. Still others were incidents where visitors were assisted with a difficult although not life-threatening situation, such as a broken-down vehicle or vessel, being lost or disoriented, etc. A number of rangers felt their greatest success was from introducing new people to a variety of natural resource recreation activities including fishing, boating, swimming, hunting, hiking, nature observation, etc. A smaller group was directly focused on law enforcement/security issues and included assisting local law enforcement to solve a crime, actually participating in the apprehension of a suspect or instituting a policy/rule that reduced criminal behavior such as an alcohol ban at a facility. Finally there was a group that was more cynical, defining success as survival or not being assaulted or stating there was no success they could point to in the past 12 months.

MANAGER RESULTS

This report contains results across all respondents to the 2011 manager questionnaire. It is accompanied by Appendix C, which contains the questions and the frequency of each response and encompasses considerably more data than is discussed in this report. Appendix K provides verbatim responses from all manager respondents concerning VA success stories in which they were involved. Results presented in this report are rounded to whole numbers. In instances where a result falls at 0.5, the result is rounded to the nearest even whole number (e.g. 23.5 is rounded to 24 and 22.5 is rounded to 22).

On February 14, 2011, Michael G. Ensich, Chief Operations Directorate of Civil Works sent a message to all MSC Operations Chiefs, District Operations Chiefs and Operations Project Managers clearly describing the VA Management Program Survey and the importance of prompt response by the cutoff date of March 4, 2011. Individual invitations to each subject were not issued, instead those eligible to take the survey were directed to a survey website where they logged in with their Corps email address as the user ID and created their own password. Only one response per email address was allowed by the survey site. When they logged into the site, managers selected their role, which directed them to one of four survey instruments designed for

their management level within the organization. The survey instruments for MSC reps and District reps were relatively brief. OPMs and APMs received a lengthier survey, and the NRM Lake/Lock Manager (persons that are closest to the ground-level VA Program) received the most questions.

A total of 547 Corps managers were identified as potential subjects to take the manager questionnaire in February 2011. This constitutes an estimated population of MSC reps (8), District OPs Chiefs & Assistant Chiefs (60), District NRM Chiefs (30), District VA POC (34), OPMs & Assistant OPMs (140) and NRM Lake/Lock Managers (275). Of those, 307 (56%) responded. Thirty-eight percent of respondents were from the operations project manager and assistant level (OPM/APM), 38% were from the lake/lock level, 22% were from the district level and 3% from the division level. By region, 28% were from Ohio River/Great Lakes, 16% from Southwestern, 16% from Northwestern, 13% from South Atlantic, 10% from Mississippi Valley, 9% from North Atlantic, 8% from South Pacific and 1% from Pacific Ocean. Fifty-five percent had responsibilities at one lake/lock, 42% had responsibilities at two or more lakes or locks and the remainder worked at the district or regional level.

Regarding the adequacy of selected support resources for the VA program in their area of responsibility, manager respondents were most likely (89%) to rate policy guidance and office of legal counsel (82%) as adequate and least likely (51%) to rate staffing (number of positions) and contracting assistance (62%) as adequate.

Improving VA Program Effectiveness, Efficiency and Safety

When those at the MSC-Level, NRM POC Level, and District Level ranked the top three VA policy issues to improve program effectiveness, efficiency and safety, the adequacy of ranger staffing was most commonly cited (23%). Rounding out the top five cited were: adequacy of communications equipment (16%), adequacy of hiring procedures (11%), adequacy of level of authority for rangers (9%) and adequacy of training for self-defense/diffusing confrontational situations (9%).

VA Program Personnel Time Allocation

When lake/lock level managers were asked to estimate the proportion of work time by task for all VA personnel at their project during the peak recreation season, they estimated 23% of work time on patrol of Corps lands or waters and 77% on all other tasks.

When asked on which tasks their VA employees should spend more time, the three tasks most commonly cited were patrol (56%), environmental stewardship (51%) and interpretive and water safety programs (46%). When asked what they should spend less time on, the three most frequently cited were computer-based administrative tasks (68%), contract administration (14%) and fee collection (11%).

When asked what the primary barrier was to VA employees spending the recommended proportion of time on priority tasks, 26% cited a limited amount of staff or staff at inadequate grade. Other factors cited by more than 10% included too many computer-related administrative duties (20%), overall administrative burdens (12%) and work priorities (11%).

When lake/lock level NRM managers were asked an open-ended question about the single most important policy/management change affecting VA personnel workload that could be made to improve park ranger effectiveness, efficiency and safety, the response most commonly mentioned was increase the number of rangers (22%), followed by reduce the amount of information/administration computerized tasks and information queries (15%), increase flexibility/support from upper management (8%), accept suggestions/adjustments to program policies, operations, practice and management (6%) and provide better VA tools/equipment (5%). No other single suggestion was made by more than 5%.

Visitor and Employee Safety

When asked to rate the current level of visitor safety at their project on a scale of very good to very poor, OPM/APM and lake/lock NRM managers were most likely to rate it as good (55%), very good (22%) or okay (20%). Three percent rated visitor safety as poor. The five-point scale used in the 1995 study (excellent to unacceptable) was different from that used in the 2011 manager study (very good to very poor). The percentage of all 1995 respondents (rangers and managers) rating visitor safety as good was 70% (excellent + good) compared to 77% (good + very good) in 2011.

When asked in 2011 about the trend in visitor safety at their project over the time they have worked there, across all OPM, APM and lake/lock NRM manager respondents, 51% rated visitor safety as staying the same, 31% as improving and 18% as declining. In 1995, those with similar titles rated the trend in visitor safety as 50% staying the same, 28% declining and 22% improving.

Patrol Activities and Equipment

During FY 10, 9% of lake/lock managers scheduled park ranger patrols for after midnight and before 6AM.

When asked an open-ended question about the single most important improvement that could be made to patrol vehicles, lake/lock NRM managers most frequently recommended upgraded/functional communication and radio equipment (30%). Other suggestions in the top five were no improvements needed/don't know (26%), ability to communicate directly with law enforcement agencies (13%), additional exterior emergency/warning lights (6%) and heavy duty vehicles with four-wheel/all-wheel drive (5%). In response to the same open-ended question as it pertains to vessels, no improvements needed/don't know (39%) was the most common response, followed by upgraded/functional communication and radio equipment (21%), ability to communicate directly with law enforcement agencies (8%), new larger vessel (7%), and improved exterior/navigation lights (6%).

When asked specifically in an open-ended question about the one most important improvement that could be made with communication equipment, lake/lock managers were most likely to suggest better service/reception (23%), followed by upgrade/replace outdated radios (13%), make communications equipment compatible with local law enforcement (13%), provide alternate effective forms of communication besides radio such as cell phone, satellite phone, etc. (12%).

Cooperative Agreements

Regarding cooperative agreements, 70% of OPM/APM and lake/lock level NRM managers had one or more cooperative agreements on their project and 30% did not. Those respondents with one or more agreements on their project rated those agreements on a scale of very good to very poor, with 31% as very good, 54% good, 13% OK and 2% poor. None rated an agreement as very poor.

Ninety-one percent believed the agreements made visitors safer and 88% felt they made employees safer. Seventy-seven percent reported that the agreement shortened law enforcement response time. Nineteen percent noted they had problems contacting law enforcement agencies when safety concerns arose, while 81% had no problems. When asked what the problems were, poor cellular/radio service was cited by 53% of those with problems. Incompatible radio frequencies (16%) and local law enforcement understaffed with Corps project a lower priority (16%) were the other commonly cited challenges. When asked in an open-ended question what changes should be made regarding cooperative agreements for law enforcement services, 30% of OPMs, APMs and lake/lock level NRM managers felt things were good as they were or didn't know of any needed changes, 26% sought more funding for such agreements, 12% wanted increased visibility/patrols and 10% wanted to review/adjust contract regulations and simplify processes. No other suggestions were made by more than 4% of respondents.

When lake/lock level NRM managers were asked if non-reimbursed law enforcement services provided by other entities were adequate, most responded that this was not applicable to their situation, indicating that they typically worked with a law enforcement agency under an agreement. For those to whom it was applicable, city/town/community law enforcement was rated the most likely to be adequately responsive for non-reimbursed services and state police least likely to be adequately responsive.

Reporting and Information Systems

Lake/lock NRM managers reported that 44% of their VA program personnel had access to National Law Enforcement Telecommunications System (NLETS) or Originating Agency Identifier (ORI) information. Of those who had access, 74% had no difficulties in receiving the information. Twenty-six percent noted that they had problems obtaining NLETS/ORI information with the most common challenges being local law enforcement/dispatch unwilling to release the information or transmission/communication problems.

Crimes/Violations that Endanger Visitors and Rangers

OPM/APM and lake/lock NRM managers were asked to rank the three crimes/violations that most frequently endanger visitors from a close-ended list of 17 crimes/violations and an 18th category for "other" crimes/violations. If a crime/violation was mentioned as either the first-, second- or third-ranked crime/violation that most frequently threatens visitors, it was recorded. The top five crimes/violations cited were being under the influence of alcohol/drugs (25%), vandalism (14%), fights/assaults/disorderly conduct (10%), theft (9%) and littering/dumping (8%).

When asked which of the same crimes/violations most frequently endanger ranger safety, being under the influence of alcohol/drugs (28%), fights/assaults/disorderly conduct (16%), domestic violence (10%), vandalism (7%) and resource violations besides fisheries and wildlife (6%) were the top five listed.

When asked about the most frequent crime/violation complaints by visitors, being under the influence of alcohol/drugs (18%), littering/dumping (14%), vandalism (14%), theft (13%) and fights/assaults/disorderly conduct (12%) were most often noted. Finally, when asked which crimes/violations most frequently require calling in law enforcement to handle, being under the influence of alcohol/drugs (23%), fights/assaults/disorderly conduct (19%), theft (11%), domestic violence (10%) and vandalism (9%) were the most often cited.

For all four lists related to visitor and ranger safety, visitor complaints and law enforcement assistance, persons under the influence of alcohol/drugs, fights/disorderly conduct and vandalism were noted as major challenges/threats. Theft is in the top five in three of four areas and domestic violence and littering/dumping is in the top five in two areas.

Suggested Improvements to Enhance Ranger Safety

OPM/APM and lake/lock level NRM managers were asked to rate of the following factors as being very beneficial to very harmful to ranger safety:

- Park ranger training
- Personal safety equipment
- Patrol vehicle
- Patrol vessel
- Communication equipment
- Uniform
- Corps backup/support
- Backup/support from other Visitor Assistance personnel
- Backup/support from contracted law enforcement agencies
- Backup/support from non-contracted law enforcement agencies
- Park ranger staff selection/hiring
- Park ranger educational requirements
- Level of authority for park rangers

Every factor was rated moderately beneficial or highly beneficial by at least 70% of the respondents except for the level of authority for park rangers, which 59% rated as moderately or highly beneficial. Two factors were rated as moderately harmful or very harmful by 10% or more of the respondents; level of authority for park rangers (21%) and communications equipment (12%). Three more factors were rated as moderately or very harmful by 5-10% of respondents; uniform (9%), park ranger selection/hiring (8%) and Corps backup/support (7%).

When asked which factor should be improved to most enhance park ranger safety, 25% responded park ranger training, 20% level of authority for park rangers, 20% communications equipment, 16% backup/support from contracted and non-contracted law enforcement, 7% park ranger selection/hiring, 4% Corps backup/support in general and 3% backup/support from other

VA personnel in the Corps. All other responses totaled 6%, of which no one response was made by more than 2%.

When asked in an open-ended question the one specific improvement that should be made to enhance park ranger safety, the item most commonly cited was increasing the number of park rangers or contracted law enforcement or both (27%). Other responses mentioned by more than 5% of respondents were enhanced/quality/hands-on training, such as in non-lethal personal protection and self-defense (21%), increased enforcement authority granted to Corps park rangers with some mentioning arming rangers (15%), upgrading communications equipment/software (15%), and hiring more professional/physically fit rangers (8%). The remaining 14% were divided among other suggestions made by no more than 3% of the respondents.

Ranger Roles and the Ranger Uniform

When OPM/APM and lake/lock level NRM managers were asked the level of importance (from extremely important to not important) of six major ranger roles, the most likely to be rated extremely important was protecting yourself (89%), followed by protecting visitors (75%), protecting other employees (70%), protecting public property/facilities (36%), protecting natural resources (35%) and protecting cultural resources (28%).

When asked which role or roles the public identifies for Corps park rangers from a close-ended list of roles, the most commonly cited role was as an interpreter/information source (40%). A majority of managers did not choose any category to reflect public views of Corps park rangers on their project. Those roles trailing interpretation were resource manager (31%), employee who enforces only Corps rules (29%), certified law enforcement officer (28%), facility/resource maintenance person (20%) and eyes and ears for certified law enforcement officers (13%).

OPM/APM and lake/lock level NRM managers were divided on the impact that wearing the Corps park ranger uniform has on the safety of park rangers. Thirty-eight percent felt it made park rangers more safe, 23% less safe, 25% neither more nor less safe and 14% were uncertain. While many felt the uniform made rangers appear as persons of authority, they were divided on whether this provided protection to the ranger or created unrealistic expectations such as the wearer was a certified police officer.

When lake/lock level NRM managers were asked if a member of their district/MSA staff or leadership visited their project in the past 12 months to review or better understand the VA program, 59% noted one or more visits and 41% reported no visits.

Emerging Issues, Corps Watch and Critical Incident Stress Management

A majority (64%) of OPM/APM and lake/lock level NRM managers noted that there were current and emerging management needs on their projects involving ethnic minority visitors that impact VA duties. The most commonly noted difference was that there were communication barriers due to language differences. Other issues noted include the need for diversity training, better understanding of Native American treaty rights, improved understanding of cultural use patterns, the need for non-English signage and concerns about ethnic gangs.

More than two-thirds (70%) of OPM/APM and lake/lock level NRM managers noted they worked at a Corps project or projects involved in the Corps Watch Property Protection Program in FY 10. Of those in the program, 11% had one or more incidents reported through Corps Watch during FY 10. Of those, 25% resulted in one or more prosecutions. For those with prosecutions, 75% involved the issuance of a reward. When asked about incident reports prior to FY 10 through Corps Watch, 22% of respondents reported one or more incidents, of which 29% of those resulted in a prosecution with rewards issued in 67% of the prosecutions.

OPM/APM and lake/lock level NRM managers were most likely to be neutral when asked to rate the Corps Watch program. Seventy percent indicate they participate in the program. Nine percent of respondents were highly satisfied, 28% moderately satisfied, 56% neutral, 5% dissatisfied and 1% highly dissatisfied. When asked about the single most important improvement they would recommend for the program, 34% suggested better promotion, 34% had no suggestion/didn't know, 8% suggested additional reward money and 5% suggested lower expectations. No other suggestions were made by more than 3% of respondents.

Almost two-thirds (63%) of APM/OPM and lake/lock level respondents were in a region that had adopted the Critical Incident Stress Management (CISM) Program. Of those in a region with the program, 26% reported it had been used at a lake/lock they manage. Of those in a region with the CISM, 10% were highly satisfied, 35% satisfied, 54% neutral and 1% dissatisfied with the program. When asked about the single most important improvement that should be made, of the 61% that provided a response, those that responded were most likely to say none/don't know (54%), followed by promote the program (26%), make unspecified program revisions (9%), improve instructor training (5%), make mandatory with Corps leadership support (4%) and use professional personnel (2%).

Current Corps Position and Corps History

The average OPM/APM and lake/lock level NRM manager had worked slightly more than 8 years at his/her current position and had 23 years as a Corps employee. Overall, 88% had worked for the Corps for 11 or more years and 51% had been in their current position for six or more years.

Demographics

Of OPM/APM and lake/lock level NRM managers, 16% were age 40 or younger. Managers were skewed toward males, with 88% male and 12% female. When asked to identify their racial affiliation, 97% reported they were Caucasian, 2% Native American/Alaskan, 2% other and less than 1% Black or African American. None reported that they were bi-racial/multi-racial or Asian or Asian American. When asked to identify their ethnic affiliation, 2% listed Hispanic/Latino and 98% did not.

Managers report that nearly all (99%) have a high school diploma, with 93% indicating a bachelor's degree or higher level of education. One third (33%) had participated in a graduate program, with 13% completing a Master's degree or higher. When asked in a close-ended list for the one subject area of the highest academic degree held, 31% checked parks and recreation, 16% natural resources/environmental science, 13% biology/botany/natural science, 10% fisheries

and wildlife, 9% forestry, 7% engineering, 2% criminal justice, 2% business and 10% a wide variety of other academic areas not listed.

Single Most Important Change in VA Program

All recipients of the manager survey were asked in an open-ended question to name the single most important change that should be made in the Corps VA program. A wide variety of suggestions were made with no suggestion made by more than 9% of the respondents. The most common was to increase/improve VA training (9%), followed by no change/good as it is (8%), make a general improvement in VA program operations, practices, policies and management (7%), provide additional VA program funding (7%), have law enforcement authority for park rangers with a firearm (6%), alter the uniform to a more casual appearance (6%) and provide more authority to VA personnel but not to the level of carrying a firearm (6%).

Suggestions made by 5% or less included hire more full-time VA staff (5%), provide protective equipment/self-defense training (5%), establish and use consistent national standards in the VA program (5%), provide more time with visitors in the field (5%), provide better communication equipment (4%), provide a mixed level of authority, with some rangers having law enforcement authority and firearms and some not (4%), improve safety with dual patrols especially at night and with adequate backup (3%), improve public image/understanding of the Corps (2%), provide better employee selection (2%), don't know/no suggestion (2%), hire more temporary/student employees (1%), issue more/longer law enforcement contracts (1%), allow for specification of jobs to eliminate general ranger as in the National Park Service (1%) and provide better access to law enforcement data (1%). The final 2% were comprised of a number of suggestions made by one individual.

Manager Success Stories

Managers, like rangers, had a variety of responses when asked about success stories in the VA program in which they participated (Appendix K). Many described the successes of those under their supervision in programmatic efforts (e.g. water safety education and life jacket loaner programs linked to fewer/no drowning), while others discussed their own hands-on experiences in VA work. A number of manager stories displayed pride in their VA staff, especially when describing the opportunities to reward VA personnel for meritorious or heroic action that saved a life. Others looked to the future with implementing cutting edge training as a preventative measure to reduce and securing grants to improve visitor and employee safety and facilities. A minority of managers did not have a success story to share.

DISCUSSION AND RECOMMENDATIONS

Discussion and recommendations are provided together. Recommendations are based on the data and the senior author's knowledge and judgment. This is an independent look at the VA program and may not reflect all the complexities of Corps policies and authorities.

Safety for Visitors and Employees

When rangers were asked to rate the level of safety for visitors and employees in 2010, 77% responded safety was good for visitors and 61% for employees. Conversely, 4% believed it was poor for visitors and 13% for employees. When managers were asked the same questions, 77%

assessed safety as good for visitors. Managers as a group were not asked to assess employee safety.

While in many fields these ratings would be viewed as acceptable, in terms of employee and public safety they both need to improve. Fortunately such improvement is the clear trend in safety over the previous 1995 study. In 1995, 70% of all respondents assessed visitor safety as good and 51% of rangers assessed ranger safety as good compared to 77% for visitor safety and 61% for ranger safety in 2010.

During the length of their tenure at their project, about half of ranger personnel assessed little change in visitor and employee safety in the 2010 study. However, of the other half who have observed a change in the level of visitor or employee safety, three-fourths see the change as positive for visitor safety and two-thirds as positive for employee safety. For managers, again about half felt that visitor safety had remained the same during their tenure at the project. Of the half who felt there had been change, 31% assessed that visitor safety had improved and 18% that it had declined. Again this is an improvement over 1995, when only 22% of the rangers said that visitor safety had increased during their tenure at the project, while 40% felt it had decreased and 38% that it had stayed the same.

This suggests a gradual and generally positive trend in safety. It is noteworthy that rangers as a whole view the situation becoming safer for visitors than employees. The discussion and recommendations that follow address the overall goal of improving safety for both visitors and employees.

Ranger Allocation of Effort

With less than 30% of VA time during peak recreation months spent on patrol, the Corps does not appear to be fully using the members of its work force who can enforce federal regulations and most effectively coordinate with local law enforcement. Both rangers and managers recognize this and support increases in time dedicated to patrol, environmental stewardship and preventative/educational programs (e.g. interpretive duty and water safety) during peak recreation seasons. Likewise, both rangers and managers support a reduction in ranger time allocated to computer-based administrative tasks, contract administration and fee collection. When rangers were asked for specific suggestions in workload allocation they were most supportive of reduction in computer-based administrative tasks and increasing the number of VA personnel. Managers were most supportive of increasing the number of rangers, reducing the amount of information requested on computerized tasks and reassigning/streamlining shoreline management and real estate contracts.

Recommendations for Ranger Allocation of Effort

- *Increase time allocation for patrol, environmental stewardship and preventative/educational programs in VA duties, especially during peak recreation season. Perceived need for additional VA employees may be negated if more time is spent on patrol for existing VA employees.*
 - *Use increased patrol time to strengthen ties with visitors, following a community policing strategy of catching problems early and understanding the dynamic of the project community*

- *Decrease time for computer-based administration and fee collection, as both can be done by others who lack the authority to enforce federal regulations and training to coordinate with local law enforcement*
- *Streamline amount of information requested for shoreline management, real estate contracts, etc. and seek ways to allocate those tasks to others unable to provide patrol services.*

Improving Safety for Employees and Visitors

Rangers are concerned about the safety of some patrol practices (e.g. solo late night patrol) and having the tools to more effectively patrol and better link with law enforcement partners. More than four in five ranger respondents and 70% of manager respondents were from projects with one or more local law enforcement contracts. Most rangers (85%) felt that contracted enforcement made visitors safer and 81% felt it made employees safer. Even a higher percentage of managers (91%) felt contracts made visitors safer and 88% felt they made employees safer.

These contracted enforcement personnel are the primary alternative to the Corps having its own police force. Based on the judgment of the rangers and managers who work with local law enforcement under contract, it appears contracted law enforcement represents an even greater opportunity for increased safety and efficiency if the projects without local law enforcement agreements/partners had them. However, just the presence of a contract is not sufficient. To be effective and efficient, contracted enforcement personnel need clear language, administration, cooperation and evaluation to target their efforts where they are most effective at enhancing visitor and employee safety and complementing ranger efforts. This presents an on-going challenge at the project level as local governments are dynamic and vary widely among jurisdictions. Local administrations often change more rapidly (e.g. by the election cycle, budget year, etc.) than Corps policy and personnel. Conversely, they are often slower to respond to changes in visitor use and behavior patterns than Corps rangers may desire.

These contractual enforcement relationships need to be further strengthened and extended across all projects practicable. Lacking this approach, there will be greater demand for a Corps ranger enforcement unit that will present its own set of challenges in terms of legal authority, employee and visitor safety, training requirements and fiscal implications. It will also challenge the current Corps approach of a multi-purpose ranger who can perform a wide variety of functions. In other major federal land-managing agencies, law enforcement personnel are solely focused on law enforcement with only tangential participation and responsibilities for other functions.

Until improved and increased contractual enforcement efforts and the other recommendations noted in this report are examined and where appropriate implemented, it is premature to recommend a certified police/ranger force for Corps projects as the approach to law enforcement services at projects across the nation. At a time when local units of government (as well as states) are searching for ways to maintain certified, trained law enforcement personnel, the ability of the Corps to purchase responsive, high quality policing services is enhanced.

The model of rangers in the National Park Service or the US Forest Service has been held up by some respondents in both the ranger and manager surveys as an alternative to the current approach used by the Corps for park rangers. Some suggest that having a separate, fully certified

Corps police unit would improve Corps employee and visitor safety. On a broad brush basis across these two agencies, this assertion does not seem to be supported by federal law enforcement statistics, especially in the case of the National Park Service. The US Justice Department (Reaves and Hart 2000, Reaves 2006) notes the National Park Service, which sees fewer visitors on an annual basis than the Corps, had the highest rate of assaults of any federal law enforcement land manager (55 assaults per 1,000 rangers 1994-98; 52 assaults per 1,000 rangers 2004) and the second highest rate of assaults of any federal policing agency (only the officers of the Bureau of Indian Affairs had a higher rate of assaults).

The group Public Employees for Environmental Responsibility, citing US Justice Department statistics, stated in an August 3, 2005 news release that National Park Service (NPS) officers are 12 times more likely to be killed or injured as a result of an assault than FBI agents (http://www.peer.org/news/news_id.php?row_id=561). They also assert in 2010 that the trend in violence against federal workers is increasing, especially for the US Forest Service (http://www.peer.org/news/news_id.php?row_id=1354). Fortunately, according to the US Department of Justice Federal Bureau of Investigation (2010) report on Law Enforcement Officers Killed and Assaulted, 2009 no officers from the National Park Service were killed from 2005-09 (<http://www2.fbi.gov/ucr/killed/2009/federalofficers.html>).

The USDA Forest Service, which is also seen as a federal model and sister land-managing agency in the Department of Agriculture had two enforcement ranger fatalities in the past four years during ranger patrol. In September 2008 in Washington State an armed Forest Service enforcement ranger was shot and killed after radioing in a call to dispatch concerning a convicted felon and a vehicle without license plates on a Forest Service road (The Everett Clinic, September 21, 2008). In 2010 an armed Forest Service enforcement ranger on night patrol in Georgia was shot and killed by two individuals who were coyote hunting and stated they mistook the officer for a coyote (<http://www.wsbtv.com/news/22772294/detail.html>).

Two other circumstances are responsible for the different approaches to law enforcement and security taken by the National Park Service (NPS), the Forest Service (FS), and the Corps. First, much of the land managed by the NPS and FS is remote and often minimally developed. Conversely, most Corps projects are near population centers, as projects are often designed with the explicit purpose of protecting population centers from flooding, providing hydroelectric power, improving navigation and providing nearby developed as well as dispersed recreation and quality natural resources for that local populace. Second, the Corps has a long history of working cooperatively with local and state level units of government, including contracting for services and being a federal partner in developing state outdoor recreation, park, fish and wildlife resources and public access. This is less likely to be the case with the NPS or FS, often because local partners may be unavailable. This lack of available local partners is clear when examining the exclusive jurisdiction NPS and FS have on many of their properties.

Recommendations for Contracted Enforcement

- *Make greater/more effective use of contract enforcement at every project with a VA program*
 - *Have an enforcement contract at every project with a VA program*

- *Eliminate Corps night patrol after midnight and before 6AM and transfer all such duties to contract enforcement*
- *Clear contractual wording and vigorous contractual administration with a focus on priority violations and patrol procedures tailored to individual Corps projects*
- *Increase emphasis on alcohol/drug enforcement in all enforcement contracts to the point where they are priority violations*
- *Increase the emphasis on visible presence of local law enforcement partners in all enforcement contracts to clearly demonstrate to the public the presence of certified law enforcement personnel at each project*
- *Provide joint training where possible with contractual law enforcement and Corps VA personnel on-site by project focused on priority violations and patrol procedures per contract specifications*
 - *Emphasize situational awareness training for Corps VA personnel to limit dangerous encounters that need law enforcement response*
 - *Build contract enforcement officers' confidence in park ranger info/intelligence*
 - *Focus training on joint response to problems that rangers and managers identified as most frequently threatening Corps employees and visitors:*
 - *Alcohol/drug related issues*
 - *Fights/assaults/disorderly conduct*
 - *Domestic violence*
 - *Traffic issues*
 - *Theft*
 - *Vandalism*

Crime Prevention

In addition to strengthening partnerships with local law enforcement through contractual arrangements and training, Corps projects should focus on crime prevention. While not a direct focus of the ranger or manager studies, crime prevention is a critical aspect of improving employee and visitor safety (Nelson et al. 2005). While all crime is not preventable, it is important to manage the risk of crime and to take steps to protect public and employee safety by decreasing the likelihood of crime. *Crime Prevention through Environmental Design* (CPTED) is a valuable tool in this effort (<http://www.cpted.net/>). The National Crime Prevention Council (<http://www.ncpc.org/>) and other organizations provide a wealth of strategies that can reduce the incidence of crime on Corps projects. Many local law enforcement partners also actively use such strategies.

Recommendations for Crime Prevention

- *Focus on situational crime prevention in each project with a specific set of improvements developed in cooperation with local law enforcement*
 - *Target hardening and access control to reduce theft and vandalism*
 - *Better locks*
 - *Improved lighting*
 - *Use graffiti barrier on vulnerable surfaces*
 - *More effectively regulate vehicular access*

- *Target removal to make crime less rewarding*
 - *Remove unnecessary high value targets such as sites where cash may be available*
 - *Better secure necessary high value targets such as maintenance facilities with tools, vehicles and equipment*
- *Increase risk to potential criminals by increasing eyes and ears*
 - *Strengthen campground host program*
 - *Strengthen Corps Watch program*
 - *Improve natural surveillance at key recreation sites including vegetative management, lighting, etc.*
 - *Facilitate observation of illegal behavior by visitors and law enforcement*
- *Further restrict primary facilitators of crime/violation such as alcohol and drug use through regulation and enforcement*
- *Keep areas well maintained*
 - *Repair vandalized facilities rapidly*
 - *Remove graffiti*

Communications

Available, adequate and functional communications equipment is vital to visitor and employee safety. This was strongly emphasized by rangers and managers, as was the inadequacy of communications in many situations. Connectivity of communication channels with local law enforcement and access to law enforcement data are critical to enhancing situational awareness, helping rangers to make good decisions and reducing the incidence of rangers entering a situation to which they cannot effectively respond because they are not adequately trained or equipped or because they do not have the authority needed.

Recommendations for Communications

- *Improve communications equipment and capability of VA personnel to use it*
 - *Upgrade two-way radios and radio reception on projects*
 - *Seek improved cellular service on projects*
- *Increase VA access to law enforcement data (e.g. NLETS, ORI) to obtain criminal histories, wants and warrants*
 - *Consider making such access a condition of a local enforcement contract funds if lacking voluntary cooperation*

VA Training

VA training provides numerous benefits for Corps rangers and visitors. In addition to the obvious benefits of becoming more skilled at their jobs, rangers also develop a rapport with local law enforcement if their training is joint (e.g. regarding drugs, gangs, verbal judo, etc.). Considering that employees other than full-time permanent employees are likely to spend a greater proportion of their work time on patrol, training is especially important for these employees who usually have less work experience than full-time permanent employees. While training is a significant financial cost, the knowledge, skills, abilities and relationships gained from training can also enhance visitor and employee safety and reduce agency liability.

Recommendations for VA Training

- *Increased emphasis on VA personnel training with focus on employee safety as recommended by respondents*
 - *Self-defense training less than firearms*
 - *Drug identification, manufacture and distribution*
 - *De-escalation of violence/verbal judo*
 - *Gangs*
- *Use actual project incidents involving VA personnel in training, with a focus on:*
 - *Situational awareness*
 - *Appropriate response including coordination with local law enforcement*
 - *Success stories*

VA Personnel Hiring

VA personnel are generally a well-educated workforce, with 93% of permanent employees having a bachelor's degree and 99% having education beyond high school. A strong knowledge base of natural resource-based recreation management is crucial to effectively manage visitors, employees, resources, and facilities in Corps recreation settings. This holistic education is preferred to a more narrow educational background in a field such as criminal justice, which focuses on law enforcement, with a weaker knowledge base concerning outdoor recreation, natural resources and facilities. Training is likely to be ineffective in broadening a criminal justice outlook to the broader role of natural resource recreation management. However, training is much more effective in strengthening skills of a natural resource recreation manager in the area of visitor and employee security, enforcement of federal regulations and cooperation with local law enforcement. It is also important to note that VA duties are unique in that they require physical fitness as well as emotional stability.

Recommendations on Ranger Hiring

- *Hire VA personnel that are physically and psychologically fit for duty to enforce appropriate federal regulations and cooperate with local law enforcement*
 - *Encourage continued physical fitness/health throughout an employee's career in the VA program*
- *Hire VA personnel that have a broad-based bachelor's degree or higher in natural resources, preferably with significant emphasis on outdoor recreation management*

Ranger Roles and Uniform

The roles of VA personnel should be clearly defined to visitors, employees and local law enforcement. Based on the responses to this survey, those roles have not been clearly defined based on the perceptions of VA personnel and managers. VA personnel are on duty to manage employees (including themselves), visitors, resources and facilities and to assist in their protection. All aspects of this set of roles are important. This broad-based management orientation does not appear to be well understood by visitors. One factor influencing this according to VA personnel and managers is the park ranger uniform. While slightly more than a third of ranger respondents felt it made them safer than other Corps employees (primarily because of its resemblance to a police uniform), only slightly less felt it made them less safe (primarily because of its resemblance to a police uniform without the training, tools or authority),

while the rest felt they were no more or less safe than Corps employees dressed in other ways or they were uncertain. Managers were similarly divided on the influence of the uniform on employee safety.

Recommendations on Ranger Roles and Uniform

- *Interpretive messages at every project should clearly spell out to visitors the role of Corps park rangers*
- *The uniform needs to reflect the roles of VA personnel, not just enforcement of federal regulations*
 - *The Corps should work across the VA community to define and design a uniform that reflects the VA role and authority*
 - *The appropriate code of federal regulations and partnering with local law enforcement should be enforced*
- *If a law enforcement contract is in place, local unit contract enforcement should be emphasized through interpretive and other communication*

CONCLUSION

By most measures Corps projects and facilities host more recreational visits than any other federal resource management agency. By all measures, the Corps hosts the most visits per acre of any federal resource management agency. This creates a challenging management environment that is important to many citizens and local economies as well as the Corps. Central to the effective provision of this recreation opportunity and its sustainability are the personnel of the VA program. This report summarizes ranger and manager experiences and opinions about the VA program and its implementation on Corps projects. It uses those responses to build to a series of recommendations to improve VA employee and visitor safety, as well as more efficiently and effectively manage the VA program and work with its contractual and non-contractual local law enforcement partners. It is important to note that the VA program and the rangers who provide on-the-ground and water services have many successes as can be best understood by reading Appendices E and H. Lives are saved, tragedies are prevented, and safe enjoyable outdoor adventures are experienced by hundreds of millions of recreational visits facilitated by the Corps VA program.

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SAM AR000127-SAM AR000156

Recreation Strategic Plan

April 2011



**US Army Corps
of Engineers®**

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DEPARTMENT OF THE ARMY
U.S. ARMY CORPS OF ENGINEERS
WASHINGTON, D.C. 20314-1000

MAR 31 2011

CECW-CO

MEMORANDUM FOR COMMANDERS, MAJOR SUBORDINATE COMMANDS AND DISTRICT COMMANDS, AND CHIEFS, OPERATIONS, MAJOR SUBORDINATE COMMANDS AND DISTRICTS

SUBJECT: U.S. Army Corps of Engineers National Recreation Program Strategic Plan

1. The enclosed USACE National Recreation Program Strategic Plan provides long-term guidance for our recreation program to ensure we continue to provide safe, quality outdoor recreation opportunities for the public in light of current budget realities. The plan recognizes that water-based recreation is the major attraction of USACE recreation areas. The plan represents a framework that can guide field manager decisions to achieve our recreation program strategic goals and objectives. It is effective immediately.
2. Over the past year, a talented, multi-disciplinary team of professionals from the Natural Resources Management, Hydropower, and Planning CoPs developed this plan with input from Divisions, Districts, and field offices. It provides field managers with flexibility and options to make changes necessary to implement sound fiscal operations, pursue new partnerships and leases, promote environmentally sustainable behaviors, and strengthen the workforce.
3. To assure its effectiveness, the plan must be available, understood, supported, and used at all levels of the organization. I expect you to ensure it is widely distributed to all Communities of Practice, and to Operations Project Managers, in particular. To introduce the plan and its intended purposes, a series of field-focused webinars will be conducted in the near future. I strongly encourage you and your staff to participate and learn more.
4. I commend all who actively developed or provided input to this plan, which is essential to proactively guide the future of water-based recreation for the public. My POC for this subject is Pep Persio, (202) 761-0036.

FOR THE COMMANDER:

A handwritten signature in black ink, appearing to read "W. T. Grisoli".

Encl

for

WILLIAM T. GRISOLI
Major General, USA
Deputy Commanding General
for Civil and Emergency Operations

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Introduction

As the nation's largest federal provider of outdoor recreation, the U.S. Army Corps of Engineers (Corps) manages 12 million acres of lands and waters at Corps water resource development projects across the country. The recreation mission of the Corps is to manage and conserve natural resources, while providing quality public outdoor recreation opportunities to serve the needs of present and future generations. As a result of budget realities, it is necessary for the Corps to change the way it delivers recreation services to the American public. While there have been some changes in the recreation program over the last 20 years, beginning in 2008, funding levels necessitate a number of changes in on-the-ground operations at a growing number of recreation areas. Looking ahead, it became evident that the downward trend in funding would continue and that a national strategy was needed to guide future program and operational changes. The first step in the strategic planning process was the identification of a number of actions and activities that were needed to create a foundation of tools and information to build the strategy and adapt the program over both the short and long term. In early 2010, a diverse team of Natural Resources Management professionals and representatives from the Hydropower and Planning Communities of Practice was convened and given the responsibility to develop a long-term strategic plan for the Corps recreation program.

The plan recognizes that a major attraction of Corps recreation areas is water based recreation and incorporates initiatives to link people to water. It provides a framework for local managers to use in making decisions to continue providing public access to the water, while maintaining the Corps role as the nation's leading federal outdoor recreation provider. Local managers will work with the public and their partners in the implementation of the strategy.

The plan includes goals, objectives, and priorities for changes in the program. There are a set of on-going and potential actions that may be undertaken at various organizational levels. On-the ground managers may choose to use these actions to help guide management decisions toward the goals. Implementation of this strategy will occur over time so as to accomplish changes within the context of budgets, staffing, and organizational structure. Through creativity, innovation, strong partnerships, and environmentally sustainable stewardship, quality recreation opportunities will continue to be available to the public.

“We are proud of the long history of recreation services that the Corps has provided to the public. In order to continue to do that in a quality manner in the future, we must be flexible and adaptable. This plan provides our managers, districts and regions the guidance to move in the right direction”

-- Mike Ensich,
Chief of Operations,
U.S. Army Corps of
Engineers

Scope of the Program

Currently, the Corps is the nation's largest provider of water based recreation resources. Due to the role played by Corps projects and their authorized purposes, most of these resources are near metropolitan areas and many of these metro areas are anticipated to experience significant population growth in the next decade. The only island of green for many Americans is a Corps project. Part of the natural resources management program, the Corps recreation program shares responsibility for stewardship of, resource protection for, and visitor assistance on nearly 12 million acres of land and water.



Facts about the Recreation Program

- 4254 recreation areas at 422 Corps lakes in 43 states
- Hosts about 370 million visits annually
- 90% of Corps lakes/rivers with recreation areas are within 50 miles of a Metropolitan area
- 60, 813 volunteers worked 1.5 million hours providing service to the agency valued at over \$30 million

FY09 Statistical Information



Overarching Strategy & Transformation

The Corps will continue to deliver a quality recreation program that is resilient in light of today's fiscal realities and responsive to the changing needs of the American People. In order to continue providing safe, high quality outdoor recreation opportunities and manage resources, while simultaneously addressing funding challenges, the Corps recreation program must transform. As a result, the Corps will redefine how it provides services and ultimately will directly deliver fewer recreation services and opportunities with a reshaped workforce in the future. However, this reshaped workforce will continue to integrate recreation service delivery and associated funding requirements into the multipurpose missions performed at Corps projects. The Corps will use performance measures to guide decision making and will focus its resources to provide recreation amenities, services, and opportunities where they are needed most to allow people and water to meet in a safe manner.

Meeting the public's needs and continuing to provide a full range of outdoor recreation opportunities will require collaboration. The Corps will maintain and enhance existing relationships while seeking new and innovative types of relationships with federal, state and local agencies, volunteers, non-government organizations, cooperators and others to provide certain recreation services and opportunities to the public. In order to achieve this, new authorities and revised policies are needed. Recreation opportunities will continue to be provided on Corps projects throughout the country and the Recreation Program will adjust its opportunities and facilities to meet public demand for outdoor recreation while balancing fiscal reality. The Corps will continue to have a direct delivery presence in all geographic areas.

As the recreation program transforms, ultimately, the outcome is to have a program that is sustainable; able to adapt to fiscal challenges, safeguards the environment, and continues providing recreation opportunities. The program will be different in the future. This strategy defines the end state, and the following values and roles describe what is fundamental as the transformation occurs.

Values & Roles

People and Water Meet: *The recreation program will manage and provide a variety of ways to maintain public access to Corps water resources.* As the nation's largest manager of domestic water resources, including nearly 55 thousand miles of shoreline that provide access to lakes and rivers, the public turns to the Corps for opportunities to connect with the water. Opportunities for people and water to meet include water-based recreation and related activities, physical contact with the water, and viewing the water.

This value/role is grounded in: 16CFR460I-12; 16USC460I; ER1130-2-550; project congressional authorizations



Safe and Accessible: *Recreation amenities, offered by the Corps, its partners, and lessees, will be managed in a way that protects the safety of the visitor and allows access by all, regardless of ability. The Corps has a responsibility to educate the public on how to access and play in, on, and around the water safely.* With such a substantial water resource base and large number of visits, the Corps is obligated to promote and enforce safe behavior. Facility design, operation, and maintenance will ensure that recreation amenities are safe and in good condition for use by visitors.



This value/role is grounded in: 36CFR327; ER1130-2-550; ADA Regulations; Water Safety Program Authority; EM 385-1-1; Corps Watch Property Protection Program; ER 1130-2-540

Resource Protection: *As one of the federal agencies managing public land and waters in the U.S., the Corps has the responsibility to protect these resources for present and future generations to use and enjoy.* The Nation's natural and cultural resources are a precious asset. Management of this asset requires a professional team that possesses skills and competencies to balance the needs of the visiting public with conservation of the resource. With over three fourths of the U.S. population living in urban areas, the need exists for educating the public on the natural and manmade systems at Corps projects. By interacting with visitors through interpretive programs and outreach programs in the community, the natural resources program is positioned to be a key information provider on all aspects of the Corps Civil Works Mission.



This value/role is grounded in: 36CFR327; ER-1130-2-550, EO 13514

Healthy Communities: *The Corps will promote and engage members of the community, military, and public to participate in healthy outdoor activities on Corps lands and waters.* As part of the U.S. Army, the recreation program has an inherent connection with the military and an opportunity to support the wellness and readiness of military personnel and their families. Corps projects also provide recreational opportunities that serve regional communities by being a place for people to pursue active recreation and healthy lifestyles, and for friends and families to spend time together connecting with each other and the natural world. Some areas serve as important tourist destinations attracting visitors from throughout the nation that contribute to regional economies. The natural resource management program's contact with the public creates opportunities for the Corps to participate in Administration initiatives and other national campaigns on health and wellness.



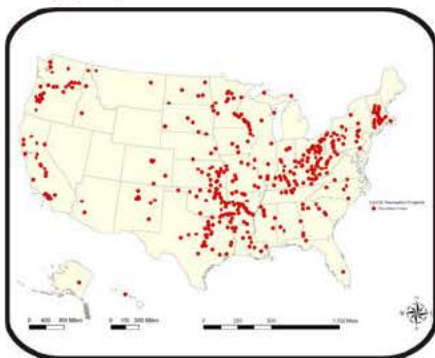
This value/role is grounded in: 36CFR327.1; American's Great Outdoors Initiative; Let's Move Initiative; Children in Nature; Wounded Warriors

Attractive Partner: *The Corps will work with partners to ensure quality services for the public.* The Corps recognizes its responsibility to provide the public with safe and healthful recreation opportunities. To fulfill that obligation, the recreation program collaborates with individuals and other entities to deliver recreation services to the public. Specific new authorities and revised policies are needed to allow the Corps recreation program to more fully engage current and potential partners, volunteers, and service providers.



This value/role is grounded in: ER1130-2-550; ER 405-1-12; EP 1130-2-500; PI 89-63

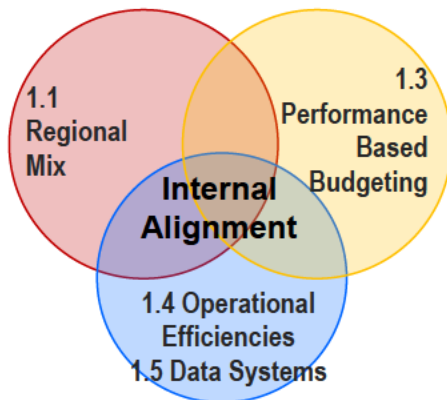
Geographic Distribution: *Recreational opportunities will continue to be provided throughout the country, through a variety of operational alternatives that include leases, partnering, and direct delivery.* Recreation opportunities are available at nearly every Corps lake in the U.S. and are valuable regional recreational assets that are part of the federal public lands system. The Corps outstanding legacy of providing quality access to recreation on public lands will continue.



This value/role is grounded in: 36CFR327.1, Guiding Statements of PDT, America's Great Outdoors Initiative

Priorities for Change

While each goal is important and every objective contributes to a transformed and repositioned Corps recreation program, these priorities for change will modify the program most quickly while staying grounded in the program's values and roles. The priorities for change will align the program with current and projected fiscal reality, strengthen the program's ability to partner effectively to ensure access to water recreation for present and future generations, and focus communications with internal and external audiences.



Internal Alignment

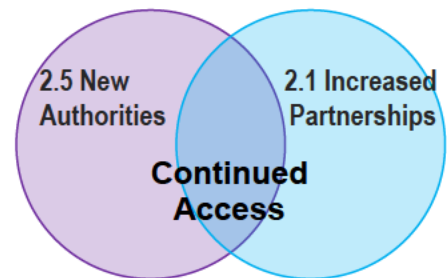
Aligning program with current fiscal reality

Internal Alignment (listed in priority order)

- Ensure continued visitor access to water recreation opportunities within a reasonable commuting range.
- Retain unique opportunities, reflecting the spectrum of water recreation opportunity.
- Manage locally and regionally for an appropriate mix of facilities and services from an agency and customer perspective.
- Accelerate use of and expand performance-based budgeting to align the program with current fiscal reality.
- Refine and utilize managerial systems to increase accuracy, credibility, ease of use, transparency, and ability to make national comparisons.
- Align staffing levels to take into account difficult issues (like shoreline management) that require significant recreation funds to administer.
- Utilize existing authorities and partnerships in creative ways to reduce operations and maintenance expenses and to maintain service levels.

Continued Access

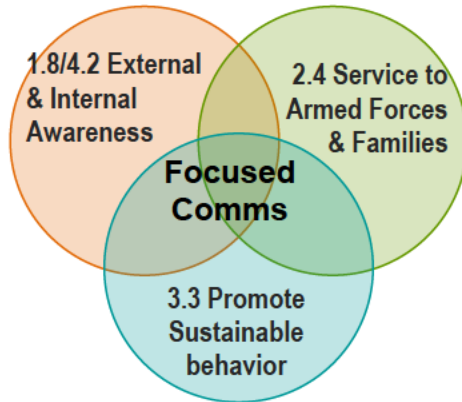
- Evaluate current authorities to determine comparability to other federal land management agencies such as fee collection and retention, cooperative management, and increased partnership capabilities. Identify needed changes in authorities and policies.
- Balance declining fiscal resources with a corresponding increase in partnerships and outgrants.
- Preserve some level of public access to water resources and recreation opportunities at all projects.



Continued Access

New authorities and partnerships to ensure access to water resources for present and future generations

- Enable the Corps recreation program to partner in new ways, more easily, and more productively with outside entities.
- Enable the Corps to supplement appropriated funding with fees in order to maintain public safety, address deferred facility maintenance, invest in site upgrades to meet customer needs, and, ultimately, to sustain local partners and communities.



Focused Communications
Educate and inform internal and external audiences

Focused Communications

- Expand communications and marketing at the national level to more fully engage current and potential partners, volunteers, and service providers. (The Corps is seldom recognized as the largest provider of outdoor recreation in the country though Corps water resource projects are a large part of the outdoor experience in America.)

- Recognize and advocate for Corps recreation personnel. Corps recreation professionals are resourceful and highly skilled in their public interactions making them key assets to an agency like the U.S. Army Corps of Engineers.

- Internally communicate the many ways that the recreation program and recreation professionals support the Corps and its mission.

- Strengthened communications and relationships with military installations and local communities will help meet the recreation needs of

both military families and the general public, thereby increasing use of Corps recreation facilities by the general public and active duty, retired, and reserve military veterans and their families.

- Promote agency and public behavior that minimizes negative environmental impacts.

Taken together, these priorities for change will initialize the transformation and repositioning of the Corps recreation program. They will inform the difficult decisions that will align the program with financial realities, deliver the program through an expanded network of partners and partnerships, and increase awareness of the program to internal and external stakeholders. Finally, they will ensure that present and future generations will have recreational access to Corps water resources.

Goals & Objectives

At the heart of the Recreation Strategic Plan is the following series of Goals and objectives designed to transform the program for future sustainability. The four goal areas focus the program over several facets. Aligning internally to use our systems and funds wisely to ensure recreation program is sustained and to ensure we provide the services & facilities needed by the public. Balancing reductions in direct delivery with new resources that can be gained through partnerships, grants, authorities, etc. in order to maintain & improve the recreation program, facilities, and opportunities. Addressing our environmental stewardship responsibility and how we will lead by example and encourage others to be good stewards. And building the team to take on new roles they may have as the program is reshaped and repositioned for the future.

Goal 1: Implement effective, reliable and adaptive operation and maintenance of resources that provide safe and healthy recreation experiences to meet the needs of current and future generations.

When we achieve this goal, we will ensure continued public access to Corps water resources with safe, attractive, and functional facilities that contribute to the vitality of individuals, families, and communities while being cost effective to the agency.

The primary focus of the Corps recreation mission is to provide safe and healthy outdoor experiences at Corps projects. As competition for funding tightens, the Corps needs to reposition its financial and human resources and seek alternative methods to preserve its public service mission. Recreation resources will be managed in an efficient and adaptive manner, while also being as responsive as practical to changing demographics, user demands, and trends. Unique recreation opportunities can be found at Corps projects across the nation and these recreational resources are a public asset. A range of management options will be developed to enhance efficiency, meet budget goals, maintain a regional geographic presence, and provide a diversity of recreation opportunities for current and future generations. The Corps will provide proactive and open communication that both informs and educates.

1.1 Determine appropriate regional mix of facilities and services to meet the needs of current and future visitors.

Inform the strategic provision of recreation resources and opportunities through a variety of management tools, visitor information, and national trends to understand the current and future needs.

Trends and visitor information should be considered to understand the current and future needs. A variety of methods may then be used to determine the appropriate regional mix of facilities and services. Proposed methods include development of taxonomies or classification systems and peer review of management and operations. Such tools will allow managers, districts, and divisions to analyze/assess the

capabilities, strengths, and weaknesses of existing staffing, facilities, service levels, and risks among projects, while maintaining a recreation program, which has a presence throughout the country, and provides diverse recreation amenities and recreation settings (urban-adjacent to rural).

1.2 Establish national benchmarks for determining staffing levels at Corps-managed public use facilities that include consideration for non-recreation functions and contracting.

Create staffing benchmarks, based on 2009 Recreation Roadmap Staffing Analysis , area characteristics, and service profiles, to better understand program operational variances and required staffing levels.

Expanding the Staffing Analysis, conducted as part of the 2009 Recreation Roadmap, to better capture the relationships between certain activities and human resource needs. Analysis of non-recreation functions and contracting should not be overlooked. The creation of staffing benchmarks, based on common recreation area characteristics and service profiles, may be used to assess project capabilities, value to the customer, and the continued provision of safe public access.

1.3 Proactively reallocate recreation budget through development and use of additional/alternate performance based criteria and improved data accuracy to achieve fiscal sustainability while maintaining program viability and appropriate customer service and safety levels on a local, regional, and national scale.

Balancing fiscal reality with service provision on a local, regional, and national scale will require improved data accuracy, additional or alternate performance measures, and less reliance on historic average based budgeting.

Proactively reallocate recreation budget through development and use of additional/alternate performance-based criteria that reflect relevant factors such as the costs of accommodating visitors and operating recreation areas, utilization, etc. to achieve informed decision-making and reduce or eliminate ties to historic average-based budgeting. Improve data accuracy to achieve fiscal sustainability while maintaining program viability and appropriate customer service and safety levels on a local, regional, and national scale.

1.4 Identify sectors for additional operational efficiencies on the ground and implement changes that improve area or project level efficiency.

Address opportunities for continued efficiency improvement, through tools and technologies, resulting in benchmarks and strategies for optimal efficiency gains.

While flat budgets have required projects and recreation areas to operate more efficiently, there remain areas for additional improvement. Assess existing facilities,

including facility condition, public use patterns, and visitor and stakeholder input to determine what changes are required to support current and future recreational activities and adjust the program to eliminate duplicate or underutilized areas. The program will be required to develop cost-effective strategies and to identify and utilize technologies, tools, and practices to enable the Corps to provide sustainable recreational opportunities.

1.5 Improve accuracy, efficiency and effectiveness of management support systems/technology.

Managerial decision making support systems will be necessary, transparent, consistent, accurate, and easy for the field to use and maintain.

There are technologies, tools, and practices that enable the Corps to provide and track recreation operations, but they need to be balanced against the administrative workload they create. Efficiency can be addressed in a variety of ways including better interconnectivity, streamlined data calls, and ensuring that the managerial decision-making support systems are transparent, consistent, accurate, and easier for the field to maintain and use.

1.6 Utilize Asset Management Initiative as well as internal assessment systems to develop a national approach to identify and prioritize deferred maintenance items at recreation areas.

Address the significant amount of uncompleted, non-recurring, non-routine facility maintenance needs and participate in the Asset Management Initiative by developing a risk-consequence matrix appropriate for recreation areas.

Continually evaluate facilities and programs to measure use, conditions, and needs with a priority placed on addressing the significant amount of uncompleted, non-recurring, non-routine facility maintenance needs. Meet requirements of the Asset Management initiative through development of risk-consequence matrix appropriate for the scope of recreation services provided by the Corps.

1.7 Enhance the ability to attract and utilize volunteer service resulting in an increase in the number of volunteers and total hours of volunteer service used to provide recreation services to the public and support operations and maintenance of recreation areas.

Clarified guidance on existing authorities, determination of missing authority, and sharing successful practices will improve the system-wide consistency, attractiveness, and utilization of the volunteer program.

Lack of authority and inconsistent interpretation of existing authorities across divisions hinders the ability of many projects to take advantage of opportunities to utilize volunteers effectively. Providing clarification and guidance with current authorities will

be an important step in identifying the areas where authority is lacking. Sharing of best practices and volunteer support will improve consistency of the volunteer program system-wide.

1.8 Increase public awareness of Corps recreation programs and opportunities through expanded communications and marketing at the national level and providing additional tools and opportunities for local communication efforts.

A multi-tiered communications and marketing approach, including both national and local initiatives directed at selected internal and external audiences, is critical to increasing awareness of Corps recreation programs and ensuring that current and future customers understand all aspects of the Corps mission.

The Corps will actively engage individuals, the Department of Defense, and stakeholder organizations to promote awareness of, advocacy for, and involvement in the Corps recreation program. A multi-tiered communications and marketing approach, including both national and local initiatives, is critical to increasing public awareness of Corps recreation programs and ensuring that current and future customers understand all aspects of the Corps mission.

1.9 Regularly evaluate visitor satisfaction, activity participation, demand, and economic activity related to Corps recreation areas.

Align recreation program facilities and resources with public demand using efficiently collected visitor information and evaluation of current and potential use changes related to shifts in demographics, user preferences, and activity trends.

Use existing recreation use surveys, current customer comment card form, existing data entry and reports and initiate regional visitor surveys to evaluate visitor satisfaction, activity participation/demand, and economic activity related to Corps recreation areas and develop cost-effective strategies to align recreational resources with public demand while addressing changing demographics, user preferences, and emerging activity trends.

1.10 Implement changes to the shoreline management program that reduce the impact to the recreation program and environment through a focus on cost recovery and fee retention.

Reduce adverse impacts to the recreation program and environment through changes to the shoreline management program.

Assess the shoreline management program and implement changes to reduce the adverse impact to the recreation program and environment through a focus on in-kind services, cost recovery, and fee retention. Evaluate quantity of recreation staff time

being used for shoreline management functions. Update the regulation to require environmental review prior to issuing land use permits.

1.11 Identify opportunities for better synchronization between environmental stewardship and recreation business lines due to overlapping program activities.

Improve synchronization between environmental stewardship and recreation business lines to improve fiscal and programmatic functionality of both programs and make the best use of the knowledge, skills, and abilities of NRM professionals.

It is common for rangers and other natural resources staff to perform both recreation and environmental stewardship functions. This overlap can make it difficult to isolate fiscal and programmatic functionality for analysis and adjustment. better synchronization between environmental stewardship and recreation business lines may improve funding of both programs and make the best use of the knowledge, skills, and abilities of NRM professionals.

Goal 2: Secure new resources and identify authorities needed to sustain public access to water resources.

When we achieve this goal, the public will have continued recreational access to water resources.

In response to flat budgets, new resources must be acquired in order to continue to provide safe public access to Corps projects for recreational activities. Opportunities exist internally and externally to develop and implement new collaborative approaches with other business lines and partners to achieve common goals. Authority limitations and inconsistent interpretation of existing authorities across divisions hinders the ability of many projects to take advantage of opportunities to solicit new resources to support the provision of recreation services. Recreation personnel are uniquely positioned within local communities to have an understanding of project capabilities and customer desires on the local level; building and maintaining those critical relationships. These new resources and management challenges can improve overall cost effectiveness of a project while allowing the recreation program staff to perform necessary activities and assume new roles. Modified congressional authorities or new legislation may be needed for achievement of this objective.

2.1 Increase use of partnerships, including internal and external, with states, counties, communities, private and non-profit organizations, and businesses, to provide recreation services to the public.

Incorporate the use of a diverse and flexible system of management strategies that will allow for regional differences in projects and the ability to utilize selected strategies effectively to continue delivery of recreation opportunities to the public.

The Corps will incorporate the use of a diverse and flexible system of management strategies that will allow for regional differences in projects and the ability to utilize selected strategies effectively. Some park related tasks are inherently governmental, such as enforcing Title 36 Code of Federal Regulations that governs the use of public property. However, there are opportunities to seek the involvement of other non-traditional non-governmental organizations (NGOs) in some aspects of the operation and maintenance of recreation areas. In providing recreational services to the public, the Corps will seek to increase the use of internal and external partnerships with states, counties, communities, private and non-profit organizations, and businesses.

2.2 Utilize recreation leases and outgrants in a strategic manner as an approach to meet public demand for water recreation at Corps water projects.

Clarify and standardize business practices to supplement and enforce lease provisions for both concessionaire and public park and recreation lease/outgrant areas to ensure these areas meet quality standards, provide public benefit, and contribute to Corps operational efficiencies.

In utilizing recreation leases and outgrants in a strategic manner, the Corps will take into consideration the recommendations of the recreation leases/outgrants Initiative. The Corps will seek to modify and clarify standard lease conditions to include provisions that support Corps operational efficiencies such as visitation monitoring, submission of data, and Corps identity branding onsite in leased/outgrant areas. Standard business practices will be used to enforce lease provisions for both concessionaire and public parks and recreation lease/outgrant areas to ensure lessees continue to provide the public services and benefits currently provided by the Corps.

2.3 Leverage appropriated dollars through grants, sponsorships and philanthropy.

Identify potential alternate funding sources and seek appropriate processes to acquire such funds in order to augment the value of appropriated funds.

The Corps will seek out and identify available grants, sponsorships, and philanthropy opportunities. Partners will be secured that can provide assistance in grant application and administration. Guidance will be developed for: 1) sponsorships of Corps managed events or amenities, and 2) The use of donations that allow for a broader pool of donors.

2.4 Strengthen relationships with military installations to meet the needs of both military families and the recreating public to foster use of Corps facilities by active duty, retired, and reserve military veterans and families.

Contribute to the readiness and resilience of military members and their families through their participation in activities and programs at Corps lakes and rivers.

The Corps will strengthen its unique relationship with the U.S. Armed Forces. Recreation programs and services for military members and their families will be expanded. The Corps will promote safe and healthy outdoor recreation opportunities at Corps projects to all U.S. Armed Forces personnel, military families, and veterans.

2.5 Identify new authorities needed for fee retention and partnerships for mission-related purposes.

Continue to identify, analyze and evaluate authorities and policies such as fee collection and retention without budgetary offset and increased partnership capabilities. Identify potential policy and authority needs. Information related to the analysis and recommended solutions will be available to the field as a resource for further use.

To continue providing recreational opportunities for the public, the Corps needs additional authorities in the following areas: fee retention without budgetary offset and increased capabilities to provide assistance to and cooperate with partners for mission-related purposes.

Goal 3: Utilize recreation resources to promote environmental sustainability.

When we achieve this goal, we will set the standard and educate the public about the importance of resource stewardship through facilities and programs that serve as examples of this message.

Promote environmental sustainability in all aspects of recreation resources management. Coordination with external and internal elements will result in a shared vision that balances economic, environmental, and social objectives. The Corps will recognize the impacts of operations on others in the region and work to find mutually acceptable outcomes. By serving as an example, recreation areas and personnel (including volunteers and partners) will encourage stewardship and an environmental ethic among visitors.

3.1 Maintain a recreation program that is consistent with the Environmental Operating Principles and supports internal environmental initiatives.

The Corps will integrate Environmental Operating Principles and other environmental regulations/initiatives in to day-to-day decision making and long range planning.

The Corps will follow the Environmental Operating Principles and act upon existing and new environmental regulations or initiatives. A key to success will be integrating environmental considerations into day-to-day decision making and long-term planning processes.

3.2 Enhance community-based stewardship opportunities at recreation areas.

Increase community involvement in and stewardship of Corps recreation areas through leveraging of existing national stewardship opportunities, expanding partner involvement and volunteer program support.

Stewardship of the resource can be a tool to increase community involvement in the operation and maintenance of recreation areas. Seeking opportunities to leverage resources at all levels to promote and expand regional stewardship opportunities and expand on the existing partnership/volunteer framework will be the foundation to increase community involvement.

3.3 Promote sustainable behavior and incorporate environmental sustainability into Corps messages related to recreation areas and activities.

Communicate and reward internal management practices and visitor behaviors that result in the environmentally sustainable management and use of recreation areas.

The recreation program has an opportunity to communicate key messages to the public through interactions with visitors. Increased efforts should be made to communicate and encourage sustainable behaviors by visitors to Corps projects. Efforts should be made to communicate and reward management practices that result in environmental sustainability at recreation areas and projects. .

Goal 4: Build and cultivate a competent, disciplined, and resilient team equipped to deliver high quality solutions.

When we achieve this goal, the recreation program will be an integral part of a standard-setting agency team.

The NRM Community of Practice (CoP) contains professionally trained, highly motivated employees who maintain a high degree of technical competence. Cross pollination of these employees into regional business lines will further the Agency's ability to respond to the future demands on our natural resources. Present and future

recreation professionals will be trained to accomplish a wide range of complex and technical tasks that are not currently inherent to the recreation portfolio. Sustainability of this CoP will be enhanced by integrating partners into all training and team-building considerations.

4.1 Identify, develop, maintain, and strengthen a highly qualified workforce with technical competencies in various Communities of Practice (CoP) to ensure stewardship of the resource.

Use existing educational and training resources along with the creation of new incentives and assets to recruit, develop, and maintain the most adaptable workforce in the Corps.

The NRM CoP will continue to recruit, develop, and maintain a highly adaptable and capable workforce. All existing developmental, educational, and training resources will be used in this process. Along the way, the Corps will identify and leverage new and incentive assets and programs for keeping the workforce one of the most adaptable in the Corps. Program successes and innovative solutions to management challenges will be recognized, shared and rewarded.

4.2 Communicate the role of the park ranger and other recreation program staff to Commanders, other Corps elements and the public.

Increase the awareness of Corps park rangers as valued and vital members of the Corps and as premier stewards of recreation and natural resources.

The NRM CoP has technical, practical, and personal skills that are adaptable and valuable to a wide range of agency missions, yet remain a relatively unknown and untapped internal asset. Development of key internal and external messages will showcase the diversity of the NRM professional, and their ability to serve in a wide variety of roles within the organization. This will increase the awareness of the CoP internally as a valued and vital member of the Corps and externally as a steward of the nation's recreation and natural resources to the public.

On-going or Potential Actions

The following material represents the consolidation of input received from several sources resulting in a set of actions relevant to the Goals and Objectives of the Recreation Strategic Plan. These actions are provided as a resource for the individuals or teams that will be implementing or supporting achievement of the plan objectives. The actions are not all inclusive and are not considered mandatory in order to achieve the goals and objectives. Instead they are provided as a menu of options available and represent the types of things that are being done or could be done to support the Goals and Objectives. Goals and Objectives are summarized into a key phrase to reduce space consumption in the document.

Goal 1 – Effective O&M, meeting customer needs

Objective 1 – Regional facility/service mix

- 1.1.a. Develop a taxonomy/spectrum/classification system of Corps water resource projects based on characteristics such as current/future population density, complexity of the resource, available recreation in the area, uniqueness of the opportunity, and other variables.
- 1.1.b. Consider the trends related to needs and preferences of current and anticipated future local and regional visitors to Corps lakes to determine demand and/or adjustment to recreational opportunities for consideration in management decisions.
- 1.1.c. Develop peer review panels that consist of in-house, other MSC, or agency staff to evaluate management consistency and content and to recommend specific management alternatives.

Objective 2 - Staffing

- 1.2.a. Expand staffing analysis to include creation of staffing benchmarks based on common recreation area characteristics and services.
- 1.2.b. Evaluate quantity of recreation staff time being used for non-recreation functions (e.g. shoreline, invasive species, flood risk management O&M, environmental stewardship and compliance, etc).
- 1.2.c. Develop method to compare costs of service contracts versus using government employees to perform services.

Objective 3 - Proactively reallocate budget

- 1.3.a. Use performance-based criteria that reflect relevant factors such as the costs of accommodating visitors and operating recreation areas (i.e., cost/visit to Corps operated recreation area), utilization, etc. to achieve informed decision-making and reduce or eliminate ties to historic average-based budgeting.
- 1.3.b. Participate in VERS modernization efforts to improve the accuracy of Rec-BEST in budget preparation and decision-making.

- 1.3.c. Refine and utilize nationally developed online management tools such as the NRM Gateway, the Recreation Self-Assessment Online Tool, Rec-BEST, OMBIL, and ES-BEST to manage the recreation business line practices and decisions.
- 1.3.d. Analyze alternatives for a one-time reset/realignment of the Rec-BEST budget allocation criteria to distribute the budget equitably across the country, while reducing or eliminating the ties to historical average-based budgeting.

Objective 4 - Additional operational efficiencies

- 1.4.a. Ensure that PDT's, consisting of division, district and onsite personnel, conduct periodic evaluations of each project's program operational efficiency and facility conditions at least once every five years as required by EM 1110-1-400.
- 1.4.b. Where cost effective and appropriate, expand NRRS Reservation Program to include kiosks POS system and fee collection operation in lieu of campground attendant and/or park attendant contracts.
- 1.4.c. Determine acceptable levels of campground occupancy, scaled based on certain criteria, and identify areas that fall below acceptable levels to be considered for operational or management adjustments.
- 1.4.d. Utilize RecStatus self-assessment tool to evaluate recreation area service level efficiency, improvement, and comparison of data nationally for decision making.
- 1.4.e. Develop incentive-based system to de-commission or develop alternative management plans for inefficient facilities.
 - SubAction:* Implement a 3-5 year program on a trial basis, where cost savings are retained for modernization or to address backlog maintenance at other recreation areas.
 - SubAction:* Increase flexibilities in closure policy (ER1130-2-550).
- 1.4.f. Increase the number of recreation professionals with \$100K warrants (e.g., authority to contract amounts under \$100K).

Objective 5 - Management support systems/technology

- 1.5.a. Utilize existing NRRS and CEFMS business data to improve efficiency and accuracy of estimating fee camping visitation. (Note: *part of VERS Modernization*).
- 1.5.b. Identify suite of IT capabilities that are required to perform basic recreation program functions.
- 1.5.c. Ensure that the managerial decision-making support systems (OMBIL, Rec-BEST, Rec Self Assessment, etc) are transparent, consistent, accurate, and easier for the field to maintain.

Objective 6 - Asset management/deferred maintenance

- 1.6.a. Develop a process to address the accumulation of \$474 Million in uncompleted non-recurring, non-routine facility maintenance needs.

- 1.6.b. Monitor the Asset Management Initiative to determine impacts to the recreation program and ensure that there is appropriate levels of participation.
SubAction: Develop/Refine tool for using risk & consequence as a ranking factor using data from existing NRM Databases to meet the Asset Management requirements (Risk - political, economic, safety, etc).
- 1.6.c. Assess the value, utility, and costs of all designated visitor centers.
- 1.6.d. Develop a PDT and/or a national approach to identify and prioritize top deferred recreation facility maintenance items and operational programs.
- 1.6.e. Reuse the assets of closed recreation areas, including leased areas returned to the Corps.

Objective 7 - Volunteers

- 1.7.a. Clarify or provide additional guidance for volunteer recognition, expense, and appreciation authorities.
- 1.7.b. Create awareness of the volunteer village concept as a tool for enhancing and growing the volunteer program.
- 1.7.c. Identify, collect, and share best management practices on the NRM Gateway.
- 1.7.d. Improve Corps branding on volunteer or contracted staff uniforms, equipment, and other items.

Objective 8 - Public awareness

- 1.8.a. Capitalize on the unique position of the Corps in water recreation and promote the safe and healthy outdoor opportunities on Corps projects to the public.
- 1.8.b. Assess suitability of communication tactics from American Recreation Coalition Recreation Strategy Group's "A New Strategy for the Recreation Mission of the USACE" for implementation.
- 1.8.c. Establish multi/digital media library of public outreach materials about the Corps for use in visitor center operations, campfire programs, community presentations, and communication products.
- 1.8.d. Utilize new technology platforms (podcasts, social media, GPS) to reach a broader audience. (*Note: this is underway on limited basis at certain locations but should be increased nationally*)
 - SubAction:* Identify and share best practices (e.g. examples in NRM Conference social media session, GETS).
 - SubAction:* Provide guidance to staff on the use of and development of content using new technology including social media, PDA's, wireless, etc.
 - SubAction:* Promote Corps Google Earth application and other innovative technology for the public to obtain recreation information.
- 1.8.e. Update "Value to the Nation" with current recreation program data and verify report outputs for accuracy.
- 1.8.f. Promote economic and environmental values of Corps projects at the local and regional level.

- 1.8.g. Promote health related benefits of recreation participation in activities typical at Corps recreation areas and strengthen ties with the local health community (Ex: USFWS Park Prescription program).

Objective 9 - Evaluate visitors

- 1.9.a. Develop cost effective approach to conduct recreation use surveys and initiate regional visitor surveys.
- 1.9.b. Review current customer comment card form, data entry, and reports for possible adjustment.

Objective 10 - Shoreline management

- 1.10.a. Assess the value of the shoreline management program in relation to other NRM responsibilities.
- 1.10.b. Analyze and implement the recommendations of the shoreline management PDT looking at impacts to the recreation program, environment, cost recovery, and fee retention.
SubAction: Establish limitations on shoreline management permits until shoreline management analysis is completed and approved.
- 1.10.c. Identify appropriate authorizing instrument and opportunities for accepting in-kind services versus payment of shoreline permit fees.
- 1.10.d. Update regulation to require Environmental Assessment prior to issuance of Land Use Permits.

Objective 11 - Recreation and environmental stewardship synchronization

- 1.11.a. Talk early and often with environmental stewardship about management priorities.
- 1.11.b. Investigate the possibility of merging recreation and environmental stewardship into one business line called natural resources management.

Goal 2. - New Resources/Authorities

Objective1 - Partnerships

- 2.1.a. Establish support system for partnering leadership at the national level and legal support for partnering agreements.
SubAction: Clarify/modify existing or develop field-ready partnership templates and resources on a national level with flexibility for adjustment to needs and conditions on a regional or local level.
SubAction: Develop a consistent message from HQ on partnership policies that include Office of Counsel across USACE.
- 2.1.b. Develop “Friends” group framework and strategy that responds to unique Corps water recreation opportunities and challenges.
- 2.1.c. Conduct periodic summit with stakeholders and key constituent groups on national and regional levels.

- 2.1.d. Prepare invitation to partner using handshake statistics and other partnership success stories to encourage/promote partners.
- 2.1.e. Develop advocacy strategy that includes involvement with national level association(s) or foundation(s).
- 2.1.f. Invite Corps Natural Resources Education Foundation or consider establishment of an additional national/regional Corps recreation foundation(s) to assist those projects without non-profit partners to provide operational and management support.
- 2.1.g. Collaborate with colleges/universities and professors to share Corps story and promote opportunities.
- 2.1.h. Improve Corps identity branding onsite in cooperatively managed, partnership and similar areas.

Objective 2 - Outgrants

- 2.2.a. Consider recommendations of the recreation leases/outgrants initiative for implementation.
- 2.2.b. Modify/clarify standard lease conditions and include provisions to support Corps operational efficiencies such as visitation monitoring, submission of data, and Corps identity branding onsite in leased/outgrant areas. Implementation may require adjustment to existing contracts and leases as they are renewed or included in new leases.
- 2.2.c. Develop standard business practices to enforce lease provisions for both concessionaire and public parks and recreation lease/outgrant areas to ensure lessees continue to provide the public services and benefits currently provided by the Corps.

Objective 3 - Grants, sponsorships, philanthropy

- 2.3.a. Identify funding opportunities that are within present authority (federal highway road program), sustainability/environmental grant programs.
- 2.3.b. Find partners (e.g. NRE Foundation, CESUs, Enterprise Teams) to assist in grant writing and administration.
- 2.3.c. Develop guidance for sponsorships of Corps managed events or amenities.
- 2.3.d. Review and revise guidance on donations to allow for a broader pool of donors.

Objective 4 - Military relationships and support

- 2.4.a. Capitalize on the unique relationship between the U.S. Armed Forces and the Corps to promote the safe and healthy outdoor recreation opportunities at Corps projects to armed forces personnel, military families, and veterans.
- 2.4.b. Expand programs and services for military members and their families (ex. Purple Camps operated by NGO's).

Objective 5 - New authorities & fee retention

2.5.a. Continue to identify, analyze, and evaluate authorities and policies such as fee collection and retention and increased partnership capabilities. Information related to the analysis and recommended solutions will be available to the field as a resource for further use. Areas identified for changes to meet the goals and objectives of this Strategy include, but are not limited to:

SubAction: Authorities for fee collection and retention without budgetary offset, as well as areas where the Corps could benefit from authorities comparable to other federal land management agencies who use retained fees to address project specific needs.

SubAction: Policies that pertain to funding schedules for partnership projects with partners.

SubAction: Authorities to partner with lessees and allow these partnerships to be eligible for the Handshake Program, and consider increasing dollar amount for the Handshake Program.

SubAction: Authority to expend funds outside project boundaries when it directly benefits the Corps programs.

SubAction: Authority for joint funding of interpretation materials.

SubAction: Review and update regulations on Visitor Centers.

SubAction: Authority to market/promote opportunities at Corps water projects and “tell the Corps story.”

SubAction: Authority for *partners to utilize* funds in the execution of partnership agreements on Corps lands.

SubAction: Authority to enable partners to be more fully engaged (integrated) in the management and promotion of recreation areas.

2.5.b. When appropriate and within legal authorities, utilize existing policies to jointly manage parks and recreation areas.

SubAction: Develop “Pilot Projects” to evaluate the ability of private sector or Non-Governmental Organizations (NGOs) to effectively partner at Corps lakes and disseminate the results.

2.5.c. Determine types of amenities available to customers that are considered above the baseline and provide on a cost recovery basis (e.g. Internet connectivity, firewood, ice, etc) within parks.

Goal 3 - Environmental Stewardship

Objective 1 - Environmental Operating Principles

3.1.a. When possible, use LEED certified personnel and products in facility design and maintenance.

3.1.b. Adopt Sustainable Sites criteria where applicable on land-based recreation areas.

3.1.c. Update project master plans to include environmental sustainability elements.

- 3.1.d. Update shoreline management plans to include environmental sustainability elements.
- 3.1.e. Promote Environmental Operating Principles to internal and external audiences.
- 3.1.f. Achieve target objectives of Administration's Sustainability Initiative (EO 13514) with particular emphasis on improving energy, water, and petroleum efficiency and reducing waste generation.

SubAction: Reduce fossil fuel energy consumption through increased use of electric and hybrid vehicles throughout projects.

SubAction: Analyze and explore the use of solar and wind power to operate recreational facilities.

Objective 2 - Community based stewardship

- 3.2.a. Identify and contact potential partners for environmental stewardship activities and share mission aligned opportunities.

SubAction: Review and update partnership on NRM Gateway to include local community stewardship partners.

- 3.2.b. Develop a Corps-wide volunteer/steward recognition system/process specifically related to those who provide support for stewardship of the resource in recreation areas.
- 3.2.c. Build on existing national stewardship events to increase opportunities for community-based stewardship.
- 3.2.d. Research, identify, share, and implement best practices to increase community involvement in resource stewardship.

Objective 3 - Promote sustainable behavior

- 3.3.a. Develop an environmental campaign (similar to the water safety campaign) that promotes resource stewardship in recreation settings and educates the public. (Note: consider utilizing other existing campaigns like Leave No Trace, Tread Lightly, etc. for content and communication/outreach resources.)
- 3.3.b. Create incentives and reward system for environmental sustainability at recreation areas and by projects.
- 3.3.c. Incorporate importance of environmental sustainability into USACE brand.
- 3.3.d. Research, Identify, share, and implement best practices that have resulted in improved internal and external sustainable behaviors.
- 3.3.e. Establish and publish environmental targets for Corps users and partners.

Goal 4 - Team

Objective 1 - Workforce and technical competencies

- 4.1.a Utilize recruiting and employee selection processes and resources that get the right people in the right jobs.

SubAction: Participate in USACE recruiting, personnel development, and succession planning programs.

SubAction: Evaluate DA intern training model for possible adaptation to NRM.

- 4.1.b. Support professional development and career track enhancement opportunities for the recreation program workforce.

SubAction: Review and consider incorporating the NRM Career Development Steering Committee's recommendations.

SubAction: Expand CAP to MSC level and incorporate into overall leadership program.

SubAction: Continue to support Park Ranger CoP member's participation at Park Ranger conferences at the national, division and district levels.

- 4.1.c. Plan for and develop strategies to address retirement patterns and succession.

SubAction: Develop and release a straightforward flowchart/template to NRM CoP for use in succession planning.

- 4.1.d. Identify techniques that can be utilized in efforts to right-size the NRM workforce to meet current and future needs.

SubAction: Encourage use of VSIP/VERA to right-size NRM staff.

SubAction: Utilize techniques to retain high performing, skilled and valuable members of the recreation program workforce.

- 4.1.e. Develop the resources to enable employees to meet the demands of the new or prioritized roles and functions to be performed by the recreation program.

SubAction: Expand partnership training as a prospect course and component to ranger training curriculum, district orientations, and National NRM Conference.

SubAction: Develop a new training program for OPM's, natural resource managers, and lead rangers that focuses on community connections, involvement, and constituency building.

SubAction: Pre-train workforce for various deployable positions such as QA, contract administration, and emergency response and develop a database of skills.

- 4.1.f. Improve individual staff, as well as collective workforce, performance, efficiency, and safety through training, resources, technology, and other means.

SubAction: Expand the NRM recommended training list to include non-NRM prospect courses.

SubAction: Invest in technologies to support staff efficiencies and reduce data entry time.

SubAction: Continue to develop the NRM Gateway as a platform for professional skill-building and information.

SubAction: Review and Implement recommendations resulting from the comprehensive survey to ensure high levels of visitor and ranger safety.

SubAction: Develop a "Learning Consortium" that is made up of colleges and universities to address the training needs of various generations within the Corps.

- 4.1.g. Continue and expand recognition of excellent performance, management successes, and innovative solutions to management challenges.

SubAction: Develop a process for rewarding managers/employees that display innovation and develop and implement creative solutions to natural resource and recreation challenges.

SubAction: Promote Natural Resources Awards Program and develop additional incentives/categories as a means to provide positive recognition for doing a good job.

SubAction: Develop programs to recognize staff that develop or maintain partnerships that achieve improved efficiency in the recreation program.

Objective 2 – Communicate roles of Recreation workforce

- 4.2.a. Develop new resources that showcase the versatility of the recreation workforce.

SubAction: Park ranger/recreation “in-action” photos for use in a continuous-play PowerPoint program to be shown on the HQ close-circuit television system.

SubAction: Emphasize recreation staff roles such as first responder, resource monitoring, and supporting, protecting, and managing wildlife, land, cultural, water, and power supply resources.

- 4.2.b. Communicate the roles of park rangers and the recreation workforce internally and externally.

SubAction: Continue annual park ranger participation and presentation at the Pre-Commanders course at HQUSACE.

SubAction: Develop plans and tools to communicate the role of the park ranger to Commanders, other Corps elements, and the public.

SubAction: Support the Recreation Road Map’s communication plan and assist communications team with efforts to increase external awareness of the recreation program.

SAM AR000157-SAM AR000161

Table 10**GEORGIA****Offenses Known to Law Enforcement****by State by Metropolitan and Nonmetropolitan Counties, 2010**

[The data shown in this table do not reflect county totals but are the number of offenses reported by the sheriff's office or county police department.]

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny- theft	Motor vehicle theft	Arson ¹
Metropolitan Counties	Augusta-Richmond	1,084	36	127	648	273	14,303	4,222	8,530	1,551	63
	Barrow	214	4	7	5	198	1,170	264	820	86	8
	Bartow	224	1	23	34	166	2,470	740	1,515	215	0
	Bibb	231	3	13	45	170	2,520	674	1,598	248	0
	Brantley	32	0	4	4	24	284	194	90	0	
	Brooks	43	0	0	0	43	302	113	153	36	6
	Bryan	17	0	0	5	12	353	112	229	12	0
	Burke	156	0	0	0	156	682	235	423	24	
	Butts	36	1	8	5	22	550	126	376	48	3
	Carroll	362	0	9	10	343	1,457	480	847	130	11
	Catoosa	71	0	9	3	59	1,047	218	706	123	2
	Chatham	0	0	0	0	0	0	0	0	0	0
	Cherokee	133	1	12	26	94	2,010	525	1,367	118	5
	Clarke	0	0	0	0	0	1	0	1	0	0
	Clayton	0	0	0	0	0	0	0	0	0	0
	Clayton County Police Department	1,031	12	74	434	511	9,418	4,266	3,849	1,303	33
	Cobb	1	0	0	0	1	0	0	0	0	
	Columbia	72	1	10	15	46	2,323	376	1,860	87	9
	Coweta	91	1	19	14	57	1,436	497	845	94	6
	Crawford	33	1	4	1	27	459	141	277	41	
	Dade	37	1	4	0	32	200	49	124	27	0
	Dawson	18	0	0	0	18	478	98	344	36	2
	DeKalb	0	0	0	0	0	0	0	0	0	0
	DeKalb County Police Department	3,469	80	155	1,927	1,307	29,924	9,612	15,739	4,573	114
	Douglas	153	4	10	30	109	2,108	585	1,352	171	5
	Echols	8	1	1	1	5	45	26	18	1	0

Metropolitan/Nonmetropolitan	County	Murder and					Property		Larceny- theft	Motor vehicle theft	Arson ¹
		Violent crime	nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Burglary	crime			
	Effingham	57	1	29	9	18	297	201	66	30	2
	Fayette	31	0	6	7	18	555	182	333	40	0
	Floyd	34	0	0	1	33	24	14	10	0	
	Floyd County Police Department	180	2	5	9	164	1,315	368	861	86	8
	Forsyth	202	0	13	14	175	1,801	469	1,252	80	
	Fulton	9	0	0	1	8	13	1	11	1	0
	Fulton County Police Department	668	9	43	307	309	5,544	1,815	2,919	810	11
	Glynn	0	0	0	0	0	0	0	0	0	0
	Glynn County Police Department	253	2	12	61	178	3,033	750	2,199	84	2
	Gwinnett County Police Department	1,675	20	176	726	753	16,909	5,370	10,082	1,457	85
	Hall	187	3	19	45	120	2,603	774	1,602	227	15
	Haralson	111	0	3	6	102	397	96	278	23	
	Harris	8	0	2	2	4	407	16	380	11	
	Heard	18	0	1	1	16	172	57	94	21	
	Henry	18	0	0	0	18	123	1	119	3	
	Henry County Police Department	286	6	27	96	157	4,051	1,255	2,416	380	17
	Jasper	15	0	2	3	10	229	87	138	4	0
	Jones	35	0	0	3	32	533	143	327	63	1
	Lanier	8	0	4	0	4	99	23	72	4	0
	Lee	14	1	0	2	11	528	168	322	38	0
	Liberty	74	1	2	11	60	431	171	230	30	
	Lowndes	37	0	4	9	24	941	279	591	71	
	Madison	159	1	1	9	148	723	207	450	66	7
	McDuffie	23	4	1	4	14	248	76	156	16	0
	McIntosh	48	2	2	11	33	461	167	256	38	7
	Meriwether	24	0	2	2	20	430	123	257	50	0
	Murray	38	0	5	2	31	759	153	543	63	0
	Muscogee	0	0	0	0	0	0	0	0	0	0
	Newton	335	2	13	33	287	1,775	649	931	195	
	Oconee	99	0	1	6	92	531	122	375	34	0
	Oglethorpe	50	2	5	2	41	520	147	345	28	1
	Paulding	152	0	16	12	124	2,418	617	1,616	185	18

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and		Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny- theft	Motor vehicle theft	Arson ¹
			nonnegligent manslaughter									
	Pickens	27	1	5	1	20	409	103	289	17		
	Pike	8	2	2	1	3	109	35	69	5	0	
	Rockdale	325	5	13	34	273	2,223	591	1,458	174	6	
	Spalding	127	2	11	20	94	1,595	430	959	206	0	
	Terrell	21	0	2	0	19	105	31	61	13	0	
	Twiggs	12	0	0	1	11	166	54	95	17		
	Walker	208	3	2	6	197	1,014	312	637	65		
	Walton	112	1	7	7	97	1,007	258	664	85	0	
	Whitfield	180	5	23	9	143	1,729	479	1,133	117	10	
	Worth	2	1	0	1	0	191	56	108	27	1	
Nonmetropolitan Counties	Baldwin	291	0	7	16	268	994	428	552	14	0	
	Banks	50	0	0	1	49	536	111	395	30	1	
	Ben Hill	15	0	5	0	10	223	58	147	18	0	
	Berrien	23	0	3	1	19	214	65	149	0	0	
	Bleckley	12	0	0	1	11	171	69	88	14	0	
	Bulloch	25	1	0	11	13	721	251	418	52		
	Calhoun	4	0	0	0	4	46	21	16	9		
	Camden	47	0	1	4	42	405	133	259	13	0	
	Candler	0	0	0	0	0	54	21	33	0	0	
	Charlton	9	0	1	0	8	105	40	53	12	0	
	Chattooga	24	0	3	0	21	213	60	143	10	0	
	Clinch	5	0	0	2	3	63	23	38	2	0	
	Coffee	46	0	6	9	31	703	207	451	45	3	
	Cook	21	0	0	0	21	180	51	118	11	0	
	Crisp	18	0	0	0	18	380	89	276	15	0	
	Decatur	28	0	2	2	24	263	72	181	10	6	
	Dodge	24	1	1	2	20	395	137	247	11	1	
	Dooly	16	0	0	1	15	72	22	50	0	0	
	Early	24	2	1	3	18	139	40	95	4	0	
	Elbert	43	0	4	4	35	690	218	449	23	0	
	Emanuel	7	1	0	0	6	397	235	130	32	0	

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and			Aggravated assault	Property crime	Burglary	Larceny- theft	Motor vehicle theft	Arson ¹
			nonnegligent manslaughter	Forcible rape	Robbery						
	Fannin	107	0	3	2	102	345	151	174	20	1
	Franklin	8	0	3	1	4	381	141	211	29	
	Gilmer	36	2	10	1	23	344	112	205	27	0
	Gordon	159	2	3	11	143	737	229	505	3	0
	Grady	14	1	1	2	10	196	87	97	12	0
	Greene	23	1	1	4	17	212	57	150	5	0
	Habersham	49	0	10	2	37	499	186	293	20	0
	Hancock	1	0	0	1	0	56	22	32	2	
	Hart	66	0	2	2	62	474	170	282	22	
	Irwin	6	0	0	0	6	167	55	98	14	0
	Jackson	31	3	5	5	18	915	258	605	52	
	Jeff Davis	25	0	1	6	18	323	75	217	31	0
	Jefferson	13	0	2	2	9	175	91	75	9	4
	Johnson	37	0	0	0	37	82	41	34	7	
	Laurens	39	0	2	14	23	775	186	502	87	3
	Lumpkin	80	0	3	1	76	454	117	307	30	4
	Macon	0	0	0	0	0	64	26	31	7	0
	Miller	1	0	0	0	1	44	17	23	4	0
	Mitchell	46	0	0	2	44	208	67	121	20	0
	Morgan	13	0	0	0	13	160	47	84	29	1
	Peach	20	1	2	2	15	309	109	158	42	0
	Pierce ²	0	0	0	0	0			96	3	0
	Polk County Police Department	82	1	7	2	72	808	267	451	90	
	Putnam	52	1	2	1	48	423	148	260	15	
	Quitman	22	0	1	3	18	49	18	28	3	
	Rabun	11	1	2	0	8	148	43	90	15	0
	Schley	2	0	0	0	2	13	5	7	1	0
	Seminole	13	0	1	0	12	76	30	41	5	2
	Stephens	20	0	0	0	20	597	133	448	16	0
	Sumter	29	0	4	2	23	297	94	178	25	0
	Talbot	11	0	0	1	10	57	41	13	3	
	Taliaferro	6	0	0	0	6	72	37	32	3	0

Metropolitan/Nonmetropolitan	County	Violent crime	Murder and		Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny- theft	Motor vehicle theft	Arson ¹
			nonnegligent manslaughter									
	Tattnall	18	0	0	0	3	15	270	94	152	24	0
	Taylor	2	0	0	0	1	1	71	20	40	11	
	Telfair	10	0	0	0	1	9	80	33	41	6	
	Thomas	39	2	7	10	20	570	233	295	42	10	
	Tift	137	1	5	28	103	817	262	504	51		
	Toombs	20	0	3	0	17	275	95	144	36	3	
	Towns	7	0	0	0	7	122	55	62	5	1	
	Treutlen	4	1	0	0	3	76	33	38	5		
	Troup	25	1	1	6	17	734	189	485	60		
	Turner	7	0	0	1	6	86	16	65	5	0	
	Union	11	0	2	0	9	127	48	67	12		
	Upton	18	0	0	2	16	433	151	271	11	0	
	Ware	36	0	11	4	21	672	167	465	40		
	Washington	28	1	1	2	24	227	112	108	7	0	
	Wheeler	1	0	0	0	1	83	35	36	12	0	
	White	18	0	3	2	13	325	145	158	22		
	Wilcox	4	0	2	0	2	66	25	37	4	0	
	Wilkes	4	0	0	0	4	17	5	10	2	0	
	Wilkinson	14	0	1	1	12	102	41	55	6	0	

¹ The FBI does not publish arson data unless it receives data from either the agency or the state for all 12 months of the calendar year.

² The FBI determined that the agency's data were underreported. Consequently, affected data are not included in this table.

SAM AR000162-SAM AR000162

Table 11
FEDERAL AGENCIES
Offenses Known to Law Enforcement
by State, Tribal, and Other Agencies, 2010

Agency	Unit/Office	Violent crime	Murder and nonnegligent manslaughter	Forcible rape	Robbery	Aggravated assault	Property crime	Burglary	Larceny-theft	Motor vehicle theft	Arson
National Institutes of Health		0	0	0	0	0	96	1	95	0	0
United States Department of the Interior:	Bureau of Indian Affairs ¹	5,532	133	852	280	4,267	17,713	4,990	10,495	2,228	818
	Bureau of Land Management	16	3	0	1	12	353	17	317	19	35
	Bureau of Reclamation	0	0	0	0	0	1	0	1	0	0
	Fish and Wildlife Service	16	3	1	1	11	389	81	265	43	52
	National Park Service	369	15	45	58	251	2,777	346	2,323	108	82

¹ Tribal figures represented throughout Table 11 are included in the aggregated totals listed under the Bureau of Indian Affairs data.

SAM AR000163-SAM AR000181




<i>National NRM Conference</i>	
<u>Park Ranger Safety Panel Agenda</u>	
<i>Abiquiu Lake Shooting / SPD's "Analysis of the Corps Visitor Assistance Program" Report</i>	
<u>Review Agenda, Process, Introductions</u>	1330-1340
<u>Dustin Bengtson</u> , OPM, Willamette Valley Project	
<u>Incident Overview</u>	1340-1410
<u>Dave Dutton</u> , OPM, Abiquiu Dam	
<u>Eric Garner</u> , Supervisory Park Ranger, Abiquiu Dam	
<u>HQ Response To Incident & SPD Report</u>	1410-1430
<u>Steve Austin</u> , Senior Policy Advisor for Park Ranger Activities	
<u>Break</u>	1430-1440

National NRM Conference	
<u>Park Ranger Safety Panel Agenda</u>	
<i>Abiquiu Lake Shooting AAR / SPD's "Analysis of the Corps Visitor Assistance Program" Report</i>	
<u>Panel Response to Incident</u>	1440-1455
✓ <u>Freddie Bell</u> , Chair, Park Ranger Community of Practice	
✓ <u>Bill Jackson</u> , Lead Instructor, Visitor Assistance PROSPECT Courses	
✓ <u>Dwight Beall</u> , OPM, Raystown Lake	
<u>Audience Q&A</u>	1455-1540
<u>Closing</u>	1540-1545

Park Ranger [REDACTED]

**Shooting Incident
After Action Report**



On Dec 1, 2007, at approximately 0915 hrs, Park Ranger [REDACTED] was shot in the leg while on patrol.



AAR Recommendations

Visitor Assistance Project Delivery Team (PDT)

- Make use of information from the safety survey, this AAR, and other sources to make sound decisions and recommendations for improved ranger safety

Critical Incident Stress Management (CISM)

- Continue using CISM as a tool for dealing with traumatic events.

Corps Watch Property Protection Program

There are no legal authorities within USACE to spend O&M monies to offer cash rewards leading to the arrest and conviction of individuals involved in violent crimes against Corps employees. Section 205 of the water Resources Development Act of 2000 provides authority for the Secretary of the Army to only establish a reward program to reduce vandalism and destruction of property at Civil works projects. These statutory limitations should be re-evaluated Corps-wide

AAR Recommendations

Communications & Response Capabilities

- Park Housing: Establish a team within the Albuquerque District, to establish the pros and cons of government employees living on-site in government furnished quarters for the purpose of promoting employee safety and enhancing facility protection

Situational Response and Reporting

- Consider having park rangers work in pairs.
- When approaching a suspicious vehicle or personnel or possible unlawful activity take the following steps before exiting the GOV.
 - 1) Park the GOV in a location where it can be driven off quickly.
 - 2) Alert local law enforcement and immediate supervisor.
 - 3) Using a Daily Activity Report or similar form such as a DA 1594 Daily Staff Journal to document vehicle description. Include license number, make, model, year, color and any unique features.
 - 4) From within the GOV, write down physical descriptions of the suspicious personnel.
 - 5) Provide vehicle and personnel descriptions to local law enforcement and immediate supervisor.

AAR Recommendations

Situational Response and Reporting Continued

- 6) Call out to suspicious personnel using a mega phone or external speaker mounted on the GOV.
 - 7) Wait for backup to arrive.
 - 8) Proceed with extreme caution.
- Develop an SPD-wide SOP that addresses how best to deal with different threats. Options include revising the EAP's to include the new sections or develop a stand alone SOP.
 - Develop District Commander's Critical Information Requirements (CCIR) for upward reporting of a serious incident.
 - Establish and conduct table top exercises to test the SOP and upward reporting procedures.

Dispatch (911) and EMS Confusion

- Involve all emergency response agencies in mock drills at the project.
- Review and update the Emergency Action Plan to include GPS data for all key locations and features on the project.

AAR Recommendations

Dispatch (911) and EMS Confusion Continued

- Provide GPS data and maps for all key project locations to local emergency responders.
- Install color coded signs on the project to designate key locations. For example, Riana Campground would be the "RED" location. Provide this color coded information to emergency personnel.
- Equip all ranger vehicles with GPS tracking capability.
- Provide hand-held GPS tracking devices for each ranger that can be easily activated in an emergency

Radio and Telephone Communications

- Designate someone to be "on-call" anytime rangers are on-duty. That employee must be reachable and able to respond to any emergency in a timely manner. Costs associated with such an effort would be about \$10,500 (assume a reduced hourly rate as a "stand-by" salary, \$25/hr x 420 hrs).

AAR Recommendations

Radio and Telephone Communications Continued

- Require each ranger to check in with the "on-call" staff at the beginning, middle, and end of each shift.
- Provide dispatch staff during non-duty patrol hours during the off-season. Approximate cost of \$10,500 (\$25/hr x 420 hrs). *Note: During the recreation season, Gate Attendants on duty, in accordance with their contract, are the de-facto dispatchers while rangers are on non-duty patrols (e.g., 1533-2400).*
- Provide increased 2-person ranger patrols during the off-season at an estimated cost of \$33,300 (\$32/hr x 1040 hrs).
- Use Satellite phones in lieu of cell phones.

Obtain permission from the law enforcement entity to procure law enforcement portable radios for project personnel. Approximate cost of \$7,500 (18 radios @ \$400/ea). These radios operate on VHF frequency (high-Band).

Work with cell phone service providers to construct additional towers onsite (approximate cost \$50,000).