Outline

This Pivotal Moment In NPS History

• Reviewing Expert Assessments of our LE Mission Readiness
• Defining Our Existing Protection Model
• Understanding 21st Century Resource Threats
• Understanding Tools Required to Combat Modern Threats
• Evaluating Our Existing Protection Model

And Our Extraordinary Potential …

• Creating The Protection Model For The 21st Century:
  ■ Modeling The Tools: Four Program Areas
  ■ Adopting Core Planning Strategies
• Appreciating The Ranger’s Contribution to Core Mission Success in The 21st Century
International Association of Chiefs of Police

“We are not able to assert that the NPS has ever fashioned a design for a full-scope, professional law enforcement function.”

<table>
<thead>
<tr>
<th>Traditional NPS Law Enforcement Model:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mostly random patrol/overt activities</td>
</tr>
<tr>
<td>Some reactive investigative response</td>
</tr>
<tr>
<td>Focused within park boundaries</td>
</tr>
<tr>
<td>Parks isolated from each other, their communities and other preserves.</td>
</tr>
<tr>
<td>Protect resource as a whole (little prioritization and proactive planning)</td>
</tr>
</tbody>
</table>
International Association of Chiefs of Police

“We have no evidence that NPS rangers, their supervisors, or park superintendents are routinely employing problem solving techniques…”
The practice of determining where crime occurs and placing resources at that location is a foreign concept at DOI.
A vibrant and powerful law enforcement capacity is central to achieving of the core mission of the NPS.

That capacity does not exist today. Rather, we find a law enforcement function that is undervalued, under-resourced, and under-managed...
International Association of Chiefs of Police

…the NPS law enforcement capacity is not currently sufficient to maximize contribution to the agency’s core mission

nor

is park law enforcement positioned to meet 21st century protection challenges.
21st Century Resource Threats

- Natural Deterioration
- Unintentional Damage
- Disregard of Societal Values
- Trans-boundary Threats
- Criminal Theft
Mission Status Check

- Natural Deterioration
- Unintentional Damage
- Disregard of Societal Values
- Trans-boundary Threats
- Criminal Theft

• Status of the threat
  Are these threats to NPS resources lessening with time, remaining about steady, or escalating?

• Status of NPS Stewardship
  How is the NPS doing at mitigating these threats to park resources?

• Status of Enforcement Capacity
  Does the NPS LE Program have the tools/skills to effectively mitigate these threats?
Natural Deterioration

Natural forces at work, usually on historic structures/fabric...

- Shoreline erosion threatening structures.
- Rusting, rotting of structures, objects, etc.
- Weathering of ruins, battlements, pictographs, etc.
- Destructive weather events.
Natural forces at work, usually on historic structures/fabric...

Characteristics

- Only a problem when natural forces threaten cultural resources or T&E species.
- Weathering affects may be accelerated by acid rain.
Unintentional Damage

Normal wear & tear or ethical visitors act without knowledge.

- Soil compaction from heavy foot traffic.
- Social trails, shortcutting.
- Campsite expansion.
- Deer feeding.
- Picking flowers, arrowhead collecting.
Unintentional Damage

Normal wear & tear or ethical visitors act without knowledge.

Characteristics

- Actions may be legal or illegal.
- Ignorant of the effects of their actions.
Disregard For Societal Values

Lack of concern for rights of others.

- Vandalism, littering.
- Cruelty to animals.
- Reckless/inappropriate behavior.
- Encroachments.
- Arson.
Lack of concern for rights of others.

Characteristics

- Sometimes juvenile/drunken behavior.
- Sometimes mature but apathetic or self-centered individuals.
- Aware activity is illegal.
Human activities and development outside boundaries.

- Air/water pollution.
- Development
- Altered water flow & tables.
- Species vulnerability during transboundary migrations.
- Invasive exotic species.
Trans-boundary Threats

Human activities and development outside boundaries.

Characteristics

- Usually--not always--from regulated activity.
- Typically caused by commercial interests.
- Numerous in number.
Targeting coveted resources due to greed, economic gain, or ego/status.

- Commercial trade
- Trophy hunting
- Amateur collectors
- Personal use/consumption
Targeting coveted resources due to greed, economic gain, or ego/status.

**Characteristics**

- Individual cases may be moderate size.
- Often supported by a commercial infrastructure.
- Well-planned, often conspiracy.
- Repeated, significant assaults against the resource.
- Growing commercial markets.
Special Focus Required: Transboundary Threats

“In its 1980 State of the Parks report, the Park Service listed about 4,300 threats to the aesthetic qualities, cultural resources, air and water quality, plants, and wildlife of the nation’s parks… According to the report, more than half the threats came from sources outside park boundaries and only 25 percent were adequately documented.”

General Accounting Office 1987 Report
A 1988 study documented 105 species of wildlife are poached from 153 park areas.

A 1992 study documented 99 species of plants are poached. (20 on T&E list)
## Tools To Manage Threats: Natural Deterioration

<table>
<thead>
<tr>
<th>Protection Tools</th>
<th>Interdisciplinary Tools</th>
</tr>
</thead>
<tbody>
<tr>
<td>■ N/A?</td>
<td>■ Inventory &amp; Monitoring</td>
</tr>
<tr>
<td></td>
<td>■ Site Protection</td>
</tr>
<tr>
<td></td>
<td>■ Shield from weather or natural processes</td>
</tr>
<tr>
<td></td>
<td>■ Climate control</td>
</tr>
<tr>
<td></td>
<td>■ Restoration</td>
</tr>
</tbody>
</table>
Tools To Manage Threats: Unintentional Damage

Protection Tools
- Regulations (manage visitor use)
- Deterrence/Detection Patrols
- Resource Education

Interdisciplinary Tools
- Inventory & Monitoring
- Site Protection
  - Trail construction
  - Preventing access
  - Site hardening
- Restoration
## Tools To Manage Threats: Disregard For Societal Values

### Protection Tools
- NPS Regs/Penalties
- Deter./Detect. Patrols
- Resource Education
- Special Overt Activities
- Investigation/Prosecution
- Civil Actions
  - Injunctions
  - Cost Recovery

### Interdisciplinary Tools
- Inventory & Monitoring
- Site Protection
  - Trail construction
  - Preventing access
  - Site hardening
- Restoration
## Tools To Manage Threats: Transboundary Threats

<table>
<thead>
<tr>
<th>Protection Tools</th>
<th>Interdisciplinary Tools</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Regulation/Legislation</td>
<td>- Inventory &amp; Monitoring</td>
</tr>
<tr>
<td>- C. I. Task Forces/Prosecution</td>
<td>- Site Protection</td>
</tr>
<tr>
<td>- Civil Actions</td>
<td>- Site hardening</td>
</tr>
<tr>
<td>- Injunctions</td>
<td>- Restoration</td>
</tr>
<tr>
<td>- Cost Recovery</td>
<td>- Control Exotics</td>
</tr>
<tr>
<td>- Easements/Rights</td>
<td>- Political Interface</td>
</tr>
<tr>
<td>- Resource Education</td>
<td></td>
</tr>
</tbody>
</table>
Tools To Manage Threats:
Criminal Threats

**Protection Tools**
- Information Gathering
- Covert Operations
- Regs/Legislation/Penalty
- Deter./Detect. Patrols
- Special Overt Activities
- Investigation/Prosecution
- Civil Actions
  - Cost Recovery

**Interdisciplinary Tools**
- Inventory & Monitoring
- Site Protection
  - Physical Security
  - Preventing access
  - Site hardening
- Restoration
- Political Interface
Mission Status Check

- Natural Deterioration
- Unintentional Damage
- Disregard of Societal Values
- Trans-boundary Threats
- Criminal Theft

• Status of the threat
Are these threats to NPS resources lessening with time, remaining about steady, or escalating?

• Status of NPS Stewardship
How is the NPS doing at mitigating these threats to park resources?

• Status of Enforcement Capacity
Does the NPS LE Program have the tools/skills to effectively mitigate these threats?
Our Traditional Protection Model Evaluation

Traditional NPS Law Enforcement Model:

- Mostly random patrol/overt activities
- Some reactive investigative response
- Focused within park boundaries
- Parks isolated from each other, their communities and other preserves.
- Protect resource as a whole (little prioritization and proactive planning)
Tools To Manage Threats: Natural Deterioration

Protection Tools

- N/A?
Traditional NPS Law Enforcement Model:
- Patrol/overt activities
- Reactive investigative response
- Focused within boundaries
- Parks isolated

Effective?

Protection Tools
- Regulations (manage visitor use)
- Deterrence/Detection Patrols
- Resource Education

Tools To Manage Threats: Unintentional Damage
Tools To Manage Threats: Disregard For Societal Values

Protection Tools
- NPS Regs/Penalties
- Deter./Detect. Patrols
- Resource Education
- Special Overt Activities
- Investigation/Prosecution
- Civil Actions
  - Injunctions
  - Cost Recovery

Traditional NPS Law Enforcement Model:
- Patrol/overt activities
- Reactive investigative response
- Focused within boundaries
- Parks isolated

Effective?
Tools To Manage Threats: Transboundary Threats

Protection Tools

- Regulation/Legislation
- C. I. Task Forces/Prosecution
- Civil Actions
  - Injunctions
  - Cost Recovery
- Easements/Rights
- Resource Education

Traditional NPS Law Enforcement Model:
- Patrol/overt activities
- Reactive investigative response
- Focused within boundaries
- Parks isolated

Effective?
Tools To Manage Threats: Criminal Threats

Protection Tools
- Information Gathering
- Covert Operations
- Regs/Legislation/Penalty
- Deter./Detect. Patrols
- Special Overt Activities
- Investigation/Prosecution
- Civil Actions
  - Cost Recovery

Traditional NPS Law Enforcement Model:
- Patrol/overt activities
- Reactive investigative response
- Focused within boundaries
- Parks isolated

Effective?
Example

Number of felony charges relating to commercial exploitation at SHEN:

Overt Law Enforcement (park history):

0

Covert Law Enforcement (1997-2001):

>90
Tools To Manage Threats: Criminal Threats

Protection Tools
- Information Gathering
- Covert Operations
- Regs/Legislation/Penalty
- Deter./Detect. Patrols
- Special Overt Activities
- Investigation/Prosecution
- Civil Actions
  - Cost Recovery

Are we mission ready?
Special Focus Required!

- Escalating Threats
  - Transboundary Threats
  - Criminal Theft
  - Incomplete Enforcement Capability
  - Losing Ground
Are We Mission Ready To Meet 21st Century Threats?

Traditional NPS Law Enforcement Model:

- Mostly random patrol/overt activities
- Some reactive investigative response
- Focused within park boundaries
- Parks isolated from each other, their communities and other preserves.
- Protect resource as a whole (little prioritization and proactive planning)
The Bottom Line:
At This Pivotal Time…

1. Despite the diligent application of existing tools, many NPS resources are in decline…

2. NPS requires an complete and effective enforcement program to be successful in reversing this resource decline …

3. Our enforcement model to date does not provide this mission critical capacity.
Building The Model

Build on strategies proven effective combating many ‘traditional’ resource threats

Expand the use of newer strategies effective at mitigating *escalating threats*

Apply modern planning strategies targeting resources at risk
## Building The Model: Objective

### Core Planning Strategies

<table>
<thead>
<tr>
<th>Prevention</th>
<th>Detection</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resource harm is prevented.</td>
<td>Resource harm is detected as, or soon after, it occurs.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Information</th>
<th>Investigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Knowledge is gained, evaluated and shared on violators, &amp; resources or sites at risk of resource harm are identified. Exploitative methods are understood.</td>
<td>When culpable resource harm has occurred, responsible parties are identified and compliance actions are taken to restore the resource.</td>
</tr>
</tbody>
</table>
## Building The Model: Objective

<table>
<thead>
<tr>
<th>Prevention</th>
<th>Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resource harm and culpable resource harm are identified and complian actions are taken to restore the resource.</td>
<td>Knowledge is gained, evaluated, and shared on violators, and sites at risk of resource harm are identified. Exploitative methods are understood.</td>
</tr>
</tbody>
</table>

- **Resource at risk are pro-actively identified & prioritized.**
- **Agency priorities (tiered objectives) are clear.**
- **Mitigation plans protect resources in their ‘range’ via interdisciplinary or interagency action.**
- **New protection tools are developed to mitigate emerging resource threats.**
Building The Model: Strategies

- Build on strategies proven effective combating many ‘traditional’ resource threats
- Expand the use of newer strategies effective at mitigating escalating threats
- Apply modern planning strategies targeting resources at risk
Building The Model: Strategies

Build on strategies proven effective combating many ‘traditional’ resource threats

- Deterrence/Detection Patrols
- Special Overt Activities
- Resource Education
- Site Monitoring
- Criminal Investigation
- Criminal Prosecution
- NPS Regulatory Changes
Building The Model: Strategies

## Core Planning Strategies

<table>
<thead>
<tr>
<th>Prevention</th>
<th>Detection</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Deterence/Detection Patrols</td>
<td>• Deterence/Detection Patrols</td>
</tr>
<tr>
<td>• NPS Regulatory Changes</td>
<td>• Special Overt Activities</td>
</tr>
<tr>
<td>• Physical Security</td>
<td>• Site Monitoring</td>
</tr>
<tr>
<td>• Resource Education</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Information</th>
<th>Investigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Incident Reports &amp; Analysis</td>
<td>• Criminal Prosecution</td>
</tr>
</tbody>
</table>
Building The Model: Strategies

Build on strategies proven effective combating many ‘traditional’ resource threats

Expand the use of newer strategies effective at mitigating escalating threats

Apply modern planning strategies targeting resources at risk
Building The Model: Strategies

- Covert Operations
- Information Gathering
- Cost Recovery
- Task Forces/Partnerships
- Improved Legislation/Penalties
- Secure Easements & Rights
- Civil Injunctions

Expand the use of newer strategies effective at mitigating escalating threats
Building The Model: Strategies

Core Planning Strategies

<table>
<thead>
<tr>
<th>Prevention</th>
<th>Detection</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Easement &amp; Rights</td>
<td>• Covert Operations</td>
</tr>
<tr>
<td>• Legislative &amp; Intergency</td>
<td></td>
</tr>
<tr>
<td>• Regulation Changes</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Information</th>
<th>Investigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Intelligence Gathering</td>
<td>• Cost Recovery</td>
</tr>
<tr>
<td>• Intelligence Analysis</td>
<td>• Task Forces/ Partnerships</td>
</tr>
<tr>
<td></td>
<td>• Civil Injunctions</td>
</tr>
</tbody>
</table>
Advice on Developing NPS’ Enforcement Core Planning

“Fully staffing the permanent protection ranger workforce would have the following advantages:

“…Provide a strategically planned system-wide and pre-emptive (not reactive) approach to natural and cultural resource protection…

that is thoughtfully linked to the educational efforts of NPS interpreters, resource management specialists and scientists…”

NPS Thomas Bill Report to Congress
Advice on Developing NPS’ Enforcement Core Planning

The primary responsibility of the NPS must be the protection of the park resources from internal and external impairment.
Advice on Developing NPS’ Enforcement Core Planning

Thus, although there is ambivalence and uncertainty among park personnel, the mandate of resource preservation means that prevention of external and trans-boundary impairment of park resources and their attendant values should be a central objective of park system policy.
Advice on Developing NPS’ Enforcement Core Planning

Decisions regarding the treatment of Park resources will utilize scientific, technical and scholarly analysis.

Analysis will be interdisciplinary and tiered, focusing first on the park as a whole (including its global, national and regional contexts.)
Advice on Developing NPS’ Enforcement Core Planning

Law Enforcement objectives must define the ultimate outcomes rangers strive to achieve...objectives should exist for the NPS, for each park, and for rangers. Logical and reinforcing relationships (tiers) must exist...
Advice on Developing NPS’ Enforcement Core Planning

Environmental Leadership will be demonstrated in all areas of NPS activities.
Advice on Developing NPS’ Enforcement Core Planning

The NPS should clarify existing legislative and regulatory authorities for addressing external and trans-boundary resource threats, ensure their use, and seek additional legislative authority when needed.
Develop effective enforcement methods to mitigate existing and emerging risks.

Protect resources in their range by inter-disciplinary and inter-agency action plans.

Provide Service wide focus (tiered objectives) on highest priority resource risks.

Link to NPS science programs to understand, prioritize and mitigate resource risks.

Assess Resource Risk

Research legislative & inter-agency regulatory changes.

Core Planning Strategies
Advice on Developing NPS’ Enforcement Capacity

If present population trends, economic trends, and land use practices continue, preserving national parks unimpaired in such a landscape -- our awesome directive of the Organic Act -- will require the National Park Service to perfect new skills and to perform roles for society we have not yet appreciated.

Mike Soukup Associate Director NPS at Discovery 2000