

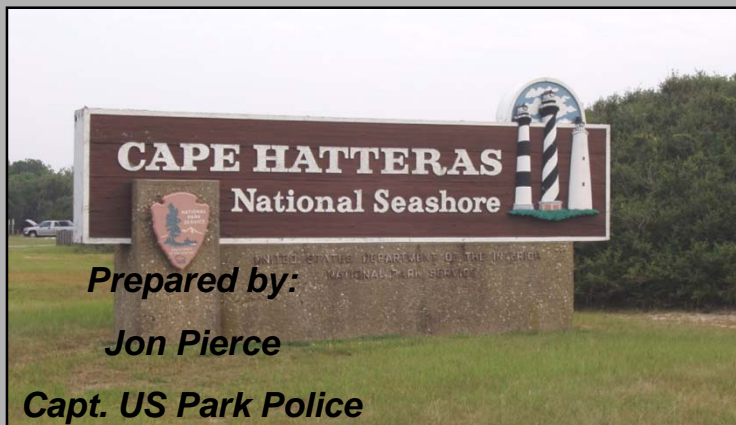


# Cape Hatteras National Seashore, Wright Brothers National Monument & Fort Raleigh National Historic Site



## Law Enforcement

## Needs Assessment – August 2007





# Introduction

**Title 16 U.S.C. 1 The Organic Act established the National Park Service (NPS) directs the NPS to “...promote and regulate the use of Federal areas known as national parks, monuments, and reservations... by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, and which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”**

**The Director’s Order, Reference Manual-9 (DO/RM-9), National Park Service Law Enforcement Policies, requires the Superintendent to prepare a Law Enforcement Needs Assessment (LENA). The LENA assists the support office in meeting the mission of the National Park Service and the objectives of the support office’s visitor and resource protection program.**

**The starting point for the LENA is the Visitor Management and Resource Protection Assessment Program (VRAP). VRAP is a computerized model, designed to consider all the elements necessary in making an assessment and determination of personnel requirements for the protection program in the region. The model uses commonly available statistics and known characteristics of park areas. The model provides some evaluative consistency on both a regional and service wide basis.**

# Introduction



VRAP recommendations for Cape Hatteras National Seashore were updated on June 26, 2003. This computer generated report recommends a law enforcement division of thirty-three FTE, eight of these positions would be for support staff. In years past, the number of commissioned rangers reached a high of twenty-five back in 1990, according to the official commission report maintained in Southeast Region. The current level of thirteen commissioned rangers is at a historic low.

- The park's business plan looked at the use of overtime to meet law enforcement staffing shortfalls. This in depth report noted that 1.1 million was spent on law enforcement in 2001. The 13 LE rangers assigned to the park used overtime which accounted for 30% of this budget. To meet the real needs of the park, this study recommended 25 FTE for the division with a financial increase up to 2.3 million.
- Similar to the last LENA report the demand to the parks law enforcement personnel is at a national level and not just within the park and its surrounding communities. As noted in the last report, commissioned rangers have been called upon to serve in other areas for homeland security details associated with 9/11/01. The parks mandatory participation in the list of one hundred emergency services call out for law enforcement has been tested by Hurricanes and special events. The park hosted its own large scale special event with the Centennial of Powered Flight at Wright Brothers National Monument (Dec. 2003) overtaxing the park's staff. Even though outside resources were brought in to manage the Centennial there were huge security issues associated with this National Security Event/Presidential Visit.
- Since that time the parks laws enforcement staff has assisted the service with large scale special events within and outside of the southeast region.
  - The Anniversary at Jamestown that included a Presidential and the Royal visit from the British Monarchy
  - National Socialist Movement Rally
  - The funeral of Corretta Scott King at the Martin Luther King Jr. Historical Site

# 2007 Executive Summary



Since the last two LENA reports little has changed as far as the challenges the park faces in the enforcement areas. At the forefront of the local issues is still the use of off road vehicles allowed on the beach which has been exacerbated by recent judicial involvement and media reports on the future off-road vehicle (ORV) plan. Assaults on law enforcement rangers is still an issue nationwide and with minimum staffing and few allied agencies with 4x4 capability the Cape Hatteras Rangers are still vulnerable to violent encounters with little or no immediate back up. If left unchecked, this will reduce productivity and more importantly cause for unnecessary injury or death of a ranger. Rangers know they must rely on fellow rangers with 4x4 vehicles. Yet current staffing levels means there is often only one ranger on duty per district per shift. Other indicators include a high attrition rate at the journeyman level for law enforcement rangers. Since the 2003 LENA the total Law Enforcement FTE's have gone from 13.99 in 2003 to a low of 11.52 in 2005 to today's total of 13.73 which is still below the 2003 total. The fact that the park is actually down from it's 2003 total is shown to be even more critical after meeting with all of the state and local law enforcement agencies that report the following:

- Visitation for the area has increased by over 100,000 visitors this summer alone.
- All of the agencies have increased there staff by a minimum of 10% since 2003
- Crime rates have increased in the areas of property crimes and crimes against persons since 2003



# 2007 Executive Summary

One may have the impression that 2003 had a large increase in the parks law enforcement staffing until one reads from the 2003 assessment:

- The 2001 LE Needs Assessment noted a significant decline in law enforcement personnel from 1990 (25 commissioned rangers) to 2001 (13 commissioned rangers) a fifty percent drop in enforcement capability. Conversely, visitation has grown since 1990 by 800,000 people, to approximately three million a year. What this trend means is that fewer rangers are handling more and more people. Regrettably, the park has been unable to increase its law enforcement staff since 2001, despite repeated OFS requests to rebuild the division. Even so, the total staff of the park went from 122 FTE in 1990 to 169 FTE (perm and temp) by 2004. So the total park staff has grown, yet law enforcement staff has dropped 50%. Part of this can be explained by the NPS's overall decision to reduce the use of seasonal commissions. In addition, in 1990 there were four life-guarded beaches, now there is just one located on Ocracoke Island.

According to the resource management staff, populations of colonial shore nesting birds and sea turtles continue to fall. They report that ORV use is one of the most significant reasons for these declines. Current staffing levels do not allow for any patrols after midnight, hence the beaches are essentially a “no man’s land” for crime after hours. A recent late night double fatality accident on Coquina Beach (closed to ORV’s) which involved excessive use of alcohol and speed, illustrates this problem in tragic terms. Thus, three main areas of concern emerge in this report: Public Safety, Officer Safety and Resource Protection.



# Park Overview

## Crime Trends:

Statistics show the beaches draw visitors more likely to engage in illegal conduct versus Ft. Raleigh NHS and Wright Brothers NM. These areas attract those more interested in history.

Accordingly, the law enforcement staff has concentrated their efforts on the shoreline. However, the further south you go, the less activity occurs, i.e., Bodie Island & Hatteras Island have more case/incidents than Ocracoke Island.

Due to the large populated coastline it is disturbing that a large number of park visitors never observe a park ranger during an extended visit to the park. The violator goes unchecked and unenlightened while the visitor goes unprotected in some cases.

# Park Overview - continued



## Enabling Legislation:

Wright Brothers NM – 1927

Cape Hatteras NS - 1937

Fort Raleigh NHS - 1941

## Unique Resource:

As the East Coast of the United States becomes more developed, protection of the pristine shoreline of the Cape Hatteras National Seashore has become more relevant than ever.





# Park at a Glance

**Jurisdiction:** all concurrent

**Area:** 32,201 acres

90 miles of roadway

18 miles of trails

155 miles of boundary, 115 of which is  
International boundary – Atlantic Coast.

**Visitation:** 3 million annually



Law Enforcement Commissioned Rangers	FTE
Primary LE Field Rangers	7.73
Secondary LE	6.00
Total LE FTE	13.73





# Park at a Glance – Natural Resources

- Open water acres – 10,000
- Hunting – animals taken annually 650
- Poaching incidents – With limited law enforcement resources front country life safety issues are prioritized higher than resource related crimes
- Fishing/angler Days – 400,000
- Patrolled Beach Miles – 75



- *Species of Special Concern: Sea turtles/nesting areas*
- *Colonial shore nesting birds, Least Terns, Black Skimmers, Oyster Catchers and Piping Plovers.*



# Park at a Glance - Infrastructure

## Infrastructure:

- 118 contemporary structures
- 44 historic structures
- 15 alarmed buildings
- One major bridge – Oregon Inlet
- 3 Landing strips
- 2 entrance stations and 5 visitor centers



## Trails and Visitor Lodging:

- Four campgrounds with a total of 585 sites
- Several hotels border the park, none on NPS lands
- 5 visitor centers

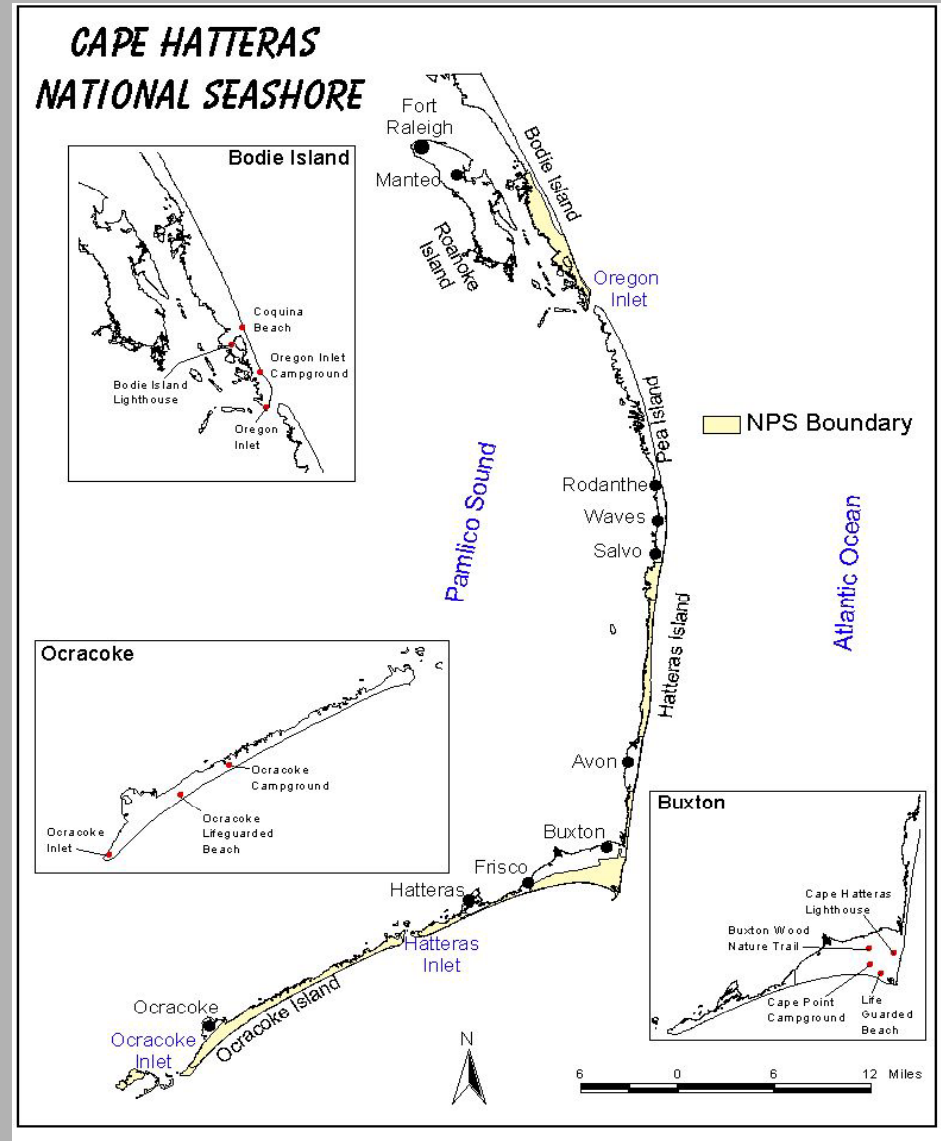


# Geography – Topography

- All three of the Outer Banks Group sites are located on the barrier islands of North Carolina. Ft. Raleigh is on Roanoke Island, Wright Brothers is located adjacent Kill Devil Hills, NC and Cape Hatteras National Seashore encompasses Bodie Island, Hatteras Island and Ocracoke Island. Water, wind, tides and currents are the common thread which shaped these low lying areas over time.
- The ocean is capable of changing the landscape quickly as it did during Hurricane Isabel (Sept. 2003) where one new inlet was cut through Hatteras Island. Or more slowly, where the ocean beach erodes over time and the sound side beaches grow. These barrier islands have slowly been moving towards the West. Some of the park's original areas near the village of Rodanthe are now underwater.

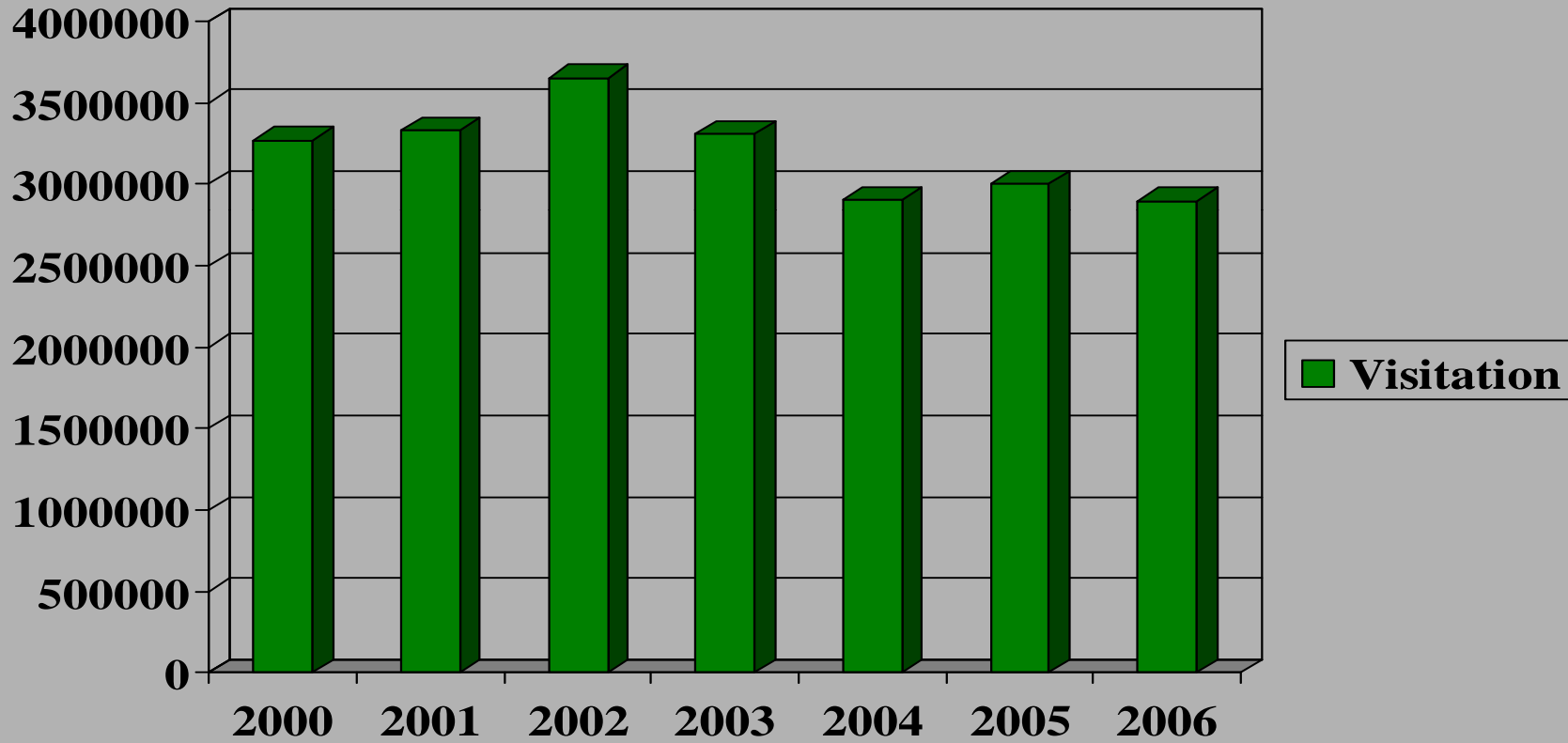


# Maps and aerial photos - Cape Hatteras Group:





# Visitation





# Visitation - continued

**Access and Circulation Patterns:** Fort Raleigh NHS and Wright Brothers NM are both located near larger population areas and thus provide easy access to the public in large numbers. Cape Hatteras NS offers access down NC Hwy. 12 from the north. The only access from the south is the state run ferry system or by privately owned boats. Visitation at the northern end of the Seashore is much higher, which is reflected in the case/incident numbers documented by Rangers.

**Choke Points:** The NPS is one the most common law enforcement units utilizing the system. There are no law enforcement officers assigned to the ferries. When they encounter a problem, they radio ahead for a sheriff's deputy to meet the ferry when they dock. Usually its for belligerent drunks failing to listen to instructions of the crew.





# Visitation - continued

**Accessibility:** Visitors primarily arrive by privately owned motor vehicles. However there are also three un-staffed landing strips in the park (Wright Brothers, Frisco and Ocracoke). In addition, boats and ferries offer other arrival routes 24/7, 365 days a year. The boats and ferries do suspend services after severe storms leaving the parks aviation asset as the only readily available form of transportation that links up the park.

**Types of Groups Visiting Park:** Families make up the bulk of visitors to the three parks. However, individual fishermen, hikers, campers, surfers and windsurfers also come in large numbers. For many years high school and college students (many under the legal drinking age) have come to the park to “party” during holiday weekends, spring break or at the conclusion of the school year.



# Jurisdiction



Jurisdiction in the three parks is concurrent, meaning allied agencies can enforce state law on these federal reservations. This works for after hours emergency calls at Wright Brothers NM and Fort Raleigh NHS. But statistics show there are very few calls in these areas, the lion's share of activity is at Cape Hatteras NS. Here the issue is terrain; there are very few allied agency units with 4X4 capability, meaning the NPS must act as a "stand alone" agency out on the sand.

- The park's Jurisdictional Compendium is current (issued Feb. 2004)
- There are two counties, two municipalities, private lands, and eight unincorporated villages that border NPS lands.
- Law enforcement authority comes from Title 16 USC 1a-6
- Authority to assist other agencies outside of NPS jurisdiction comes from Title 16 USC 1b(1)
- The State of North Carolina has also granted certain powers of arrest to federal officers, including "National Park Service Officers," under statute NCGS 15a-406.
- General Agreements/MOU's are current and in force with all of the local law enforcement agencies: Dare County Sheriff's Office, Hyde County Sheriff's Office, the Kill Devil Hills Police Department and the Nags Head Police Department, .
- The agreement with the State of North Carolina and DOI (7-27-84) granting concurrent jurisdiction states in part:
  - "The NPS has the primary responsibility for maintaining law and order and the protection of persons, property and resources within the exterior boundaries of the units of the National Park Service enumerated herein."



# Villages and Populations in Park



**Population in the Park:** three million visitors a year, divided by 365 days a year gives a daily average of 8219 people a day, tempered by the fact that most visitation occurs in summer. Ex. the 2003 VRAP reports a monthly visitation of 608,000 for June, 2003, bringing the daily average to 20,266 during the busiest month of the year.

**Overnight Population:** There are four large campgrounds in the park:

Oregon Inlet - 120 sites,

Frisco – 127 sites,

Cape Point - 202 sites

Ocracoke – 136 sites

There are no hotels in the park, but several border NPS jurisdiction along the beaches of Hatteras Island. While camping on the beach is prohibited, many fishermen do fish all night long and illegal campers are found and cited on the beach during the parks busy season.

**Year Round Permanent Residents vs. Visitors:** Dare County now has over 30,000 year round residents; during the summer months, this populations soars to a daily average of 225,000. Hyde County has only 5500 year round residents, Ocracoke Island adds several thousand people a day in summer time.

# Villages and Populations in Park



## Major Concerns:

The ORV issue is the major issue. Local residents consider beach driving a historical right that they have held for generations, predating the NPS and state roads. They feel that NPS plans to restrict ORV use will hurt tourism and the economy. Conversely the environmental groups are diametrically opposed to this position and would like to see the beaches closed to all vehicles.

Another issue that is the major issue at other SER National Seashore's is public nudity. Illegal public nudity is occurring at Cape Hatteras and when observed properly addressed by the law enforcement rangers. Unfortunately with over 75 miles of beach and limited staff, areas go unchecked and the potential for a portion of the beach to be used (similar to beach areas at Canaveral National Seashore) exclusively by naturist groups could potentially become a problem for the park.

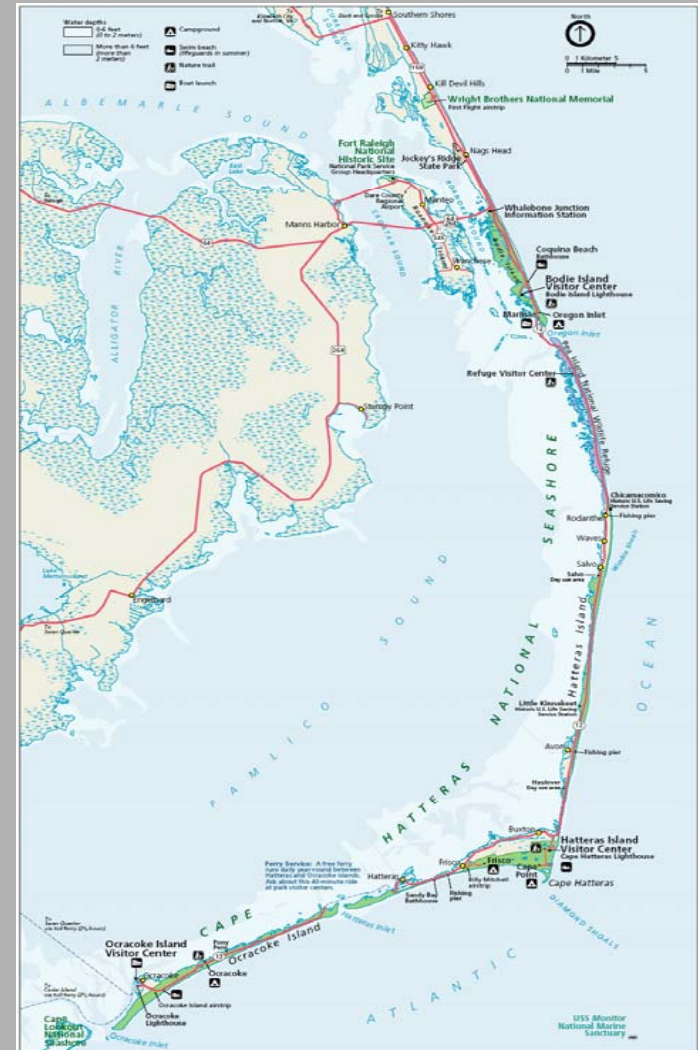
# Political Divisions



**Dare County:** Fort Raleigh National Historic Site, Wright Brothers National Memorial and most of Cape Hatteras National Seashore are located in Dare County. Manteo, NC serves as the county seat. The NPS has a long standing relationship with Dare County going back over fifty years. Cooperation has been excellent between county government and the National Park Service. Dare County Sheriff's Department has provided free law enforcement communications dispatch services to the NPS for 18 years.

**Hyde County:** Ocracoke Island is entirely within the confines of Hyde County, yet 95% of the land on the island is NPS jurisdiction. Hyde Co. is a less affluent community than Dare and county services are limited. However, the Sheriff's Department has been able to staff Ocracoke village with four full time deputies. With leave, training and other considerations such as court, there is usually only one Hyde County deputy on duty at a time. We met with the Sheriff and he advised us that NPS Rangers are his officers only backup most of the time. This means that NPS Rangers routinely respond on burglaries, domestic disputes and other law enforcement emergencies in town.

Likewise, NPS rangers are also usually working "solo" as such they are also backed up by Hyde County on their contacts that require backup. Hyde County allows NPS rangers to use their dispatch services as well, which helps out on officer safety.





# Cooperating Agencies

NPS Rangers have received back up over the years from a variety of allied agencies. They are listed below in order of frequency and importance of assistance. Response times on the high end, incorporate estimated response times for areas requiring 4x4 capability. NC Marine Patrol and Wildlife Officers are rarely used as backup due to the size of their patrol areas and the few times they are on NPS jurisdiction:

Cooperating Agency	MOU	Size of Jurisdiction	Number of Officers	Response Time
Dare County Sheriff's Office	X	County-wide	60	0 – 45 minutes 5 mins at FORA
Hyde County Sheriff's Office	X	County-wide	4 (Ocracoke Island)	0 – 45 minutes
NC Highway Patrol		State-wide	6	0 – 1 hour
Kill Devil Hills PD	X	City-wide	25	0-5 minutes at WRBR
Nags Head PD	X	City-wide	22	0-45
US Fish & Wildlife Service (not on duty 24/7)	X	Areas of DOI	1	0 – 2 hours if coming from Alligator River NWR
NC Wildlife Resource Commission (not on duty 24/7)		State-wide Currituck & Dare Co	1-3	0 - 3 hours
NC Marine Patrol (boat patrol)		State-wide Currituck & Dare Co	4	0 - 3 hours



# Concessionaire and Park Partners

## Concessioners

*Oregon Inlet Marina*

*Three Fishing Piers:*

*Rodanthe*

*Avon*

*Frisco*



## Park Partners

*Chicamcomico Historical Society*

*First Flight Society*

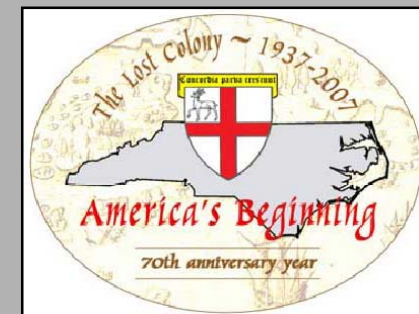
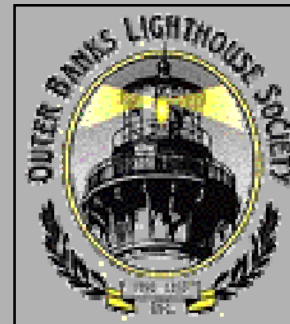
*Eastern National (bookstores)*

*Lost Colony*

*Elizabethan Gardens*

*US Lighthouse Society*

*NC Beach Buggy Association*



# Criminal Activity/Case Load



**Park Caseload:** There were 11 Part I felony investigations in 2006. This class of crime includes homicides, rapes, robberies, burglaries, assaults and thefts. The majority of the park's Part I cases were larceny/thefts, many from autos at parking lots and trailheads.

**Part II crime 1,297 incidents in 2006.** This category includes weapons violations, fraud, vandalism, narcotics, sex offenses, DWI, liquor law offenses, disorderly conduct and ARPA. The majority of the park's cases involved alcohol, drugs or dogs off leash.

**NC State Bureau of Investigation** provides the majority of crime scene processing. On rare occasions the FBI has performed this function.

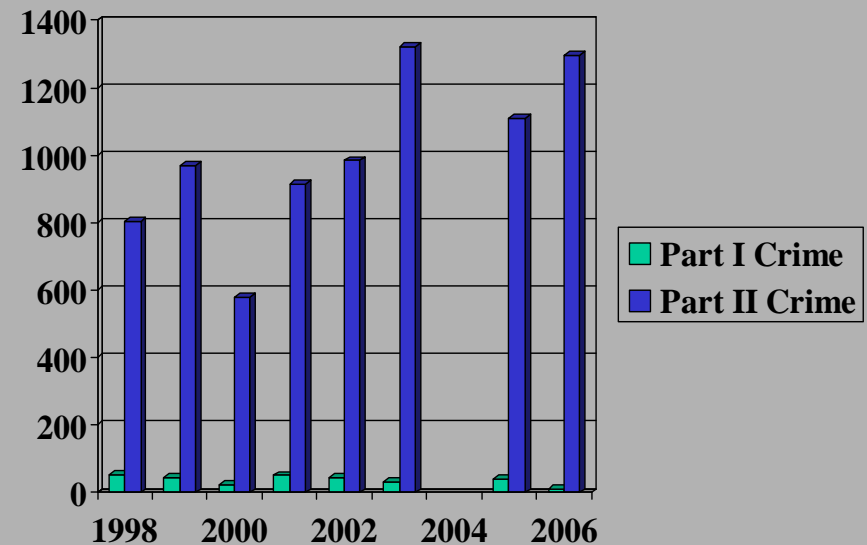
## Law Enforcement Calls In Dare County

2004 Dispatched to 1427 calls

2005 Dispatched to 1230 calls

2006 Dispatched to 1699 calls

(note the drop in calls in 2005 is a direct correlation to the drop in LE staff from 7.70 field rangers to 5.52 for that year)





# Protection of Resources



## SPECIAL RESOURCE RISKS

**6 Threatened and Endangered Species:** Piping Plover, Seabeach amaranth, loggerhead, green, leatherback and Kemp's Ridley sea turtles.

**Archeological Sites:** 18, (6 ARPA investigations listed in 2003 VRAP). Storms can uncover old ship wrecks with little warning, exposing artifacts hundreds of years old.

**Historic Structures:** there are 78 historic buildings, including three functioning light houses and two historic lifesaving stations (Little Kinnakeet and Chicamicomico)

Other threats to resources include raccoons, dogs and other predators (red fox newly seen on Hatteras Island) raiding nesting areas. Rangers are actively engaged in "Dog Off Leash" enforcement, mostly in the form of verbal warnings.

Non-LE staff such as Resource Management have public contact on protection of resources. Some of these contacts are antagonistic in nature.



# Protection of Property

## NUMBER OF PARK STRUCTURES

*44 designated historic structures*

*2 National Historic Landmarks*

*70 archaeological sites*

*55,867 museum objects*

*3 lighthouses*

*2 lifesaving stations*

*1 reconstructed earthen fort – 1585*

*118 NPS Admin Structures*

*23 NPS Housing Units*

*Acreage: Cape Hatteras NS 32,320*

*Total: 31,261 acres spanning patrol sectors of over 80 miles in length.*







# Protection of Property

**Park Facilities** – 196 structures

15 alarmed

**Park Property** – Total 32,201 acres

**Vandalism** - 17 acts of vandalism were recorded in 2006, only one was closed by arrest/citation.

**Thefts** - 9 Car Clouts occurred in the park in 2006, none closed by arrest.

**Crimes Against Property** – one burglary with forcible entry, no arrest and two cases of embezzlement with one arrest





# Protection of People

**EMS** – 4 rangers/lifeguards hold EMT certifications down from 8 in 2003. In 2006, the Rangers worked 24 incidents:

12 trauma

8 medical non/cardiac

4 cardiac

25 first aid only

**Aviation** – Park Pilot averages 300 patrol flight hours per year.

**Crimes Against People** – One assault with dangerous weapon and two assaults without a weapon used, all with no arrest.

27 DWI cases all with arrest and 124 liquor law violations 44 with arrests.

14 Disorderly conduct cases 3 with arrest

8 sex offense cases all open cases.



# Anti-Terrorism/Homeland Security



The LE Staff has one ranger dedicated to the National Park Service Homeland Security Rotation, who is called out of the park for missions that can last up to 21 days. With 115 miles of international border the potential for smuggling (drugs and aliens) is huge. Lack of staff means there are no patrols from midnight to morning.

Resource	FTE	Grade	Recurring Costs -Y/N
Patrol Rangers Add a midnight squad	6	GS-9	Y
Equipment Needs (Description) Two "Boston Whaler" type boats, one at Oregon Inlet and one at Silver Lake harbor.	N/A	N/A	N
Seized vehicles from narcotics cases should be used for surveillance. Especially since locals may be involved in smuggling.			



# Protection of Revenue

**Revenue Summary** - Only Wright Brothers has a fee entrance station. Fees are also collected at the 4 campgrounds and Cape Hatteras Lighthouse.

In addition to the Parks revenue collection areas, concession groups within the park generate a tremendous amount of revenue that is protected primarily by the National Park Service.

## 2006 Fee Revenues

Wright Brothers NM Entrance Station	632,322
Cape Hatteras NS Campground & Lighthouse	803,405





# Potential Threat Groups

There are no known threats to the Cape Hatteras NS, Fort Raleigh NHS or Wright Brothers NM.

During the Centennial of Flight in December of 2003, the park was certainly a viable terrorist target and while that threat has greatly subsided, any National Park that reflects the pride, history and culture of the United States could be exploited by terrorist to further their cause.

Additionally, as other locations become “hardened” in the wake of 9/11/01, the FBI and other LE agencies predict terrorist will seek unprotected locations.

The future ORV Plan, while far from being finalized, may generate ill will towards the NPS, its employees and facilities.

## Domestic Groups

NSM

KKK

New Black Panthers

ELF

PETA

The Answer

## International Groups

Al Quada

PLO

MS – 13

Mexican Mafia

# Staffing Levels / Law Enforcement Budget



- Staffing: currently 13
- Number of Level I Commissions: 11
- Number targeted to attend FLETC: 2
- Administrative Support (perm): 1  
(seas): 0
- Lapsed permanent LE positions: there were 25 commissioned personnel listed on the park's 1990 commission report, that has been reduced by half.
- FY 2006 Direct Costs: \$1,548.400

The park is in dire need of additional rangers to allow 24/7 coverage during the warmer months of the year. Illegal ORV use in closed areas after midnight wreaks damage to sea turtle nests and colonial shore nesting bird areas. In addition, alcohol use has led to an increase in injury accidents, including a double fatality accident in the closed area at Coquina Beach in early June 2004. Officer safety is the other factor that cannot be ignored. Few other agencies have four-wheel drive capability, meaning rangers cannot expect timely backup when they encounter dangerous situations on the beach.



# Communications and Dispatch

Currently, the park enjoys free law enforcement and emergency dispatch services from the Dare County Sheriff's office. This long time arrangement is very beneficial to the financially strapped law enforcement division. Additionally, it is subject to the political situation in Dare County. A future elected sheriff could choose to no longer offer this free service. However, the current sheriff seems inclined to continue on with the arrangement. Accordingly, no changes are recommended regarding the addition of communications dispatchers at this time.

The park is one of the leaders in terms of converting to narrow band technology required by Congress. The Outer Banks Group is to be applauded for their innovative approaches to making this transition happen.

Need	FTE	Grade	Recurring Costs -Y/N
Supervisory Dispatcher	0	GS-10	Y
Communications Operators	0	GS-7	Y
Equipment Needs (Description)	N/A	N/A	N
Other			

# Detention Center/Holding Facility



Again, this park has a great relationship with the Dare County Sheriff's Office and relies on the local facility located on Roanoke Island.

The county jail is a federally approved holding facility and no changes are recommended in the current situation.

Need	FTE	Grade	Cost	Recurring
Replace locks and doors	0			
Surveillance system	0			
Replace defective sally-port door	0			
Purchase electronic fingerprinting	0			
Restore lapsed jailer position	0			





# Law Enforcement

**Drug Routes** – the Outer Banks has a long history of serving as a route for smuggling. The fact is, without 24/7 coverage there is no accurate information on what is occurring in the park after midnight.

**Special Operations** – There is limited SWAT capability on the Outer Banks, especially on Hatteras and Ocracoke Island.

**Lab/Forensic Services** – The FBI has been helpful in the past for felony investigation where lab work is needed.

**Coroner Activities** – The Dare County Coroner/ME has been responsive for past death investigations as well as the NC Medical Examiner's Office in Greenville, NC.

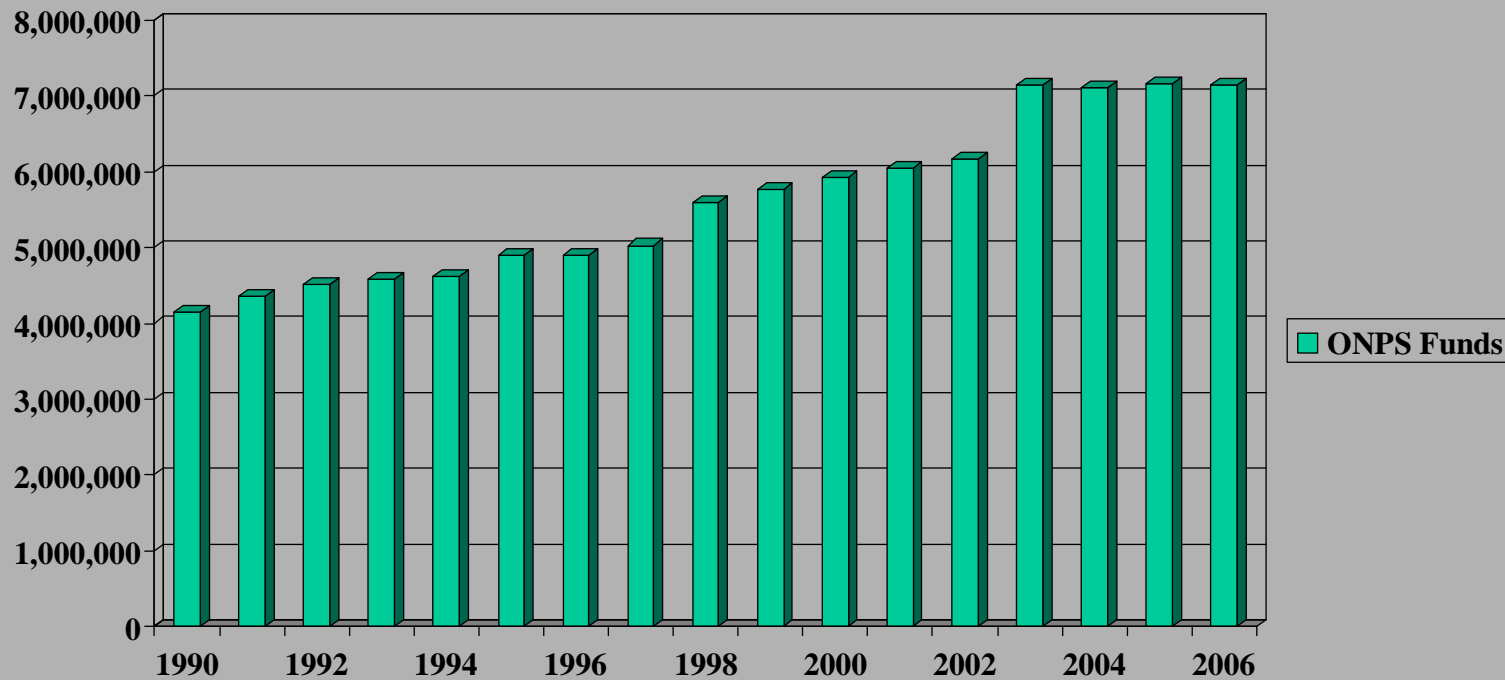
**Internal Affairs/Background Investigations** – The park background investigations are up to date and there are no outstanding IA investigations.

Limiting the parks attrition rate would save monies on moving cost, background investigations and training



# Overall Park Funding Trends

## *Outer Banks Group Budget*





# Recommendations - Staffing

- In addition to officer safety, public safety and protection of natural resources there is a fourth reason for increasing staff: The park may implement a permit system for beach driving as part of an ORV regulation. This will be a flashpoint for the law enforcement staff. It will be unpopular with the local community and organized groups such as the “NC Beach Buggy Association” and the “Outer Banks Preservation Association.” Effective implementation will require a significant increase to the LE staff. ORV’s driven into closed areas, represents the most significant threat to colonial shore nesting bird colonies and to turtle nests.
- At present, the park cannot fully meet the mission specified in the Organic Act (Title 16) if this critical unit of the park remains understaffed. The thirteen commissioned rangers now working should be viewed as a “skeleton crew” or bare minimum for the size and visitation numbers associated with these three parks. Accordingly, we recommend similar upgrades to staffing as was done in 2003 and 2001, prior to 9/11/01:

**Bodie Island – add three full time GS-9 patrol rangers.**

**Hatteras island – add three full time GS-9 patrol rangers.**

**Ocracoke island – add one full time GS-9 patrol rangers and two GS-7 subject to furlough rangers.**



# Recommendations – Vehicles/Airplane

- **Patrol Vehicles:** Rangers have requested a solution to the patrol vehicles tire pressure needs to be lowed (18-20 psi) for beach patrol but raised back to manufacturers recommended psi for road patrol. If a patrol ranger gets an emergency call while on the beach he/she does not have time to go to the maintenance yard to refill the tires air pressure to the recommended psi. A low cost low tech solution to this is to, supply refillable air tanks to each of the patrol vehicles for a quicker safer response to emergencies. Two refillable tanks were observed at the Bodie Island Maintenance area and could be used to test the feasibility of the tanks use.
- **Airplane:** The parks aircraft was replaced since the last LENA and is utilized by the park, the Fish and Wildlife Service, and the local Police and Sheriff's departments. The park has received over \$18,000.00 from the USFWS for the use of the plane, offsetting the annual cost. In meeting with the Police and Sheriffs Department, the parks aircraft is seen as our contribution to the overall law enforcement effort for the region thus offsetting the cost to the other agencies for providing free dispatch service and backup to our rangers.
- **Note:** Start up cost for a stand alone dispatch service would be in the area of 1 million dollars (The Dallas Texas PD recently spent 6.5 million dollars to upgrade the departments dispatch service), the annual staffing cost is greater than what the park budgets for the aircraft and its pilot (who performs other law enforcement and park functions).
- With the geographical makeup of the park, the aircraft is a much needed asset to provide backup to isolated sections of the park that would otherwise only be accessible by boat. After storms, the aircraft has demonstrated its unique capabilities gaining rapid access to remote areas.



# Recommendations – Structures

- ***Buildings:*** *One of the largest challenges of the park has been the attrition rate of its law enforcement staff. Being the only division that is required to respond after hours to emergencies, alarm calls, and investigations the law enforcement division is closely tied to Required Occupancy. The entire outer banks area has experienced a tremendous inflation within the housing sector making affordable housing a tremendous challenge and driving fully trained journeymen rangers away to other parks and other agencies. Currently the park may be in a good position with the closing of the coast guard base and the acquisition of new buildings that could easily and inexpensively converted to park residence, in a housing market where a simple 3 bedroom house can cost up to \$800,000 (quote for Ocracoke Island). The park should aggressively pursue any legitimate avenue to enhance its park housing situation.*
- *The Ranger Station at Ocracoke can be moved and connected with all utilities at no cost to the park by the North Carolina Department of Transportation which could easily be converted to park housing for a ranger. The ranger station should be relocated in a former USCG facility that will afford the rangers at Ocracoke the ability to have adequate office space but required workout facilities as well.*

# Recommendations - Equipment



- The park should be commended for its implementation of the 2003 LENA equipment implementations.
- I would complement the equipment with additional tactical training.
- M-16 electronic racks/holders. The 2003 LENA states that the SWAT capabilities on the Outer Banks are very limited. M-16's are the weapon of choice to lock down a barricaded suspect and hold them until SWAT can arrive. Since Columbine and more recently and closer proximity to the park Virginia Tech shootings the law enforcement community has evolved from purely "locking down a barricaded suspect until SWAT can arrive" to active shooter response training. The response could be on park property or in the case of mutual aid it is not a matter of if rangers will have to respond to an active shooter call but when.



# Recommendations - Personnel

- **Recruitment:** law enforcement offers more exposure to liability than other divisions, hence the park should always seek to recruit the best field rangers in the NPS. To do this, the park needs a reputation that is very supportive of law enforcement. This can be achieved by aggressively implementing these recommendations and seeking to obtain more park housing. The Outer Banks is growing in terms of population and housing expenses. Many who would love to work here, never apply after checking housing costs.
- **Leadership:** The district Ranger Positions should be reviewed to see if they are consistent with other parks in regards to responsibility, workload and the corresponding pay grade.



# Conclusion:

The recommendations made in this report reflect the ideal situation and do not account for lack of funding, FTE allotments or other management concerns. The justification for additional commissioned rangers has been supported in this report. An increase in commissioned staff should remain the park's number one priority for the Outer Banks Group. However, if the park does not receive additional funding, management should consider internal restructuring to achieve the desired level of protection for the park and the people who visit.

Thank you for the opportunity to serve the Cape Hatteras National Seashore, Wright Brothers National Monument and the Fort Raleigh National Historic Site.

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